

Research Note 85-40

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Job Skills Education Program: Plan For High School Diploma

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19. KEY WORDS (Continue on reverse side if necessary and identify by block number) Competency based adult education, Adult education, Credentialing, AGES High school credential.		
20. ABSTRACT (Continue on reverse side if necessary and identify by block number) The Job Skills Education Program (JSEP) is designed to provide soldiers with the prerequisite knowledge and skills required for successfully learning their Military Occupational Specialties (MOS). When the JSEP is put into effect, it will replace the Army's current Basic Skills Education Program (BSEP) with a sophisticated, computer-based system. This report details the issues involved in awarding a high school diploma for instruction received in the JSEP. A plan was developed to approach state- (over)		

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school offices with the curriculum to solicit their approval to apply JSEP instruction toward a high school credential. *Keywords:*



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FOREWORD

The Job Skills Education Program (JSEP) is a multi-phase program begun in Fiscal Year 1982, and designed to enhance enlisted career potential by improving soldier job performance. The sponsor, the Education Division, Office of the Deputy Chief of Staff for Personnel, expects JSEP to replace the Army's current Basic Skills Education Program when it is implemented.

The JSEP program, being developed by Florida State University (FSU) will result in a standardized curriculum for soldiers who demonstrate deficiencies in the knowledge and skills required to successfully learn their Military Occupational Specialty (MOS).

In accordance with current policy, JSEP will be an on-duty program. It will also use a computer-based management system to facilitate an open entry/open exit approach. At present, most of the lessons being developed will be computer delivered; however, the plan calls for using existing materials, and incorporating materials developed as part of other ARI efforts, whenever appropriate.

A unique aspect of JSEP is that it builds upon a very detailed front-end analysis of MOS Baseline Skills. The analysis covered tasks performed by soldiers in the 94 highest density MOSs, in addition to Common Tasks (the skills that all soldiers, regardless of their MOS, need to know). Although the Army has over 300 MOSs, the 94 covered in the analysis represent about 80% of all soldiers. Perhaps the most useful product developed for the analysis was a taxonomy listing more than 200 prerequisite competencies (P.C.) for these MOSs. The competencies were derived from detailed reviews of Soldier Manuals, and from extensive interviews with subject-matter experts at Army schools. This effort produced a series of tests intended to diagnose deficiencies in the P.C.s. Modified versions of these tests will be used in JSEP.

The JSEP program will include a front-end learning strategies module designed to improve soldier skills in reading, studying, test taking, and problem solving. The curriculum will consist of this strategies-training, plus 180 diagnostic review lessons, and 120 skill development lessons, which are being developed for the PLATO and MicroTICCIT computer systems. The program is being tried out at two TRADOC sites and two FORSCOM sites, prior to an Army-wide phased implementation.

JOB SKILLS EDUCATION PROGRAM: PLAN FOR HIGH SCHOOL DIPLOMA

EXECUTIVE SUMMARY

Requirement:

To develop standards and a plan for the civilian academic community to award a high school diploma based on completion of the Job Skills Education Program (JSEP).

The Florida State University (FSU) response called for the team to confer with state officials, identify state high school credentials requirements, review existing US Army high school diploma programs, analyze JSEP materials, confer with regional accreditation officials, and maintain communication with appropriate US Army officials.

The team has complied with all of the prescribed actions above including visits to Fort Bliss, Fort Carson, Fort Lewis, Fort Monroe, Fort Riley, Fort Campbell, Fort Bragg, Fort Polk, Fort Rucker, and Fort McPherson as well as the Adjutant General's Office (TAGO) in Alexandria. Visits have also been carried out to selected school districts and state departments of education. Other visits were made to Middle States and Southern Associations of Colleges and Schools' Commissions on Higher Education.

The purpose of the Task 10 report is to identify considerations or issues to be answered before the Task 10 plan can be implemented during Task 19 in Phase III. Following the identification of issues, a list of concerns will be given. Then, a plan will be provided in order to comply with the Statement of Work (SOW) product delivery requirements.

