INSTILLING THE ARMY CORE VALUES AT THE UNIT LEVEL: WILL FM 22-100 GET US THERE?

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This study focuses on an analysis of the revised final draft FM 22-100, *Army Leadership* and its usefulness for unit leaders in instilling the Army core values. Within this research effort, the investigator evaluated the doctrine presented to include the framework, and character development model introduced. The doctrinal framework and model were compared to theory in the field. In addition, the investigator interviewed FM 22-100 authors, and surveyed officers familiar with the revised final draft FM 22-100 to assess the usefulness of FM 22-100 as a tool for use by unit leaders to instill Army core values in their organizations.

The analysis showed that the final draft FM 22-100 is theoretically sound, and is fully supported by scholarly writings in the areas of character and values development. In addition, those surveyed felt that the FM 22-100 was a useful document for use by unit leaders.

In addition, those served indicated several areas that should be emphasized and resources provided to augment FM 22-100 as it is introduced to the force. Implications of the research findings were discussed as well as issues requiring further research were recommended.

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The opinions and conclusions expressed herein are those of the student author and do not necessarily represent the views of the U.S. Army Command and General Staff College or any other governmental agency. (References to this study should include the foregoing statement.)

ABSTRACT

INSTILLING THE ARMY CORE VALUES AT THE UNIT LEVEL: WILL FM 22-100 GET US THERE? by MAJ David A. Jones, USA, 101 pages

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LIST OF ABBREVIATIONS

AAN	Army After Next
CO2	Consideration of Others Program
DA	Department of the Army
FM	Field Manual
IET	Initial Entry Training
LDRSHIP	Loyalty, Duty, Respect, Selfless Service, Honor, Integrity, Personal Courage
MTP	Mission Training Plan
NCO	Noncommissioned Officer
OOTW	Operations Other than War
OPTEMPO	Operational Tempo
POI	Program of Instruction
SME	Subject Matter Expert
TSP	Training Support Package

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CHAPTER 1

INTRODUCTION

Background

> Values are at the core of everything our Army is and does. Your commitment to living and teaching the Army core values is critical to our success today and tomorrow.
>
> GEN Dennis J. Reimer, CSA

In January 1998, the Chief of Staff of the Army, General Dennis Reimer formally introduced a critical Army-wide area of emphasis--the seven Army core values. The seven core values are Loyalty, Duty, Respect, Selfless Service, Honor, Integrity, and Personal Courage, (LDRSHIP), (ODCSPER 1998, 1). By placing these core values in the forefront, General Reimer has highlighted the absolute necessity for a "values-based" Army. Character Development XXI is the program the Army has introduced to the force that centers around the Seven Army core values. FM 22-100, *Army Leadership,* June 98, Revised Final Draft, is the Army's premiere doctrine on military leadership, and character. Within this document, the Department of the Army hopes to define these Army core values, detail a framework for character and value development and to provide leaders and soldiers an azimuth by which to lead, train and live. The seven core values are the basis by which all leaders and subordinates are called upon to live by.

Values in Recent Military History

Emphasizing values is not a new concept in the military. Military leaders have continually acknowledged that high moral and ethical standards are a necessary ingredient in building leaders of character. Army leadership documents have addressed high moral

and ethical conduct and principles as the standard. Leaders at all levels in the military have been evaluated on their moral and ethical conduct in written reports, and informally assessed them on a daily basis for many years.

Tracing values in the Army in the past decade clearly reflects the continuous importance of a values emphasis in fulfilling its mission. In the 1990 version of FM 22-100, the Army defined an Army Ethic encompassing loyalty, duty, selfless service, and integrity. This was introduced along with identified individual values of competence, courage, commitment and candor. The 1994 doctrine, FM 100-1, *The Army*, identified the Army Ethos of duty, integrity, selfless service, and loyalty. These were presented in concert with the core competencies of commitment, competence, candor, compassion, and courage (known as the "five C's) (Reimer 1998, 3).

The terms have changed to a limited degree, but the emphasis and articulation of Army values or ethos has been constant. The common threads in terms and concepts seem evident within the documents presented to the force throughout the 1990's. The most obvious commonality, however, is that the Army has continued to emphasize the necessity for core values, Army ethos, or the Army ethic as a foundation in all this nation's Army is and does.

In his message to the field, General Reimer states that:

> Army values form the foundation of character. They are not new; they have evolved over time. Soldiers enter the Army with their own values, developed over time by what they have seen, learned and experienced. Army values form the identity of America's Army as an organization and are the glue that binds us as individuals together into a profession. These values tell us what we need to be in every action we take. They are non-negotiable and apply to everyone all the time in every situation. (Reimer 1998, 4)

The Army has continued to define the Army ethic, using familiar character traits, and lists of common values to attempt to codify how it does business. This is evident as one traces the doctrine over the past years. However, what has changed recently is a renewed and greater emphasis on the need to understand, adhere, internalize and lead others in the area of character and values development in the Army. It is necessary, in understanding the full scope of this topic, to review why this recent emphasis has emerged.

The Army, Change, and Values

In the 1997 *Army Greenbook*, General Reimer wrote:

> The US Army is in the midst of some of the most dramatic changes in its history. Never before has the Army undergone such a profound transition and yet remained trained and ready. During this period, without question our greatest challenge has been dealing with the human dimension of change, preserving our bedrock values and traditions amid the pressures and turmoil of the times. (Reimer 1997, 22)

What is meant by General Reimer's comment that the Army ". . . is in the midst of some of the most dramatic changes in its history?" The answer lies in the Army's publication "*Leadership and Change in a Values-Based Army: A Leaders Guide*." This guide was produced by DA in order to provide leaders thorough and informative overview of the future challenges for the Army.

> In the past eight years the Army has changed physically and culturally--but there is a human dimension to this change. . . the world is now more interdependent than ever, the line between domestic and foreign policy has been erased, and our security and economic interests are inseparable. . . the history of this century teaches us that as America's engagement around the world increases, the likelihood we will be drawn into conflict decreases. (Change 1997, 4)

Army missions are far more diverse and challenging than ever before. Operations Other Than War (OOTW), peacekeeping, and force protection missions have redefined how the Army organizes, trains and fights. The high operating tempo (OPTEMPO) of soldiers is a direct result of the physical and cultural changes of the past eight years since Desert Shield. The Army has over 128,000 soldiers and civilians stationed around the world and conducts exercises in over 70 countries (Change 1997, 3). Technology and the ability to handle it has become increasingly important, and certainly further defines a significant aspect of change in the Army, ". . . but the outcome of this change--whether victory or defeat--will be decided by soldiers (Change 1997, 7).

The Army today has experienced much turbulence with a draw-down that has resulted in the reduction of roughly thirty percent of the force in the past ten years. Since 1989, over 450,000 personnel have been cut from the force (Reimer 1996, 2). This reality of a significant reduction in the size of the force is not a new one for the military, but it was an abrupt change for many of those who entered the military in the mid-1980's, who never before had experienced any significant reduction of the force in their short military careers. This reduction, consistent with the aftermath of wars before, followed a very significant victory in the Persian Gulf. The shock effect of a perception of overwhelming victory followed by a sizable reduction in force was significant and clearly evident.

Much of what is addressed in *Leadership and Change* focuses on the Army of the twenty-first century. *Army XXI*, the *Army After Next--the Army of 2020 and Beyond*, is the Army's effort to look as deep as possible into the future to understand the environment and the challenges to come. The guide illustrates some of the many changes

of present and of the future that have lead to the Army's increased emphasis on the human dimension, character and values development in particular. "The cornerstone of America's Army will continue to be quality soldiers who posses a strong sense of values" (Change 1997, 6).

Recent Values Related Challenges Throughout the Military

The *Leaders Guide* addresses changes in the Army's near future that emphasize an increased need to focus on values and character development. However, changes within our society, and the emergence of numerous high profile incidents in the military in the past several years also serve to energize a greater need for values and character development emphasis in the Army. Clearly, these trends have also influenced the Army's recent intensified efforts to focus on values.

Colonel Darryl Goldman wrote in military review about the influence of changes in societal values and the challenges ahead for the military.

> The young men and women joining the military today are a diverse aggregation, generally without the homogeneous values of their grandparents. We have no effective mechanism for teaching them values traditionally esteemed by our military services. We relentlessly challenge them to embrace ever-increasing ethnic, racial, gender, religious and cultural diversity, and they are surprisingly elastic. However, we fail to challenge these young adults with the training and education required for appropriate cognitive development and change. (Goldman 1998, 62)

Both changes value indicators and influences in society and recent problematic issues in the military itself have also acted as a catalyst for change.