Procedures:

During the third year of the Contract, the FSU team will formulate the Basic Skills Profile (BSP) that will then be circulated to federal, regional, state, and local education officials directly or indirectly associated with the Army installations and the twenty-two (22) states identified. The procedure to be followed in each of these states will be:

1. Complete the JSEP Locator Test.
2. Receive results which include identification of (a) deficiencies related to (Military Occupational Specialties (MOS) against which the JSEP diagnostic test would be administered, and (b) the non-MOS related deficiencies which would become the basis for the Education Services Officer to prescribe off-duty study.
3. The student would follow the learning strategies of JSEP as outlined in the Implementation and Management Plan.

4. Upon completion of the JSEP process and demonstration of competencies for MOS related areas, covered during duty hours (and satisfactory completion of off-duty work), certification would be made by the Education Services Officer for recognition at the school district or State Department of Education level.
5. School district or state awarded high school diploma will be awarded on the basis of the basic Skills Profile or state prescribed competency test associated with step 4 above.

Findings:

We have found that transfer of credit between accredited postsecondary institutions may not be the same as acceptance and credit recognition between secondary (high schools) and postsecondary institutions. Therefore, it is important to distinguish between a Competency-Based Adult Education (CBAE) high school credential, a high school vocational education credential, or an academic high school credential.

CBAE programs offered by state certified or accredited high schools have as their purpose and focus adult educational literacy. All of the twenty-two (22) states identified in the Task 10 SOW report that establishing the actual requirements for the CBAE high school credential is the authority of each local school district. The desired outcome, however, is demonstrated competency in the basic skills. Telephone interviews with the officials at the twenty-two (22) states revealed a strong consensus that the grade level proficiency of CBAE high school graduates approximates eighth grade level. Therefore, the literacy skill achievement level of JSEP should meet or exceed that of the typical school district CBAE high school graduate.

Those two-year and four-year postsecondary institutions having an open-door admissions policy will find the CBAE high school diploma acceptable for admissions whether it is a local school district program or the JSEP related credential. Selective admissions postsecondary institutions will not honor the CBAE diploma for admissions purposes.

The diploma unique courses range from such courses as "Texas History" in Texas to a course on "Communism and Americanism" in Florida, where the military training itself is acceptable to Florida to meet that course requirement.

Present policies of the US Army make it possible for each installation to provide an opportunity to a soldier to receive a high school diploma through the combined on-duty and off-duty studies program. The high school diploma programs are offered through a contract with a secondary or post-secondary institution and this policy will be as viable and appropriate with JSEP as it has been to date.

The specific requirements of each state are presently being accommodated through the obligation of the contracting high school program institution at each post to have state authorization for the high school credential.

Additional content will be necessary through off-duty work if the goal were for blanket award of high school diplomas for all personnel completing the JSEP programs. It is apparent that great variation in the high school diploma programs now exists. At Fort Bliss, the program is truly a CBAE program and therefore consistent with the JSEP Project.

At Fort Carson, the actual program is an academic high school curriculum. In that case, present Army personnel as well as those in the future would find it obligatory to complete the required Carnegie units of academic subject matter regardless of completing the JSEP or their scores on the Test of Adult Basic Education (TABE).

At Fort Lewis, the contract is with a postsecondary institution that also has authority to award the high school diploma. An analysis of their program of studies reveals a general education curriculum and officials of that contracting agency indicated credit would be given for completion of JSEP.

Utilization of Findings:

There are important assumptions basic to the proposed plan. The first is that the present Army educational services policies will continue whereby a contract for off-duty course work will be made with an institution awarding a high school diploma.

With few exceptions, the state officials interviewed saw the JSEP program as offering an identifiable basic skills program that could be used as a model or prototype for Competency-Based Adult Education (CBAE) diploma programs.

The JSEP Locator Test has been designed to identify mastery and deficiencies of verbal and quantitative competencies. Since the instrument must deal with the total spectrum of military occupations, it is comprehensive. Therefore, a person taking the Locator Test will have demonstrated verbal and quantitative mastery or deficiency for a broad range of military occupations. The on-duty participation in JSEP will be limited to the MOS of that individual. Any remaining deficiencies will need to be considered as part of the off-duty requirements of that individual for meeting the high school diploma requirement.

We believe that this plan will result in the beginning of a dialogue between representatives of the Army and local officials to adjust the needs of the program to the realistic possibilities in each of the states. When the draft curriculum is ready, it can be circulated in suitable form to appropriate state agencies. This mechanism will begin the dialogue.

Nothing in our conversations with any of the state officials indicated that they were opposed to or were unwilling to consider the approach we outlined to them.

JOB SKILLS EDUCATION PROGRAM: PLAN FOR HIGH SCHOOL DIPLOMA

CONTENTS

	Page
OVERVIEW.....	1
Operational Problem.....	1
Research Objective.....	1
Scope.....	2
PART I: TASK 10 SOW ITEM RESPONSES.....	2
PART II: SUMMARY OF ISSUES.....	5
PART III: PLAN FOR CREDENTIALING.....	7
Assumptions.....	7
Design.....	7
Procedures.....	8
Three State Plans.....	8
CONCLUSIONS.....	10
APPENDIX.....	11

JOB SKILLS EDUCATION PROGRAM: PLAN FOR HIGH SCHOOL DIPLOMA

OVERVIEW

Operational Problem

It is not news that soldiers must be trained to do their jobs. They must be trained so that each Army job is performed competently--regardless of differences in ability and background in newly entering soldiers. To accept less would cause many mission elements to fail.

Moreover, many Army jobs are increasingly dependent upon the soldier's ability to use high technology and the ability to learn new technology as it develops. Soldiers, therefore, need more than training. They need enough education to be able to learn subsequent jobs, to become eligible for promotion, and ultimately, to provide leadership for tomorrow's Army.

The Job Skills Education Program (JSEP) is designed to provide soldiers with job-related basic skills instruction that is prerequisite to learning their skill level 1 and 2 job tasks during their first duty assignment. Based on an extensive job analysis of 94 of the largest Military Occupational Specialties (MOS) which contain the largest proportion of soldiers and tasks contained in the Soldier's Manual of Common Tasks, JSEP provides functional basic skills instruction on MOS specific requirements.

As it is conceptualized, the JSEP curriculum recognizes that the vast majority of soldiers will have been exposed to similar basic skills instruction before entering the Army. Many entering soldiers, however, will not have learned those basic skills well enough, or will not remember what they learned. To help soldiers learn better and remember more, JSEP incorporates straightforward training in research-based learning strategies that are directly aimed at improving learning and retention.

Research Objective

The requirement of Task 10 was to:

Develop standards and a plan for the civilian academic community to award a high school diploma based on completion of JSEP.

The Florida State University (FSU) response called for the team to confer with state officials, identify state high school credentials requirements, review existing US Army high school diploma programs, analyze JSEP materials, confer with regional accreditation officials, and maintain communication with appropriate US Army officials.

Scope

The team has complied with all of the prescribed actions above, including visits to Fort Bliss, Fort Carson, Fort Lewis, Fort Monroe, Fort Riley, Fort Campbell, Fort Bragg, Fort Polk, Fort Rucker, and Fort McPherson, as well as The Adjutant General's Office (TAGO) in Alexandria. Visits have also been carried out to selected school districts and state departments of education. Other visits were carried out with selected colleges and universities, as well as the Middle States and Southern Associations of Colleges and Schools' Commissions on Higher Education.

The purpose of the Task 10 report is to identify considerations or issues to be answered before the Task 10 plan can be implemented during Task 19 in Phase III. To identify those issues or concerns, the format of this report will follow the sequence and address each item listed under the Task 10 requirements in the Statement of Work (SOW). Following that discussion, a list of concerns and issues will be given. Then, a plan will be provided in order to comply with the SOW product delivery requirements.

PART I: TASK 10 SOW ITEM RESPONSES

SOW Item 1. The Servicemember's Opportunity Colleges Associate Degree (SOCAD) Program has demonstrated that regionally accredited educational institutions can agree to the ready transfer of academic credit among member institutions. These colleges and universities provide mutual support for student agreements made between member institutions and soldiers. A successful networking of civilian educational institutions with other than regional accreditation has not been demonstrated.