As one attempts to further understand General Reimer's, as well as the Army's, increasing emphasis on character and values development, it is important to review his

insights and concerns as reflected in his 1996 Military Review article, *Leadership for the Twenty-First Century: Empowerment, Environment and the Golden Rule*. He introduces results of the Army's Research Institute's (ARI) command climate assessment of more than 24,000 soldiers and civilians. In the article, General Reimer summarizes the ARI results that reflect some significant and troubling perceptions that were more common then not:

> The state of ethical conduct is abysmal; few battalion commanders can afford integrity in a zero defects environment; there is a return to the "zero defects" and ticket punching mentality of the 60's and 70's; the Army is a zero-defects organization; some officers attitudes and actions reflect micro-management, and there exists a general lack of trust or shared responsibility between officers and NCOs; there is a necessity to develop more positive command climates in units in the Army. (Reimer 1996, 2)

To say that the results of the ARI survey did not impact the Army's direction in focusing much effort in character and values development would be an error. These troubling survey findings are not the only influencing agents, however. In the past decade, many significant incidents have occurred in the military that have caused much concern internally and externally. These incidents collectively have raised serious concern about the values and character of the military as an organization: sexual harassment, extremist activities, abuse of soldiers, high profile adultery cases involving lower ranking officers as well as cases of alleged adulterous activity by several senior members of the military. Although the number of incidents are small in comparison to the numbers of members in the service, the perception within the military and in society, is that there appears to be a serious collapse of standards, both personally and professionally, across the military services. In addition to discrediting the military in the

eyes of those it has sworn to serve and protect, the loss of values seriously undermines military readiness through a degradation of unit moral and cohesion. The loss of trust and confidence between leaders and subordinates, as well as the decrease in trust between peers, seriously threatens a unit's ability to work as a team to accomplish its mission in peace or combat (Mays 1997, 1).

More specifically, high profile cases seemed to have had a great impact on members of the military, the organization as a whole, and on a nation who rates the military as the most respected profession in the country. All the services have had serious incidents that have impacted the perception of the military as a values-based, highly moral and professional institution.

For example, the Navy went through the Tailhook incident involving a 1984 aviator's convention with alleged sexual exploits and a preceived climate of sexual harassment of officers of all grades. In addition, there was the suicide of Admiral Borda, the Chief of Naval Forces, accused by *Newsweek* magazine of wearing unearned and unauthorized combat medals. The Marines were thrown into the headlines for abusive ceremonies involving "blood wings," which included actual video footage of intense harassment of marines for the nation and the world to witness first hand (Hillen 1997, 1-2).

The Air Force has had two serious cases that have tarnished its reputation in recent years. First was the highly publicized case involving Lieutenant Kelly Flynn, who was charged and convicted of adultery with a subordinate, lying and directly disobeying her commander, and conduct unbecoming of an officer. Secondly, the case with General

Ralston, a leading candidate for the position of Chairman of the Joint Chiefs of Staff, who was removed from consideration after his previous adulterous affair became public (Hillen 1998, 1-2).

The Army, too, has had its own challenges in dealing with high profile incidents. In 1989, the 82nd Airborne Division at Fort Bragg, North Carolina experienced several serious "hate group" related murders and what seemed to be a substantial rise in extremist activity within the ranks. The Army sex scandal, which emerged initially with the alleged incidents at Aberdeen Proving Grounds in Maryland in 1996, surfaced not only abuse and sexual misconduct and harassment within this basic training unit, but also served as a catalyst in identifying a widespread perception across the entire Army of substantial sexual harassment problems. The results of an Army wide investigation yielded 1,249 complaints of sexual misconduct, and over 300 criminal prosecutions, with another roughly 400 still under investigation (Willis 1997, 23).

Each of the services has attempted to address the issues in its own way. The Army, as a result of the incidents mentioned above, first, appointed an action team to investigate the root and scope of the problem across the force, and initiated an Army wide chain teaching program that addressed the issues involving extremist activity: identifying signs, the Army's stance on the problem, and individual and leader responsibilities and required actions. This mandatory training and increased emphasis on the problem, and required actions and an aggressive Army-wide investigation of the problem, and potential hotspots within Army organizations worldwide quickly resolved many of the issues present. The deeper problem of addressing the environment and culture has allowed the

extremist activity to develop is much more difficult to identify and being to solve both within our society and within the military. The Army's response to sexual harassment problems was equally as intense. The Secretary of the Army appointed an Army Senior Panel on Sexual Harassment to investigate the problems throughout the Army and develop recommendations for corrective actions. Based on the panel's recommendation, the Army took significant steps in addressing the problem to include an Army wide mandatory training program for all soldiers and civilians, which focused on identifying harassment, actions to be taken by individuals and leaders, victim focused actions, and reporting procedures. In addition, commanders at all levels were required to conduct detailed assessments of the command climates in subordinate units and attempt to identify potential problems before they developed (Army 1997, 33).

This perceived downward trend in moral and ethical standards in recent years is not unique to the military. Many have suggested that society bears much of the responsibility for the trends seen in the military, based on the fact that society is the provider of our new soldiers, each of who carries with him or her their personal values into the military upon entry. Though interesting to consider in speculating on the impact that this may have as new members enter the services, it is beyond the scope of this study.

It is, however, precisely this degrading values trend in society, the military in general and specifically in the Army that prompted General Reimer to attack this problem directly, throughout the entire Army, with the emphasis of a main effort attack. Clearly, as the Chief of Staff of the Army has concluded, Army core values are and have always been directly and specifically tied to combat readiness. "The Army game plan is clear--

continue to deal with the human challenges created by change in an open and forthright manner and continue to do what is best for the Army and our Nation" (Change 1997, 15).

Character Development XXI

The Army's solution to the complex challenges of change as the force prepares for the demands of the twenty-first century in the area of leadership is *Character Development XXI*. As General Reimer stated "*Character Development XXI*, is a direct effort to refocus the Army on its core values--honor, duty, courage, loyalty, selfless service, integrity, and respect. We will equip our leaders with the knowledge and tools they need to create organizational climates that reinforce our message--Army values are the bedrock of all we do" (Change 1997, 15).

Character Development XXI as an umbrella concept for the Army serves to address the leadership piece of the profession. Included in the *Character Development XXI* initiative are: changes in doctrine, training and education refocusing, evaluation system changes, specialized training for certain disciplines within the force to include the chaplain's corps and equal opportunity personnel, revised equal opportunity reporting procedures (Change 1997, 15-17). This study focuses on doctrine, and training and education.

The major doctrinal source in the Character Development XXI initiative is FM 22-100, *Army Leadership*. *Leadership and Change* (1997, 15-16) reports that rewriting this document serves to reaffirm the importance of values to the Army. At the time of this research, FM 22-100 was at the final draft stage, but the writers expected that the final published version would stress the importance of the leader in teaching those

values. The doctrine was expected to give the leader "the tools to create the ethical climate that fosters the development of the Army's bedrock values." *Leadership and Change* (1997, 15-16) also stresses that leaders must go beyond simply teaching recognition of the values as a way of life, beyond simply creating temporary behavioral changes in soldiers, to encouraging them to embrace these values and make them an active part in every aspect of daily life. The intent of FM 22-100 is to provide a framework and tools for leaders and soldiers to learn the definitions, develop a deeper understanding and foster a sense commitment to living the values while leading others to do the same.

Coupled with this new doctrine are education and training programs designed to teach the concepts of character development as well as provide the tools to foster this development. The instruction will be progressive and sequential incorporated into basic training and into the entire Army education system. Unit developed character and values education programs will reinforce the initial training and provide continuity and credibility in this important effort. In addition, emphasis at the unit level will provide the real-world military application of operating in a values based Army.

In addition, Army core values are now part of all Army evaluation systems. The objective is that "leaders will be able to use the new evaluation system as supporting tools for achieving the character development intent of living Army values in our organizations"(Change 1997, 16). The Character Development XXI system includes detailed guidance for incorporating the Army values themes into the officer and

noncommissioned officer evaluation reports, but also in developmental counseling and mentoring programs that include Army values assessments and discussion.

Statement of the Problem

As stated above, *Character Development XXI* is an integral part of the Army's plan to guide the force into the twenty-first century. *Army XXI*, combines *Force XXI*, and the Army After Next (AAN) initiatives with *Character Development XXI*, which focuses on the human dimension, leadership. The *Character Development XXI* document, FM 22-100, *Army Leadership*, will provide the doctrine on character and values development that will prepare the force for the Army of twenty-first century. The focus of this research effort is the effectiveness of FM 22-100 as the centerpiece effort for Character Development XXI (Change 1997, 15).