Response: As reported in the FSU Proposal, transfer of credit among accredited postsecondary institutions may not be the same as acceptance and credit recognition among secondary (high schools) and postsecondary institutions. Most open-door community colleges and baccalaureate institutions will admit a student who has a high school diploma or its equivalent. The actual academic course requirements for acceptance at selective postsecondary institutions may vary, however, even among regionally accredited institutions. Therefore, it is important to distinguish among a CBAE high school credential, a high school vocational education credential, and an academic high school credential. Each will be discussed in more detail later in the report.

SOW Item 2. Part of the value of the JSEP effort will be to gain wide acceptance, within the civilian academic community, for the Competency-Based Adult Education (CBAE) high school credential to be awarded through successful completion of this proposed Army program. Accordingly, the credential should meet the following criteria:

SOW Item 2-a. Be academically comparable with requirements for high school credentials earned through CBAE programs offered by state certified or accredited high schools and by regionally

accredited postsecondary institutions throughout the United States.

Response: CBAE programs offered by state certified or accredited high schools have as their purpose and focus adult educational literacy. All of the twenty-two (22) states identified in the Task 10 SOW report that establishing the actual requirements for the CBAE high school credential is the authority of each local school district. As a result, requirements vary in scope and content, with some built around academic and general education requirements, whereas others are built around "life skill" requirements. The desired outcome, however, is demonstrated competency in the basic skills. Telephone interviews with the officials at the twenty-two (22) states revealed a strong consensus that the grade level proficiency of CBAE high school graduates approximates eighth grade level. Therefore, the literacy skill achievement level of JSEP should meet or exceed that of the typical school district CBAE high school graduate.

SOW Item 2-b. Be academically comparable or superior to the worth of the high school General Educational Development (GED) certificate.

Response: The GED high school equivalency certificate provides a profile of scores in a series of academic areas. JSEP, on the other hand, is aimed at basic skills proficiency and MOS. It is probably not reasonable, therefore, to expect "academically comparable" worth since the purposes and content are clearly different.

SOW Item 2-c. Provide transferable credit for successful course completion among credential-granting secondary and postsecondary institutions servicing Army communities and installations worldwide (e.g., course work completed at one installation need not be duplicated at another for credit toward a credential).

Response: This requirement may evidence confusion over postsecondary policies and practices of course credit transfer from institution to institution and secondary schools where the credential essentially certifies achievement of basic education foundations. Postsecondary institutions do not "transfer" course credits from secondary schools except where advanced academic standing is involved.

The gist of this SOW item appears to be the goal that an enlistee would not be required to repeat JSEP training should that person be transferred to another installation. Since JSEP is a competency-based program, there would be no reason for requiring personnel to "repeat the training" merely because they were reassigned to another installation.

The concept behind JSEP required an assessment of the soldier's performance level as the basis for determining where that individual would begin JSEP instruction.

It is possible within the JSEP design specifications to retain records of work completed within JSEP and to see that these records are transferred from the US Training and Doctrine Command (TRADOC) school environment to the Education Center at the first duty station.

SOW Item 2-d. Meet the competency and knowledge-domain requirements essential for promotion to Staff Sergeant (E-6) (Army policy required a high school diploma or equivalency for promotion to E-6).

Response: As observed earlier, JSEP will equal or exceed the grade level expectation of the Basic Adult Education High School Diploma according to officials interviewed in the twenty-two (22) states covered by this contract. Assuming that the Army accepts the high school diploma awarded at Fort Bliss for promotion to E-6, then it can be assumed the JSEP will satisfy this requirement.

SOW Item 2-e. Be acceptable to postsecondary institutions currently serving Army installations for entry into college level programs.

Response: As previously observed, those two-year and four-year post-secondary institutions having an open-door admissions policy will find the CBAE high school diploma acceptable for admissions, whether it originates from a local school district program or from JSEP. Selective admissions post-secondary institutions will not honor the CBAE diploma for admissions purposes.

Where individuals aspire to such selective institutions, it will be necessary for them to complete the academic high school diploma program through off-duty supplemental course work and achieve acceptable scores on admissions tests required by the selected institutions. Such academic programs now exist in the Army Continuing Education System (ACES). An example is found at Fort Carson where St. Mary's High School is under contract for the off-duty high school completion program.

SOW Item 3. The Army does not intend to rely upon a single credentialing institution but rather will use appropriately accredited and state certified institutions to offer the program and provide the credential.

Response: It is assumed that this item related to policy associated with contracting for off-duty education and the FSU team would agree that such contractors should be appropriately accredited and state certified.

SOW Item 4. As indicated previously, the military related portion of the curriculum will be taught on-duty. The nonmilitary diploma-unique courses will be taught off-duty. Diploma unique courses are specific courses which are required for high school graduation in individual states.

Response: The diploma unique courses range from such courses as "Texas History" in Texas to a course on "Communism and Americanism" in Florida, where the military training itself is acceptable to Florida to meet that course requirement. The Adult Basic Education Programs typically do not have many unique courses but rather require evidence of basic skills achievement and competency to a given level.

SOW Item 5. Currently, Department of Defense Directive 1322.8, "Education Policy Guidance," and Army Regulation 621-5, "Army Continuing Education System," require institutions which offer basic

skills programs to have either regional or national accreditation. Contracts for secondary programs must be with diploma-granting institutions which are state approved and accredited by a regional accrediting association. Since the work required under this SOW calls for curriculum development and delivery of a combined Basic Skills Education Program and High School Completion Program, with a secondary level credential awarded for success in this competency-based program, the prime contractor must have regional accreditation. This should ensure acceptance of the developed curriculum while affording soldiers within the academic community the opportunity to apply for and receive credit for all courses at the majority of colleges which are regionally accredited. Credit transfer will alleviate the necessity for soldiers taking all courses through fully funded off-duty high school completion programs. This opportunity for credit toward a degree, plus the possibility of transferring credit, should also encourage diligent participation in on-duty military related basic skills courses.

Response: The contracting institution serving each Education Center should be regionally accredited.

SOW Item 6. The contractor shall develop a strategy through cooperation and coordination with US Army Forces Command (FORSCOM) and US Army Training and Doctrine Command (TRADOC) installations, and civilian educational institutions so that successful completion of JSEP will result in the award of a high school diploma. The contractor must devise an integrated plan to obtain agreement for granting high school diplomas for JSEP students in the following states: California, Texas, Virginia, North Carolina, Florida, Georgia, Hawaii, South Carolina, Kentucky, Washington, Colorado, Illinois, Missouri, Oklahoma, Arkansas, Kansas, Louisiana, Alaska, New Mexico, Mississippi, New York, and the District of Columbia. For the purposes of the proposal, the offeror must submit a plan for three of the above states. In those states that have minimum testing as a prerequisite for the high school diploma, the offeror must indicate how this requirement will integrate the JSEP.

Response: Present policies of the US Army make it possible for each installation to provide an opportunity to a soldier to receive a high school diploma through the combined on-duty and off-duty studies program. The high school diploma programs are offered through a contract with a secondary or postsecondary institution and this policy will be as viable and appropriate with JSEP as it has been to date. However, in the spirit of the SOW, the FSU team has conferred with the twenty-two (22) states identified, and any specific requirements are identified in Appendix A. Appendix B identifies the minimum testing prerequisites where equivalency recognition is involved.

SOW Item 7. The product of Task 10 shall be a plan delineating standards for acceptance of JSEP curricula to satisfy prerequisite requirements for award of high school diplomas in the states noted above. This plan shall be submitted to the Contracting

Officer's Representative (COR) not later than eight (8) months after contract award. Subject to approval of COR, the plan will be incorporated into the PHASE I report.

Response: See Part III, Tentative Plan.

PART II: SUMMARY OF ISSUES

The CBAE high school credential is typically awarded to recognize a literacy competency or achievement level. It is not an academic or college preparatory credential and therefore, discussion of transfer of credit, or acceptance by colleges and universities is misleading. Both two-year and four-year colleges having the open-door admissions policy will accept the CBAE high school diploma for admissions purposes. These institutions, however, would also accept the GED certificate in the same manner.