In FM 22-100, the Army defines the values that are intended to guide soldiers, leaders, and the collective organization through the challenges ahead. The manual will be the tool that defines these values, presents a useful, applicable character development framework, and sets the conditions for leaders of the force to teach, develop and lead soldiers in order to fight and win in the battles of the next century. As General Reimer identified, the doctrine, training and education efforts, specialized development for subject matter experts in the ranks, and a revised evaluation system that incorporates greater emphasis on Army values are the components of *Character Development XXI.*

Unfortunately, the Army was not able to introduce all components of this plan simultaneously. Rather, as each separate portion of the plan was ready to be presented to the force, it was introduced. After the basic *Character Development XXI* plan was

released in October 1997, the Army core values were presented to the force. The introduction of Army core values came officially in January 1998. Very shortly thereafter, TRADOC was directed to develop and execute an extended Basic Training Program that included an additional week of values training. In October 1998, TRADOC officially executed this new POI, for a 40-hour Army values curriculum which included defining the core values, and used discussion to increase understanding. This values education was integrated into all aspects of a new soldier's basic training experience. The TRADOC military education system also incorporated much greater emphasis on Army values training immediately at all levels, (soldier, noncommissioned and commissioned officer education programs) throughout the force. This action, the POIs, and the new emphasis all preceded the revision of FM 22-100, *Army Leadership*, although DA level guidance was in fact given to TRADOC leadership, to other action agencies, and to doctrine writers. Training and action agencies immediately begin to develop values training resources and the doctrine writers incorporated Character Development XXI into the draft of FM 22-100 (TRADOC Memo 1997, 3).

Guidance to operational units in the Army was much more general in nature. Although the Consideration of Others (CO2) Program initiatives were in place, guidance to the force about the Army's values emphasis was minimal. DA guidance and initiatives, directed at MTOE units in the Army, specifically in the area of Army values were not much more than introducing and defining of Army core values, viewing *Living Army Values*, distributing Army Values Cards, identification tags and Values posters, (Note that the overall distribution plan for the values cards, ID tags, and posters initiative was poor,

resulting in a predominately negative reception for these items), the incorporating Army core values into the new officer evaluation report, and introducing the Ethical Climate Assessment Survey as a tool for commanders. DA guidance to operational units was brief and general, simply stating that commanders at all levels should teach, lead, and live Army values. Predictably, this guidance communicated to commanders in the field that Army values required much emphasis and attention at the unit level, but provided no guidance for action or implementation. Therefore, action at the unit level as a result of this sketchy guidance was varied, and has only been executed to any great degree by those commanders who have made Army core values a priority and taken the initiative to aggressively develop programs to instill Army values in their units. There are no DA policies, directives or other guidance to unit commanders, other than those addressed above. Although unit commanders may have received more specific guidance from their commanders who have taken initiative and proactively developed programs that emphasize and instill Army values.

In an effort to provide some uniform continuity in executing the *Character Development XXI* initiative, DA will soon field FM 22-100, which will provide the structure, guidance, and framework for use by unit commander's in developing unit programs that will instill Army core values. At the time of this study, FM 22-100, *Army Leadership,* is pending final approval for publication and distribution. It is anticipated it will be published by June, 1999. FM 22-100 is the Army's bible on leadership. Its purpose is to clearly articulate leadership, character, values, and competence as central to the success of the Army in peacetime and in war. Within FM 22-100, much emphasis has

been placed on what makes a leader of character and on leader actions. The familiar concept of *"Be, Know, Do"* is fully integrated into this Army doctrine. There appears, however, to be much less emphasis on how leaders should instill values in subordinates and the impact of leader actions in reinforcing and instilling Army values in seniors, peers, and subordinates alike.

Purpose of the Research

The purpose of this research effort is to review FM 22-100 and assess its usefulness to the force as a tool to instill Army core values. Much effort and substantial resources have been committed in developing the *Character Development XXI* concept. FM 22-100, as the Army's leadership doctrine, is integral in this effort to assist leaders in defining, adhering to, leading by and living Army core values. The doctrine should be useful and applicable to leaders as an invaluable source for instilling Army values in their soldiers and units. Within FM 22-100, DA will introduce a character and values development framework for use by unit leaders in the Army.

Under the Army Chief of Staff's guidance, pre-commissioning sources, NCO academies and Initial Entry Training (IET) organizations have integrated intense values-focused training within their specific programs of instruction (POI). Adding values centered instruction involved a significant adjustment of the curriculum for IET, adding over 40 hours of training time and used substantial resources. Incorporating values centered instruction resulted in many additional hours and resources for pre-commissioning source schools, as well as for all NCO schools. Such an emphasis and commitment in time and other resources clearly illustrates action being taken to execute

General Reimer's command guidance and a sincere attempt to get the Army back on track as a values based organization with values as the core of combat readiness. A significant shortcoming seems to be the lack of clear guidance to and specific action by the field Army to date. With ample evidence of commitment, emphasis and specific actions in IET organizations, as well as, in pre-commissioning source organizations toward this effort, the question must be asked, what is the field Army doing to instill the core values? There appears to be much less evidence that a focused effort, plan, and commitment of resources currently exist to bring the field Army on track with the Army Chief of Staff's guidance.

In general, it appears that the Army is missing an important link in instituting a new and aggressive program of emphasizing and instilling Army values within the force. The Army must plan, resource and prepare the force to teach Army core values as part of operational training priorities. New soldiers who arrive at units from IET, freshly introduced to these critically important Army core values must actively experience the same level of commitment, emphasis and positive reinforcement in their organizations. They must observe the force emphasizing, teaching and most importantly living the Army core values. This will not happen by chance.

In concurrence with the views of the Army's most senior leadership, the investigator is convinced that the Army, in order to be successful in war and peace, must be a values-based organization. The doctrine, FM 22-100, must provide the necessary insight, guidance, applicability, and a useful framework for unit leaders to develop educational programs to instill Army values in their soldiers and organizations.

In light of societal and military challenges involving high-profile major moral and ethical breaches in the past several decades, the Army must refocus its collective energies and bring core values back into the center of everything it does. This is critical at all levels in the Army. General Reimer has provided the catalyst for change; the leaders of the twenty-first century, must create the means and the ways to bring their units into congruence with the Chief of Staff's vision. It is not enough to simply recite the seven core values, or even to just teach the concepts. The Army must create the environment in which the values are lived in words and actions. The Army's commitment must be focused on both personal internalization of the values and the leadership to inspire seniors, peers and subordinates to understand, follow and ultimately commit to the highest moral and ethical standards of conduct, as articulated within the seven core values. FM 22-100, *Army Leadership*, must provide the force the direction, guidance and insight for developing Army values programs in units.

Primary Question

Will FM 22-100 be an effective tool in instilling the Army core values within the force?

Since FM 22-100 is the doctrine the Army will present to the force that will serve to provide DA guidance and intent, as well as offer a useful framework to instill Army core values, this research question is extremely relevant and valuable. The research question focuses on the usefulness of the document to leaders in the field. In assessing this doctrine, the investigator attempted to evaluate its usefulness from the viewpoint of battalion level leaders in an active duty field unit. It is important that to assess the usefulness of the doctrine from the perspective of those leaders in units--leaders that are

developing training programs in character and values development for their subordinate leaders and soldiers. Active duty units are asked to develop programs and incorporate Army core values in all they do. FM 22-100 is designed to serve these leaders and provide necessary guidance and insight to accomplish this task. The question seems clear: does FM 22-100 serve this purpose? Obviously, it is necessary in addressing this question to explore the theoretical framework offered in FM 22-100, to describe insights from the authors and editors, to summarize the viewpoints of Army leaders who have reviewed the doctrine and to present the comments of Army Command and General Staff College Leadership instructors. As a preliminary study, the approach is exploratory and it is anticipated that the results will offer informed and insightful recommendations for making this resource, FM 22-100, more valuable and more useful to the force.

The following subordinate questions directly relate to the primary question and serve to better define the direction of this research effort in answering the question of FM 22-100's usefulness:

Subordinate Questions

1. What have been the guidance and directives given to the Army on instilling Army core values?

2. How is FM 22-100 integrated into the overall plan for the Army in instilling Army core values?

3. What is the overall framework and intent as presented in FM 22-100?

4. How does FM 22-100 support/refute the accepted theory in character and moral development?

5. What are the long term goals and objectives within FM 22-100 for instilling Army core values?

6. What are the duties and responsibilities for elements of the force in the area of Army core values as defined in FM 22-100?

7. How does FM 22-100 provide a useful framework the force in developing Values Programs?

8. What are some possible strengths and weaknesses of FM 22-100 and the Army plan to instill Army core values?

Value of the Research

This research project is critically important to the Army, and operational unit level leaders to assist the force in establishing the Army core values as the corner stone of Army organizations prepared to train, fight and win in the twenty-first century. All too often moral-ethical training and emphasis is brushed aside for more important "go to war" operational mission training, and more often than not ineffectively taught in order to fulfill an annual requirement. Leaders must discover effective ways to teach and instill Army values with the emphasis and genuine committed by enthusiasm that this critical area requires. If the Army is to truly be values-based, it must teach, operate, and live these values, directly and indirectly incorporating the inherent concepts in all it does. As evident in recent incidents, failure to emphasize the core values and implement effective training to inculcate the Army core values as a command priority will directly effect combat readiness.