Every state already has GED certificate programs and most Army installations actually serve as testing centers for GED certificate programs. The Army already has in place the appropriate vehicle for GED recognition that would accommodate the Task 10 goal, and the existing Army Regulations provide for contracting with high school diploma program institutions where the diploma route can be followed. The issue is whether the Army wishes to restrict future high school diplomas to CBAE rather than offering the options for vocational, academic, and adult basic programs as available at Forts Bliss, Carson, and Lewis.

The nature and level of JSEP at ninth grade level represents another concern or issue when examining the content comparability expectations of Task 10. SOW items 2-c through 2-e imply a level of subject matter above the ninth grade level. This appears to make Task 10 inconsistent with other requirements of the JSEP project. Since the individual school districts have the responsibility and authority for determining the content requirements of the various diploma programs, what is being sought beyond a CBAE diploma program? The MOS related content would suggest that a vocational high school diploma program would be the natural alternative, yet the SOW expectations seem to be on an academic college preparatory diploma.

The specific requirements of each state are presently being accommodated through the obligation of the contracting high school program institution at each post to have state authorization for the high school credential. Some of these contracting institutions, however, are actually offering programs in many states, since they have sought contracts at many installations. In such cases, the COR specific requirements of the state of charter are followed for all states. Therefore, soldiers may be completing COR specific requirements which are not those of the state in which that installation is located but rather of the state where the contracting institution's main headquarters are located.

According to Army Regulation 621-5 Section III, the BSEP I is aimed at fifth grade level literacy and basic skills education while Section V of AR 621-5 identifies the ninth grade level for JSEP. Additional content will be necessary through off-duty work if the goal were for blanket award of high

school diplomas for all personnel completing the JSEP programs. As originally suggested in the FSU Proposal, the most appropriate, economical, and efficient approach for determining academic comparability will be through use of the Test of Adult Basic Education (TABE) and GED test mechanisms. Scores have been established whereby equivalency recognition is given.

The alternative high school credential can be realized through the existing Army policies providing for the Education Services Office to contract with secondary and postsecondary institutions for high school completion programs.

It is apparent that great variation in the high school diploma programs now exists at Army installations. At Fort Bliss, the program is truly a CBAE program and therefore consistent with the JSEP Project. Officials from the contracting school district enthusiastically agreed that they would accept completion of JSEP as a part of their diploma requirements. Texas history as well as the Adult Performance Level (APL) curriculum would be the resultant package at that installation.

At Fort Carson, however, the contract for the high school diploma program is with St. Mary's High School and the actual program is an academic high school curriculum. In that case, present Army personnel as well as those in the future, would find it obligatory to complete the required Carnegie units of academic subject matter completing the JSEP or their scores on TABE. At Fort Lewis, on the other hand, the contract is with a postsecondary institution that also has authority to award the high school diploma. An analysis of their program of studies reveals a general education curriculum, and officials of that contracting agency indicated credit would be given for completion of JSEP.

The FSU team notes the apparent confusion reflected in types of high school programs presently being offered as part of the off-duty education at Army Installations.

PART III: PLAN FOR CREDENTIALING

Assumptions

There are a number of important assumptions basic to the proposed plan. The first assumption is that the Army's present educational services policies will continue in the future whereby a contract for off-duty course work will be made with a school district or postsecondary institution having jurisdiction over a high school diploma program. The FSU team, therefore, envisions the outcome competencies of the JSEP to be identifiable and therefore recognized by all contracting agencies for basic skills proficiency. Obviously, where such contracts involve academic college preparatory high school diploma programs, greater amounts of off-duty course work will be required than where a vocational high school diploma or an adult education diploma is involved.

A second assumption pertinent to the plan is that the existent locus of authority for Basic Adult Education Diploma Programs will reside with the local school district. Although the state has ultimate approval and certification powers, local jurisdiction is envisioned in the future.

The third assumption grows out of statements made by education officials of the twenty-two (22) states identified in the JSEP SOW. With few exceptions, the state officials expressed concern with the wide variation in scope and content of Adult Basic Education (ABE) high school programs in their state and indicated a strong desire for bringing about a more consistent or standard program, whether through voluntary or mandatory means. They saw the JSEP program as offering an identifiable basic skills program that could be used as a model or prototype for Competency Based Adult Education (CBAE) diploma programs.

Design

The Task 10 design calls for the development of a profile of basic skill competencies which would be the product or outcome of successful completion of JSEP. The JSEP Locator Test has been designed to identify mastery and deficiencies of verbal and quantitative competencies. It is comprehensive in nature and will yield a profile against which MOS specific deficiencies will be addressed by the JSEP programming. Since the instrument must deal with the total spectrum of military occupations, it is comprehensive. Therefore, a person taking the Locator Test will have demonstrated verbal and quantitative mastery or deficiency for a broad range of military occupations. The on-duty participation in JSEP will be limited to the MOS of that individual. Any remaining deficiencies will need to be considered as part of the off-duty requirements of that individual for meeting the high school diploma requirement.

A continuum strategy is envisioned whereby the Basic Skills Profile (BSP) will be promulgated among the twenty-two (22) states where school districts would be encouraged to use BSP to voluntarily adopt the skills requirement for their Basic Adult Education Diploma requirements. A few states may use the BSP as a basis for creating a new state-authorized high school diploma comparable to the New York Regents Diploma which would be awarded directly from the state to successful completers of JSEP. The BSP would also be helpful to contracting agencies on the military installations where a vocational education or an academic college preparatory high school diploma program is involved. The BSP could be accepted as meeting the minimum basic skills level against which off-duty vocational or academic course work would be given.

Procedures

At the end of year two of the JSEP Contract, the FSU team will develop a position paper and explanation of the Basic Skills Profile to be produced in year three of the Contract. The position paper will be used with the state officials, with regional accrediting associations, with Army officials, and with selected postsecondary institutions in order for implementation strategies, issues, and concerns to be identified.

During the third year of the Contract, the FSU team will formulate the BSP based upon the JSEP Basic Skills competencies and the JSEP Locator Test. A Review Panel made up of accreditation, Adult Education, state, and GED experts will analyze and review the profile and render a judgment of the grade

level of each category and its worth toward the high school diploma. The product of the Review Panel will then be refined into the Basic Skill Profile (BSP) which will be promulgated to federal, regional, state, and local education officials directly or indirectly associated with the Army installations and the twenty-two (22) states identified. Should year three activities suggest, an invitational conference will be held in conjunction with promoting the continuum strategy, as well as the profile itself.

Three State Plans

Florida. The State of Florida is committed to outcomes assessment testing and requires completion of the Florida State Student Assessment Test II (FSSAT II) in order for any student to qualify for the high school diploma. Furthermore, Florida has been ranked as third highest in its requirements associated with GED test requirements.

State Education officials affirm that the ninth grade level basic skills proficiencies envisioned for JSEP would qualify an individual to successfully complete the FSSAT II. Officials indicated that the Basic Skills Profile envisioned for JSEP together with a satisfactory score on FSSAT II would be acceptable to most school districts for a Basic Adult Education Diploma. Where the Army person would aspire to a vocational or an academic high school diploma, the district would recognize the JSEP BSP and then would evaluate that person's MOS or academic course experience individually. The State officials have expressed willingness to cooperate in the future with this project.

During the 1983 Legislative session, broad educational reforms were enacted in a package intended to raise achievement in secondary education (RAISE). This legislation calls for all high school diplomas by 1985 to be reflective of up to twenty-four credits of course work in English, Mathematics, Science, and Social Studies. In the words of one state official, Florida by 1985 may have the only GED high school equivalency alternative to an academic high school diploma. The same official expressed the opinion that the ambiguity associated with the Adult Basic Education High School Diploma created by the RAISE bill should be clarified during the next legislative session.

North Carolina. State officials in North Carolina acknowledge the wide range of content and approaches to adult basic high school programs in that state. They were aware of the importance of the Army installations and were sympathetic to the goal of the JSEP Contract. Since the State Board for Community Colleges has authority to establish appropriate high school diplomas relevant to adult education, the state official interviewed expressed the belief that the proposed JSEP Profile would enable the state to bring about a more consistent and uniform adult education program.