If, in this research effort, an area requiring more or less emphasis is identified, DA has the opportunity to adjust the approach, and package the doctrine to meet this need. Insuring that FM 22-100 is received, as a positive and valuable resource for Army units must be a priority. Identifying shortcomings, areas requiring additional emphasis or areas requiring greater clarification can improve the effectiveness of the doctrine as a valuable resource for the force. FM 22-100 must be clearly understood, and usable for unit leaders in developing programs and environments, that meet the Army's intent of creating organizations where leaders and soldiers alike understand, adhere to, lead and "live" the Army core values. This research will provide an analysis of FM 22-100, attempt to predict its usefulness, and offer insights that could quite possible make it a much better received, more useful, and applicable resource.

Scope and Delimitations

Clearly, this is no easy task. The researcher attempts to predict the usefulness of FM 22-100, but does not attempt to evaluate DA guidance, directives or the overall plan for instilling Army core values beyond what is presented in FM 22-100. The study will not evaluate the selection of the Army seven core values or attempt to set priorities, nor assess the TRADOC program of instruction, the military education system, or the pre-commissioning sources approaches to instilling Army values. The study will, however, address how each applies within the framework offered in FM 22-100, and how each system is integrated into the Army Character and Values Development model presented in Appendix E of FM 22-100. The study does not assess how units are now conducting values development programs, and creating values based organizational environments,

nor does it address what units require in order to develop character and values development programs, other than those areas specifically mentioned in FM 22-100.

Furthermore, the nature versus nurture arguments in individual value development, and the impact of societal values, on the military is beyond the scope of this study. Although extremely important in the area of Army core values, this study will only briefly address, in Chapter 5, the impact of organizational climate and command climate in developing a strong values-based training program and environment. The investigator will not, as a result of this research, offer an "approved solution as to what units must do to develop environments and values programs to instill the Army core values in organizations.

Limitations

The study was limited by time, resources and assess to a large, random and representative sample. The time limitation was based on the investigators many responsibilities as a CGSC student, and other time demands that kept this research from being full time. Resources, and financial limitations included only one investigator for this research, no possibility of travel to conduct interviews, or to meet with Army leadership on this research project. The population which was available for this research was the entire faculty of the CGSC Leadership Instructional Division. Administrative constraints did not allow for the researcher to survey part or all of the CGSC student population, nor did it allow for the researcher to survey officers and non-commissioned officers in the field.

To balance the impact of these limitations, the investigator selected the population of CGSC leadership instructors, each of whom is familiar with the final draft of FM 22-100, and introduces this doctrine to roughly 60 CGSC students. The investigator was unable to conduct face to face interviews with all the FM 22-100 authors, but conducted telephonic interviews as needed. Finally, although the survey instrument was pretested, and there are no indicators of validity and reliability, the investigator reviewed both the survey instrument and the interview questions with the CGSC certified testing agency prior to initializing the tests or interviews. The survey instrument and interview questions were approved and given a CGSC control number as required by CGSC administration policy.

Assumptions

The following assumptions were necessary for the conduct of this study:

1. All U.S. Army officers are familiar with and accept as givens, the Army core values.

2. The seven Army core values are of equal importance. They are not intended to be rank ordered.

3. Values can be taught, learned and reinforced. The selection of the Army's seven Core values will not be the subject of debate in this research effort. The Army core values are "the given" in this project.

4. The authors of FM 22-100 have been given DA guidance and directives for the framework and approach in developing FM 22-100, and also understand the Army's plan

for instilling Army values throughout the force, as well as how FM 22-100 is to be integrated into the overall plan.

5. US Army Command and General Staff College adequately reflects a cross section of the field grade officers that can understand and implement directives and guidance introduced in FM 22-100 in unit character and values development programs.

6. US Army Command and General Staff College Leadership instructors are fully familiar with the contents of FM 22-100, and possess the background and skills necessary to understand and communicate its framework and its integration into the Army's overall plan to instill Army values throughout the force.

7. The first published version of FM 22-100 will be virtually the same as the draft of FM 22-100 used in this study.

Conclusion

General Reimer has directed that all Army leaders and organizations make it their priority to emphasize Army core values and provide training for all soldiers. This chapter has traced some of the challenges facing the military in recent years that have lead the Chief of Staff of the Army and the Army leadership to emphasize Army core values. In addition, the author has discussed the future of the Army of the twenty-first century and the inherent challenges for the force in the decades ahead in order to reinforce the great need for the increased emphasis on a values-based Army, and concise, understandable guidance to achieve it.

As the centerpiece of Character Development XXI, FM 22-100, *Army Leadership*, will soon be published and distributed. The intent of this research project is to assess the

usefulness of FM 22-100 as a tool for unit leaders to instill Army core values within their organizations. The focus of this research is to provide an overall assessment of FM 22-100, *Army Leadership*, focusing on the usefulness of the character development framework, the purpose and intent of the doctrine, the guidance and directives offered to unit leaders, the strengths and weaknesses of the document, and finally, the integration into the Army's overall plan to instill Army values throughout the force.

Since the doctrine has not yet been introduced to the field, it will be necessary in evaluating the utility of this doctrinal resource for battalion leaders to carefully analyze the doctrine's contents, compare its framework to accepted theory on character and values development, and to interview those who have developed the doctrine, and to survey those who are extremely familiar with it. In a sense, this research is intended to predict how FM 22-100 will be received by unit leaders as they develop character and values training programs within their units.

The research will focus of assessing the guidance, framework, theoretical support, and character and values development model introduced in this doctrine in order to evaluate the usefulness of the doctrine from the perspective of the authors and of the leadership instructors at the US Army Command and General Staff College, Fort Leavenworth, Kansas.

In order to adequately answer the primary and subordinate questions relating to FM 22-100 the investigator will conduct a thorough literature review, interview doctrine authors and editors, and survey the leadership instructors at CGSC who all are familiar

with the doctrine. The literature review provides an overview of applicable theory and compares it to the framework and character and values development model offered in FM 22-100. The intent in interviewing the present FM 22-100 authors is to assess DA guidance and intent of the doctrine, as well as its integration into the overall Army plan to instill Army core values within the force. Finally, the intent in surveying the CGSC leadership instructors is to obtain a preliminary assessment of the usefulness of the doctrine. The instructors are field grade officers that have a working knowledge of FM 22-100 and have presented it to field grade officers students at the US Army Command and General Staff College. As a result of this research project, the investigator hopes to be able to predict the usefulness of FM 22-100 as a tool for unit leaders to use in creating organizational environments and developmental programs that instill the seven Army core values. Additionally, as a result of this research effort, the investigator will offer recommendations on how to introduce the doctrine to the force.

CHAPTER 2

REVIEW OF THE LITERATURE

Introduction

There is much written about principles and values development in the social psychology field. It is not the intent of this study to address the nature and/or nurture controversy regarding moral-ethical growth, but rather to explore the literature that incorporates organizational culture, values, norms, beliefs, character and values development, and social learning as it relates to the content of FM 22-100. Initially, the literature review deals with FM 22-100, highlighting the guidance, framework, theoretical support and character and values development model introduced. Following the assessment of FM 22-100 is a review of relevant literature on individual and organizational values, social learning and organizational culture theories, which is then compared with FM 22-100. Additionally, this literature review includes insights on teaching of values in the military and making comparisons with FM 22-100. Finally, the literature review identifies teaching strategies and instructional techniques.

FM 22-100, *Army Leadership*

As stated in the manual, "The purpose of FM 22-100, *Army Leadership*, is to provide leadership doctrine for all Army leaders that will help them fight and win the nations wars." The purpose of the document is threefold:

1. To provide unified theory to all elements of the Army, active and reserve, officers, non-commissioned officers, soldiers, and civilians.

2. To provide doctrine that enables leaders to meet mission requirements.

3. To provide a comprehensive and adaptable leadership manual for the twenty-first century (FM 22-100 1999, vii).

This doctrine provides a common core of leadership ideas for leaders at all levels, clarification of the skills and actions that differ by leadership level, a point of departure for development and implementation of leadership tactics, techniques and procedures in operational assignments. Finally, this doctrine provides a springboard for the individual leader's self-development goals and initiatives (FM 22-100, viii).

FM 22-100 introduces the Army core values to the force. "The Army is a values-based organization. Simply put, leadership in combat, our greatest challenge, requires acceptance of a set of values that contribute to the core of motivation and will. We will call these values "Army values." This doctrine clarifies those values" (FM 22-100, 1-19). FM 22-100 directs that leaders must ". . . live up to the Army values of loyalty, duty, respect, selfless service, honor, integrity, and personal courage." The doctrine challenges leaders at all levels to improve the Army by developing its people, building its teams and organizations, and learning both as individuals and collectively as groups. FM 22-100 introduces the concepts of direct and organizational leadership, and the differences in leadership approaches of each. Additionally, the doctrine describes differences in the impacts, responsibilities, and sphere of influences between the two leadership levels.