It is envisioned that a regents high school diploma type of credential might be created by the State Board for Community College should it appear that the wide variation and range in adult high school programs were to continue. According to the State official, this variation has become a matter of concern to the legislature itself.

It is envisioned, therefore, that the BSP growing out of this plan would be used in North Carolina either for encouraging conformity to a more common or standard program or that a new state high school credential would be established.

North Carolina has specific requirements in reading, writing, computational, and citizenship skills. These will be used as criteria against which the basic skills profile identified in this plan will be directed. State officials report that such documentation of comparability will be acceptable for either authorizing school district award of high school diplomas or for one to be awarded directly from the state level.

Kentucky. State Education officials in Kentucky were originally canvassed as part of the preparation of the FSU Proposal for JSEP. They continue to be supportive of a plan to create a separate state high school diploma that could be issued to military personnel. In fact, they see the BSP as proposed here as helpful in working with other professional organizations where an organized program is being followed to raise the education level of their personnel. For example, they again mentioned several industries where adult basic education efforts are taking place. They expressed the belief that the JSEP project would provide a model as well as a minimum standard against which such adult basic education programs could be directed.

The procedure to be followed in each of these states during year three of the project will be for direct communications with state officials in comparing or otherwise analyzing the competencies covered under JSEP and their comparability to the adult basic education program requirements of that state. If there are differences or variations in the two, either by level or content area, negotiation for appropriate coverage through the off-duty program will be made. Under that circumstance, an individual would follow the following steps:

1. Complete the JSEP Locator Test.
2. Receive results which include identification of (a) deficiencies related to MOS against which the JSEP diagnostic test would be administered, and (b) the non-MOS related deficiencies which would become the basis for the Education Services Officer to prescribe off-duty study.
3. The student would follow the learning strategies of JSEP as outlined in the Implementation and Management Plan submitted on August 23, 1983.
4. Upon completion of the JSEP process and demonstration of competencies for MOS related areas, covered during duty hours (and satisfactory completion of off-duty work), certification would be made by the Education Services Officer for recognition at the school district or State Department of Education level.
5. School district or state awarded high school diploma will be awarded on the basis of the Basic Skills Profile or state-prescribed competency test associated with step 4 above.

CONCLUSIONS

We believe that this plan will result in the beginning of a dialogue between representatives of the Army and local officials to adjust the needs of the program to the realistic possibilities in each of the states. When the draft curriculum is ready, it can be circulated in suitable form to appropriate state agencies. This mechanism will begin the dialogue.

Nothing in our conversations with any of the state officials indicated that they were opposed to or were unwilling to consider the approach we outlined to them. It should be pointed out, though, that if the JSEP design objectives are met, many soldiers will spend only a limited number of hours in JSEP. Consequently, if hours of attendance are a requirement for credentialing, the majority of the work will have to be off-duty instruction. While many states will accept the tests as evidence of competency and will be willing to award the credential on that basis, many soldiers would have passed the GED without the instruction. Both the GED and the CBAE should be offered as options.

APPENDIX

LIST OF ACRONYMS

ABE	Adult Basic Education
APL	Adult Performance Level
BSEP	Basic Skills Education Program
BSP	Basic Skills Profile
CBAE	Competency-Based Adult Education
COR	Contracting Officer's Representative
FORSCOM	United States Army Forces Command
FSSAT II	Florida State Student Assessment Test II
FSU	The Florida State University
GED	General Education Development
IET	Initial Entry Training
JSEP	Job Skills Education Program
MOS	Military Occupational Specialty
PLATO	Control Data Corporation computer based instruction system
SOCAD	Servicemember's Opportunity Colleges Associate Degree
TABE	Test of Adult Basic Education
TAGO	The Adjutant General's Office, US Army
TICCIT	Hazeltine Corporation computer based instruction system
TRADOC	United States Army Training and Doctrine Command
VEAP	Veterans Educational Assistance Program