As stated, the objective of FM 22-100 is to define leadership terms, specifically values, attributes, skills and actions required of leaders at different levels of leadership within an organization. FM 22-100 presents a framework for how to lead and provides

points for leaders to consider when assessing and developing themselves, their people and finally their organizations. In the introduction, the reader is encouraged to "apply this doctrine as appropriate to the situations (one) will face, not as an 'exactly how to do it' manual" (FM 22-100, x).

This is how FM 22-100 emphasizes values and what they mean in the Army. Everything begins with values. Subordinates enter the Army with their own set of values, developed from childhood and nurtured through experience. People are shaped by what they have seen, what they have learned, and whom they have met. Soldiers, once they commit to service, and have taken the oath, have promised to live by Army values. Not just a system of rules, or a code, they are our defining values. They tell soldiers what they need to be, in any and all situations, all the time. Army values form the very identity of America's Army. They are nonnegotiable: they apply to everyone all the time in every situation (FM 22-100, 2-2).

The doctrine reintroduces a familiar theme in presenting Army values to the force: "Be, know, and do. . . how we (soldiers) are expected as leaders to live, train and lead the Army values" (FM 22-100, 2-26). The document charges Army leaders at all levels to not just know and understand the values, but to believe them, model them in one's own actions, and to teach others to accept them. FM 22-100 suggests that a values-based organization uses expressed values to provide the fundamental framework for what it expects of its members and uses these values to judge all of the organization's systems, processes, and decisions. Army values provide a moral touch-tone, a compass to help us find our way to right action.

In addition, the doctrine states that self-discipline that leads to teamwork is rooted in character and values. An individual with a solid character and moral base will know the right thing to do whether observed or not (FM 22-100, 2-28). Leaders act, bringing everything they are, everything they believe, and everything they know how to do to provide direction and motivation. The doctrine addresses direct and organizational leadership levels in a simplistic framework: influencing, operating, and improving. Imbedded within the doctrine are the responsibilities and duties of leaders at these different leadership levels in an organization and the importance of instilling values at each level.

The document addresses stress in leading in the military, suggesting that it is best addressed through the adherence to constants: values, teamwork, and discipline--hallmarks of the military as a profession. FM 22-100 implies that Army values directly apply in managing stress, mentoring programs, organizational culture, command climate, direct and indirect leadership, and in transformational and transactional leadership.

It is necessary to devote some attention on how FM 22-100 addresses organizational culture and command climate because the doctrine commits several pages to these areas as they relate to developing a values-based organization. According to FM 22-100, ". . . organizational culture is a long lasting, complex set of shared expectations." Leader responsibilities are to the soldiers present and those who have gone before them. Tradition, unit history, heroic acts in combat of those soldiers associated with the unit in wars past, and Army values of yesterday and today are all part of this culture that soldiers should draw strength from. What leaders emphasize as

important today, such as unit traditions and instilling values, all serve to reinforce a solid and positive organizational culture. Leaders must know and understand the critical impact of organizational culture and work to develop, maintain, and reinforce Army values and traditions within their units (FM 22-100, 3-19).

Most, if not all, Army leaders understand the importance of a positive command climate. Leaders must establish and maintain a positive environment that reinforces the highest ethical standards. The leader of an organization creates the climate by his or her words that are reinforced with action. Soldiers must trust and respect their leaders. If this trust and confidence is lost, the organization ultimately will fail. Climate comes from soldiers' shared perceptions and attitudes about how a unit takes care of its members and the values it endorses. Army values must always be at the center of a positive command climate and must be emphasized and reinforced often in words, and more importantly, in actions (FM 22-100, 3-14). Additionally, the manual presents an Ethical Climate Survey for use by leaders to better assess the command climate of the organization.

Additionally, FM 22-100 offers realistic and applicable examples of actions that illustrate each of the seven Army core values. In presenting performance indicators, FM 22-100 offers additional insight into the seven Army core values. Examples include: Loyalty--shown to commanders and leaders, to the mission, as well as to the Constitution of the United States, the Army, and the organization; Duty--fulfills legal, civic, and moral obligations; Respect--treats others as they should be treated, creates a climate of fairness and equal opportunity; Selfless service--puts the welfare of the nation,

the Army, and subordinates before his own; Honor--lives up to all the Army values, does not lie, cheat, or steal, nor tolerate those things in others; Integrity--does what is right, legally and morally, honest in deed and word; and Personal courage--faces fear, danger, or adversity, takes responsibility for decisions and actions, (LDRSHIP). Offering these performance indicators adds to the applicability and usefulness of the Army values. They are not just abstract words, but active principles to live by (FM 22-100, B-1--B-4).

Finally, there is the four tiered Character and Values Development Model presented in Appendix E of FM 22-100. (Refer to Appendix C for a summary of the model). The model is an important contribution to the values development. The four tiers or levels are Understand, Adhere, Internalize, Lead and Teach. Each level relates to a growth step in instilling Army values. The Army suggests that leaders can instill Army core values through the use of this character development model. Therefore, it is necessary to understand each level of the model. At level one: *Understand Army values and Leader Attributes*, every new soldier is taught the Army values. The values and leader described in the manual establish the foundation for leaders of character. Once these values are learned and understood, soldiers must *Adhere to the Army values and Exhibit Leader Attributes*, the second level of the model. Adherence to these values and principles are essential. Soldiers must also maintain personal ethical and moral standards expected of members of the Army, not just learn and recite terms without committing to them in action, which is *Internalization of Army values*, the third level of the model. This internalization requires a lifelong commitment, and introspection of what is right and important to the individual and necessary to the organization. Army

values must be followed by individuals and organizations not because of fear of punishment, but because of an internal commitment to live ethically and endorse these important values. The fourth level of this model is to *Teach and Lead Others in the Area of Army values*. Leaders are charged with the responsibility to develop the character of others, through mentorship and personal example, and to lead units with Army values as the center of all it stands for and all it does (FM 22-100). This model is well illustrated, with many examples of how each level applies to organizations as they develop values programs in their units. Clearly, it begins with an understanding of the Army values, followed by personal and unit adherence, and an on going process of individual internalization of these values, and finally, to teach and lead others in this direction, with Army values at the forefront of all that individuals and organizations do.

With a better understanding of the guidance, emphasis, framework and character development approach presented in FM 22-100, it is now possible to review relevant theory on individual and organizational values, and character development. First, the review explores literature on individual and organizational values formulation and importance, then it addresses leadership and values, followed by theories on social learning and organizational culture theories. Finally, it covers teaching values in the military and teaching strategies and instructional techniques.

Individual and Organizational Values

Much has been written about values and attitudes, both individual values and organizational values. There continues to be active discussion about to what degree values in individuals are learned, and how much value sets can change in individuals.

Most theorists on this subject agree that people form their value sets early in life through the influences of family, significant role models, religion and significant life experiences.

Social psychologist Milton Rokeach defines values as enduring beliefs that relate to each person's life goals and to the ways that each one attains those goals. Values are evaluative beliefs about preferences that serve as personal standards of judgment. He suggested that values are organized into two sets: means and ends. Means values refer to the "here and now" values, how things should be accomplished. The ends values that Rokeach describes refer to the future, a vision of what lies ahead; the standards by which performance will be judged. Organizations must have means and ends values. Interestingly enough, it is evident that values are at the core of what the Army and military say and do, and that providing a vision ethically as well as operationally is an important part of the military culture (Kouzes and Posner 1995, 212).

Values help individuals as well as organizations to better define right and wrong. They help individuals and organizations to determine what to do or not to do. Rokeach suggests that they are deep seated, pervasive standards that influence every aspect of our lives. Leaders that advocate values but fail to live them, loose all credibility. Leaders and subordinates in organizations must operate under a shared understanding of what is expected. There must be a community of shared values to develop a cohesive, effective organization. Just as goals and objectives must be shared, so must value sets be shared (Kouzes and Posner, 212).

Changes in individual value sets according to Rokeach involve a rearrangement of the relative importance of values within a system rather than an addition or deletion of certain values. The significance in what Rokeach presents to leaders of organizations is that they must understand that organizational values are a subset of their soldiers' own individual value sets. An organization can in fact build on, or rearrange individual value sets, as long as the individual, as a valued member of the organization, can relate to personal and organizational values and goals and understand their significance. The nature, demands, missions, structure and culture of the profession of arms in defending our nation, placing oneself and others in harms way, and risks certainly portray the strong need for a values-based organization. Individuals who commit to being members of an organization quickly see the need and significance of the shared value set, emphasized by the Army (Leadership in Organizations, 3-14).

Research which has examined the relationship between personal and organizational values, reveals that when there is congruence between individual and organizational values, there is significant positive effect for leaders and their organizations (Kouzes and Posner, 213). The same study revealed that when there was leader-subordinate dialog centered on shared values, there was a stronger personal sense of effectiveness and value to the organization. The opposite result occurred when individuals were unable to relate or define the organizations shared values. "Research makes it clear that shared values make a difference to organizational and personal vitality and that values form the bedrock of an organizations culture" (Kouzes and Posner, 215).

In the field of management, researchers have uncovered three central themes in the values of highly successful organizations: high performance standards, caring attitudes toward people, and a sense of uniqueness and pride (Kouzes and Posner, 216). Highly effective military units, such as the Ranger Battalions or Special Forces Teams generally possess these traits. The necessity of military organizations to develop these traits in peacetime and in combat is evident.

Leadership and Values

What does the research say about imposing values on others? Research in general has shown that leaders cannot impose their values on organizational members. However their values can be synthesized and integrated. Leaders must be involved and proactive in involving subordinates in understanding, applying, and living these shared values. According to management experts, shared values are often the result of listening, appreciating, building consensus, actively participating in dialogue, and observing the application of these values in organizations (Kouzes and Posner, 217).

As a result of their extensive research, Kouzes and Posner stress some valuable implications for leaders: ". . . a unified voice on values results from discovery and dialogue. Leaders must engage in a discussion of what the values mean and how their personal beliefs and behaviors are influenced by what the organization stands for. Leaders must be prepared to discuss values and expectations in the recruitment, and orientation of new members and with current members in the execution of daily operations in the organization" (Kouzes and Posner, 219). This is precisely what the Army as an organization is attempting to do with the values-based Army emphasis, in

the emergence of new doctrine, and in the incorporation of a values focus throughout subordinate commands. Additionally, as FM 22-100 has introduced with the Character Development model, (understanding, adhering, internalizing, and leading and teaching the Values) provides the framework, supported by this research, that the organization will apply to instill Army core values.

In his book, *On Leadership*, John Gardner describes the critical nature of shared values in the context of "community building." He suggests that in building communities, or effective organizations, as they approach accomplishment of group goals, individuals develop identity and a sense of belonging. With organizational actions, values are generated and regenerated. Leaders must understand the communication of these shared values, and guiding principles. As the organization continues to operate, these shared values are either reinforced or they disintegrate. The leader is responsible to continue to emphasize, integrate, and reinforce the standards and guiding principles of the organization. Gardner concludes, ". . . today we live with many faiths. We must nurture a framework of shared secular values (justice, respect for the individual, tolerance and so on) while leaving people free to honor diverse faiths that undergird those values)" (Gardner, 113-114). The relationship between individual and organizational values is evident, but it is the organization's leadership that is charged with communicating, emphasizing, and enforcing those shared values that define and guide that organization.

In his book, *Hope is Not a Method*, General Gordon Sullivan suggests that ". . . values provide direction and stability in periods of turmoil, stress and change. . . "

Effective leaders understand that core values rooted deeply within the people who make up an organization are the essence of its organizational culture and enormous source of strength. The most successful companies over time are those with a strong sense of values (Sullivan, 62). He continues ". . . leadership begins with values. Shared values express the essence of an organization. They bind expectations, provide alignment, and establish a foundation for transformation and growth. By emphasizing values, the leader signals what will not change, providing an anchor for people drifting in a sea of uncertainty and a strategic context for decisions and actions that will grow the organization" (Sullivan, 64). His framework for organizational values begins by identifying organizational values: providing purpose for members, and continuity, highlighting a historical context, valuing people in the organization, empowerment and responsibility of subordinate leaders, and finally integrity--a strong pattern of internal consistency, a genuine commitment to doing the right thing. After indentifying organizational values, he focuses on the sustainment of organizational values: demonstrating how values endure and remain constant during organizational change, using stories to reinforce commitment, redefining selfless service, and finally fostering trust, through adherence to organizational values (Sullivan, 66-76). Sullivan's framework is similar to the Character Development Model offered in FM 22-100. He prescribes identification, adherence, commitment and leadership, as key ingredients in developing an effective, successful organization. He further acknowledges the necessity of reinforcement of these values through discussion and communication, both verbal and

nonverbal. He states that organizations must focus on values as the one constant in a changing or adverse environment.

Social Learning and Organizational Culture Theories

In their article "Toward a Theory of Organizational Socialization," organizational psychologists John Van Maanen and Edgar Schein define organizational socialization as the process by which an individual acquires the social knowledge and skills necessary to assume an organizational role. Van Maanen and Schein present a comprehensive theory which suggests that organizations socialize personnel both upon initial entrance and when individuals cross a boundary, vertically or horizontally, fulfilling a new role. Furthermore, the authors submit that an organization can impact its members significantly if the leaders employ specific organizational socialization "tactics." Simply stated, the authors act on the idea that "what people learn about their roles. . . is often a result of how they directly learned it." The authors apply an interactionist perspective in their argument, suggesting that individuals, not organizations, establish and define values, beliefs and norms in organizations. Leaders can effectively employ valuable tactics to insure effective socialization occurs. The application of this theory is useful in developing a socialization process for newcomers, new soldiers to a unit, as well as boundary-crossers, noncommissioned officers and lieutenants in new positions in the unit. Inculcating values within organizations involve an active socialization process of teaching, as well as role-modeling those values and norms that are important to the organization (Van Maan and Schein 1994, 209).

In *Organizational Culture*, Edgar Schein provides a useful approach to assessing the present culture and affecting change within an organization, as well as instilling beliefs, values and norms within the organization. His suggestions about uncovering artifacts, or organizational indicators of values, beliefs and norms, and clearly identifying espoused values in an organization are the first step to affecting organizational culture. Schein offers embedding mechanisms to reinforce organizational culture values. The following are a sample of Schein's embedding mechanisms:

1. What leaders pay attention to, measure or control.
2. Leader reactions in critical incidents and organizational crisis.
3. Observed criteria by which leaders allocate scarce resources.
4. Deliberate role-modeling, teaching and coaching by leaders.
5. Criteria for selection, promotion, rewards, recognition, and excommunication

(Schein 1992, 230-244).

Schein's work is applicable to military units, and has much application as leaders develop a thorough program and climate in which to teach, reinforce, and live Army values. Leaders must look holistically at their organization. They must consider the training and the activities, positive and negative indicators and reinforcement agents when developing an effective values-based training program. How we reward and punish individuals for taking the morally right or wrong action, and what our leaders emphasize, role-model, and how they react in difficult moral or ethical dilemmas, all apply to a unit's effectiveness in inculcating values.

Kohlberg's work on stages of moral development offers valuable and practical insight as to where members of organizations are regarding moral development. Clearly, individuals are at different stages of development, certainly not dictated by age or military experience, but by intellectual growth and moral foundation. His stages are:

1. Preconventional--heteroneous morality, avoid punishment, do not consider interests of others and the transition to individualism, instrumental, exchange, serving own needs, recognize others interests;

2. Conventional--mutual interpersonal, "good person" based on others expectations, mutual relationships, loyalty to others and group norms, and the transition to Social system and conscience, loyalty to the organization, "law and order" and keeping the institution going as a whole;

3. Postconventional--social contract, "Priority to society," obligation to law because of social contract, freely entered into and the transition to Universal Ethical principles, validity in and to universal moral principles, justice, equal rights, human dignity, and individuals as ends not means (Huitt 1998).

As an Army unit leader develops a training program, an understanding of individual levels or stages of moral development is critical. The training plan must best match the audience in depth and challenge each individual member in order to be interesting and effective.

Teaching Values in the Military

Many military papers have focused on societal-military values, values and leadership, military professional ethics, and values education. In particular, many

military leaders have addressed not only the importance of teaching military ethics, but also its critical application in the Profession of Arms. The intent in teaching military ethics in units cannot be overstated. Clearly, leaders and subordinates alike must be able to act ethically in times of crisis and use logical, sound, values-based thinking when faced with an ethical decision in combat.

Colonel Stromberg, in *The Teaching of Ethics in the Military*, addresses the importance of military ethics, identifies some problems in military ethics in units, articulates goals for teaching military ethics, and offers teaching and evaluation techniques for use in military schools. Absent in his work are applications for field units. However, his insights are valuable as a base for designing, implementing and evaluating a military ethics and values training program. Colonel Stromberg includes the following goals for teaching military ethics:

1. Stimulating the moral imagination;
2. Recognizing moral issues;
3. Developing analytical skills;
4. Eliciting a sense of moral obligation and personal responsibility; and
5. Tolerating--and resisting--disagreement and ambiguity (Stromberg 1982, 43-47).

Stromberg's insights provide the grass-roots framework for developing an effective and energized values training program. His evaluation criteria are a necessary addition in developing an effective program. The Army typically uses feedback methods

including After Action Reviews (AARs) to assess training effectiveness, and it is necessary to incorporate a similar means of feedback for a values curriculum.

Teaching Strategies and Instructional Techniques

Much has been written about effective teaching methods, approaches and strategies. One source, Ivor Davies' *Instructional Techniques,* details strategies of instruction, tactics of instruction, and instructional concerns. Strategies of instruction include addressing efficient and effective learning, methods, lesson structure, and instructional settings. Tactics of instruction address participants' needs, objectives, and commitment, verbal and nonverbal communication, and assessment techniques. Instructional concerns involve acquiring knowledge skill and attitudes, discussion techniques, managing time and paper, and instructor personality (Davies, 26).

Another valuable source for better understanding of instructional approaches is Robert Gagne's *Principles of Instructional Design.* Gagne writes about outcomes, varieties of learning, intellectual skills and strategies, designing instruction, media and effective group instruction. Gagne offers insights about developing goals and objectives, scope, tools and assessment in setting up a lesson plan. Gagne's reminds the reader of the participant and instructor frame of reference, attitudes and agendas. Key to his insights are ways to energize the participants and maximize learning (Gagne 1986, 13).

There is much to be gained by reviewing various perspectives on instructional techniques, effective methods, planning and resourcing, and assessing the instruction. FM 22-100 addresses the need for effective programs and innovative approaches to teaching Army values. Literature in the field is rich with innovative and up to date

approaches in creating a learning environment that sparks quality discussion, while minimizing distracters. As the literature suggests, the unit leader must understand and apply effective teaching strategies in developing a Values Education Program. Selecting the right instructor, understanding the participant's perspective, applying the best instructional strategy, collectively applied, approach the development of a successful training program.

Conclusion

In conclusion, this literature review first examined FM 22-100, and highlighted the guidance, framework, theoretical support and character and values model introduced. The examination of FM 22-100 was followed by a review of individual and organizational values, leadership and values, social learning and organizational culture theories, with comparisons to FM 22-100. The literature review concluded with insights on teaching values in the military, teaching strategies and instructional techniques.

CHAPTER 3

METHODOLOGY

Introduction

This exploratory study was designed to examine the usefulness of FM 22-100 as a guide and a tool for instilling Army core values at the unit level, with the primary research question being: will FM 22-100 be an effective tool in instilling the Army core values within the force? The subordinate research questions that emerged were the following:

1. What have been the guidance and directives given to the Army on instilling Army core values?

2. How is FM 22-100 integrated into the overall plan for the Army in instilling Army core values?

3. What is the overall framework and intent as presented in FM 22-100?

4. How does FM 22-100 support/refute the accepted theory in character and moral development?

5. What are the long term goals and objectives within FM 22-100 for instilling Army core values?

6. What are the duties and responsibilities for elements of the force in the area of Army core values as defined in FM 22-100?

7. How does FM 22-100 provide a useful framework the force in developing Values Programs?

8. What are some possible strengths and weaknesses of FM 22-100 and the Army plan to instill Army core values?

In order to adequately answer the above subordinate questions the investigator used a combination of several methods. First, the investigator conducted a thorough analysis of FM 22-100 to answer subordinate questions that directly dealt with the content of the doctrine and compared the framework and model presented in the manual with applicable theory. Second, the investigator developed a survey instrument, (a sample survey is included as appendix A), in order to address subordinate questions relating to attitudes and opinions about the usefulness of the field manual, insights about possible strengths and weaknesses of FM 22-100, and possible recommendations for areas to augment the manual as it is introduced to the field Army. Finally, the investigator conducted personal interviews with FM 22-100 authors, which addressed subordinate questions referring to DA intent and guidance, (sample interview questions are included as appendix B.

Research Population

The research population used in this research project included a total of thirteen subjects. The survey population included all (thirteen) CGSC Leadership Instructional Department (LID) instructors, (of the thirteen instructors, three were unable to complete the survey due to other conflicting LID mission requirements). CGSC Leadership instructors were selected because of their familiarity with FM 22-100. LID instructors, as part of their duties, were previously thoroughly familiar with the Revised Final Draft FM 22-100, were required to incorporate this doctrine into leadership instruction for CGSC students, to introduce its concepts to field grade officers, and were required to facilitate small group discussions focused on instilling Army core values within units as discussed in FM 22-100.

The CGSC Leadership instructors, in general, probably know FM 22-100 better than most officers, and have spent much time pondering the guidance, directives, plans for implementation, framework, intent, relationship to theory, goals and objectives, associated duties and responsibilities, and are therefore well suited to participate in this research project. In addition, their involvement as facilitators with many CGSC students, and exposure to field grade officers reactions to the material presented in FM 22-100 provides valuable and insightful resource in support of this research effort.

Participation by the instructors was voluntary and there were no rewards offered for participation. Due to the non-invasive, non-threatening nature of the survey, no written informed consent was completed. The survey was accompanied by a cover letter that encouraged each participant to reference FM 22-100 while completing the survey, and each participant was provided a personal copy of Appendix E, to FM 22-100. The survey took fifteen to twenty minutes to complete. As required, each survey participant's confidentiality and anonymity was maintained throughout the entire survey process. Participants were assured that their responses would be confidential and that the investigator would track only the survey form to complete collection of all surveys. The investigator did not personally distribute or collect the surveys: members of the Leadership department's staff distributed and collected the surveys.

The researcher identified the one primary author, and the two current editors responsible for developing, producing and introducing FM 22-100 to the force. The researcher concluded that it was necessary to interview all writers involved in the development of the doctrine. Each interviewee willingly volunteered to assist in this

research effort. There were no rewards offered for participation in the interviews. Each interview required roughly one hour to complete.

Data Collection Methods

The literature review served several purposes in this research. A thorough review of the Army doctrine, the Chief of Staff of the Army's guidance, an analysis of the integration of Army core values within FM 22-100, and the comparison of applicable theory served to answer subordinate research questions 1, 2, 4, and 5. The review of the literature included a detailed analysis of FM 22-100, a comparison with the character and values development framework and applicable theory, a review of organizational culture theory, and finally a review of military scholarly writing on the subject of ethical training in the military. Chapter 4 addresses consistencies and inconsistencies between the literature and FM 22-100 and the implications.

The survey instrument designed for this research addressed subordinate questions 2, 6, 7, and 8. The intent of the survey instrument was to collect data to identify the effectiveness of FM 22-100 as a useful tool to assist Army units with instilling Army core values. The survey focused on FM 22-100, and its strengths and weaknesses as a tool for unit leaders to use to instill Army core values. Demographic information required included only rank, branch affiliation, (CA, CS, or CSS), and years as a CGSC Leadership instructor. No other demographical information was relevant or necessary for this study.

The survey instrument consisted of nine force response items using a four point Likert scale, and four focused open-response questions. The four open-response items

were narrowly focused in order for the researcher to better analyze specific issues that related to FM 22-100.

The investigator drafted the survey items and then had several committee members review each item for wording, tone, and accuracy in directly linking item to subordinate questions. The investigator then presented the survey instrument to the CGSC survey and data collection department for final review and approval. The survey instrument was officially approved for use in this research project, and received a CGSC control number as required. Only after this process, was the survey instrument administered to the survey population.

The data tabulation and organization for the force response questions involved basic hand tallying of like responses for each question. Open-response questions answers for each question were physically cut and separated, and then recorded verbatim. After all responses were recorded, then and only then did the researcher attempt to categorize like responses and identify themes where plausible. Several members of the research committee were then asked to review all responses and confirm or deny the researchers themes and generalities.

Finally, the interviews with the FM 22-100 authors addressed subordinate research questions 1, 2, 3, 4, and 8. The intent of the interviews with the FM 22-100 authors was to gain insight about DA guidance and directives for the development of FM 22-100 and the DA implementation plan for instilling Army core values throughout the Army.

Each interview consisted of six open-ended questions that directly corresponded to one of the subordinate questions: guidance and directives from Army Leadership,

(1 and 2); framework and intent of FM 22-100, (3); integration of FM 22-100, and the Army plan to instill the core values, (2); theoretical basis of FM 22-100 and character and moral development, (4); and possible strengths and weaknesses of the FM 22-100 and the Army plan to instill Army core values, (8).

In developing the questionnaire for FM 22-100 authors, the investigator followed the same process as he did previously in developing the survey instrument. The investigator drafted the questions for the FM 22-100 authors and then had several committee members review each question for wording, tone, and accuracy in directly linking item to subordinate questions. The investigator then presented the questionnaire to the CGSC survey and data collection department for final review and approval. The questionnaire received official approval in this research project, and was appointed a CGSC control number as required. Only after this process, was the interview questionnaire used.

The investigator conducted two personal and one telephonic interviews of FM 22-100 authors. Doctrine authors, and editors offered a unique perspective in this research effort. They directly or indirectly received specific guidance and directives for the writing and intent of the FM from the Army's leadership. They understand the FM 22-100 implementation plan, and its integration with other existing or developing values related programs in the Army. They are subject matter experts on the doctrine, and have expertise and experience in the area of leadership and character development. Finally, in general, they are in an ideal position to communicate the purpose, intent, and context of the doctrine and the Army's overall plan for inculcating Army core values.

Survey responses were hand recorded by the researcher and reviewed by the respondent at the conclusion of the interview. All participants were assured of the confidentiality and anonymity of their responses in all aspects of this research. No demographic information was required except for basic branch affiliation, (CA, CS, or CSS), rank, whether they were an original author or editor in the FM 22-100 development process, and how many months have they been working on this project. For the purpose of this research effort, all authors and editors were addressed as "FM 22-100 authors" in reporting their responses in Chapter 4 to better maintain anonymity among the four interviewees.

The data tabulation and organization included collecting responses for each question, and then grouping like responses in order to identify themes and common attitudes. Several committee members reviewed a collection of all responses for each question and verified that the researcher had been accurate, logical and unbiased in grouping like responses, and reaching generalizations.

Summary

This exploratory and preliminary research effort incorporated three approaches to collect data to answer the research question and subordinate questions. The initial step was incorporated into the literature review and involved comparing the character and values development as presented in FM 22-100, (including the model offered in Appendix E of the manual), with social psychology theory, and with education methods in teaching values and ethics in a military organization, (subordinate questions 1, 2, 4, and 5). The second step involved a written survey of leadership instructors at CGSC to capture attitudes and opinions about the usefulness of FM 22-100, (subordinate

questions 2, 6, 7, and 8), and the third step was conducting personal interviews with authors of the FM 22-100 to collect data regarding the Army leadership's guidance, intent and implementation plans for instilling Army core values through FM 22-100, (subordinate questions 1, 2, 3, 4, and 8).

Chapter 4 compares theory and values development models and approaches with that offered in FM 22-100, as well as presents the survey results and interview data. Finally, the results are analyzed in an attempt to: draw valuable comparisons, identify strengths and weaknesses in the doctrine in order to assess for the Army the usefulness of FM 22-100 as a tool for instilling Army core values in the force.

CHAPTER 4

ANALYSIS

Introduction

In Chapter 3, the methodology used in this research project involved three approaches. First, the investigator conducted a thorough analysis of FM 22-100 to answer subordinate questions that directly dealt with the content of the doctrine and compared the framework and model presented in the manual with applicable theory. Second, the investigator conducted personal interviews with FM 22-100 authors, which addressed subordinate questions referring to DA intent and guidance. Finally, the investigator developed a survey instrument, in order to address subordinate questions relating to attitudes and opinions about the usefulness of the field manual, insights about possible strengths and weaknesses of FM 22-100, and addressed possible augmentation requirements as the FM is introduced to the force. In this chapter, results of the doctrine analysis as well as survey and interview results will be addressed.

The results from this exploratory research must be interpreted with cautions since the population was small (13), non-random and not necessarily representative. However, the respondents are very knowledgeable about FM 22-100, its development and incorporation into the Army's overall plan to instill Army core values throughout the force.

Finally, it is necessary to restate the primary and subordinate research questions. The primary research question is will FM 22-100 be an effective tool in instilling the Army core values within the force? The subordinate research questions are the following:

1. What have been the guidance and directives given to the Army on instilling Army core values?

2. How is FM 22-100 integrated into the overall plan for the Army in instilling Army core values?

3. What is the overall framework and intent as presented in FM 22-100?

4. How does FM 22-100 support/refute the accepted theory in character and moral development?

5. What are the long term goals and objectives within FM 22-100 for instilling Army core values?

6. What are the duties and responsibilities for elements of the force in the area of Army core values as defined in FM 22-100?

7. How does FM 22-100 provide a useful framework the force in developing Values Programs?

8. What are some possible strengths and weaknesses of FM 22-100 and the Army plan to instill Army core values?

Each of these questions will be referenced as the data is presented and analyzed in this chapter.

FM 22-100 Content

Subordinate question one, two, three, five and six deal with the analysis. The following are those related subordinate questions and an analysis of each based on a review of the doctrine.

1. What have been the guidance and directives given to the Army on instilling Army core values?

The Army formally introduced the Army core values in January, 1996. It defined these values, offered some background for their formation, a minor historical context, and the application of these values for our Army in the present and the future. The Army did not use FM 22-100 to introduce specific guidance or directives to the force, rather, it issued guidance and directives to specific subordinate commands directly.

FM 22-100 offers only general guidance and directives for leaders at all levels to personally understand, adhere, and live the Army core values, and to train, mentor, and emphasize these values within the units that they are charged to lead. In reviewing the purposes of FM 22-100, as defined in the introduction section, the intent of the doctrine is to establish a useful framework and define Army leadership for the force.

To date, the Army has only issued general guidance, consistent with that which is presented in FM 22-100, to the force at large to emphasize, train, and "live" the values as individuals and as organizations. Whether this is sufficient or adequate guidance for the force is a question of greater concern. This area will be discussed in more detail in as it applies to data collected from the survey instrument and from author interviews in the pages to follow.

What the review of FM 22-100, DA directives and associated documents does reveal is that there is only limited specific guidance and directives about instilling Army core values that has been communicated to the force as a whole. The survey instrument and interview results may suggest possible impacts of this discovery.

Subordinate question number 2: How is FM 22-100 integrated into the overall plan for the Army in instilling Army core values? was also addressed within the FM 22-100 review by the investigator.

When the Army unveiled its plan to transition from a competency-based Army to a values-based Army, and the *ARMY XXI* concept, *Character Development XXI* was presented to the force. Inclusive in *Character Development XXI* were the Army core values, FM 22-100 Leadership doctrine, and a plan to incorporate character and values development in all aspects of the Army, (including: IET, pre-commissioning, military schooling, officer and NCO evaluations, and within the counseling and mentoring programs). FM 22-100 provides the foundation for Army leadership, defining the terms, standards, and expectations of individual soldiers, leaders, and organizations. The doctrine provides the guidance and intent in preparing the leaders of the Army to fight and win as it moves toward the challenges of the new Century. The doctrine introduces the necessary framework for character and values development for use by individuals and organizations.

The source that best articulates the integration of all aspects of the Army's plan for the transition into the twenty-first century was the *Leading Change* document that was produced in 1996. This source, extensively referenced in this research project, provides the best overview of the Army change plan, to include explanations of the need for change, the complexities of the Army of the future, the future threat, and most importantly, the intense necessity for a values-based Army.

FM 22-100 is not a stand-alone document, nor is it intended to be. What it is intended to be is the chief component for defining and presenting Army Leadership for leaders at all levels, and offering a useful framework for character and values development to be applied by leaders in the field. The Army leadership has presented a

plan that centered around developing a values-based Army for the future- FM 22-100 is designed to be the guiding leadership doctrine to get the force there.

Based on the review and analysis of FM 22-100, this document is critical in establishing how the Army expects its leaders to lead the Army into the twenty-first century. *Character Development XXI* explains and emphasizes the integration of Army core values, FM 22-100 Leadership doctrine, and the DA plan to incorporate character and values development. FM 22-100 is the cornerstone leadership doctrine that defines how leaders will lead and articulates a character development framework useful in applying to all aspects of individual and organizational character and values development programs.

The review of FM 22-100 also addressed subordinate question #3: What is the overall framework and intent as presented in FM 22-100?

The final draft of FM 22-100 presents a framework that is based on familiar concepts of the past. It follows the theme of "be, know, do" and highlights the 24 attributes expected of a leader. The framework incorporates Army core values within the context of what leaders should be; addresses moral, physical and mental attributes; discusses interpersonal, conceptual, technical and tactical skills required of leaders; and presents the actions of influencing, operating, and improving.

Most applicable to this research is the character and value development model presented in appendix E, FM 22-100. This model provides leaders at all levels a useful model for understanding the Army's approach for leaders in designing character and value development programs in their units. The model provides leaders insightful and

easily understood four step growth process in which to apply to individual subordinate development as well as organizational developmental programs.

Finally, FM 22-100 introduces a new approach in understanding leadership at different levels and the impacts of each. The leadership levels addressed are direct, organizational and strategic. This research effort focused on the direct and organizational levels of leadership. The insights presented in this area, offer leaders at all levels valuable perspectives of the impact of leaders at all levels and their responsibilities therein. The doctrine effectively presents illustrations that highlight the utility of involvement of the leadership at all levels as it relates to Army values, and the critical necessity of each in developing a values-based organization. The manual's emphasis on leadership levels reinforces the application of leadership development programs at all levels in an organization and the positive impact that this involvement at each level can have on an organization. Subtly, the doctrine emphasizes a shared responsibility on leadership at every level in emphasizing Army values, not just at the junior leader level.

The framework presented in FM 22-100 is easy to understand, incorporates familiar concepts within the military community and an ease of application for leaders in developing individual and organizational values based development programs. Survey data and insights from author interviews discussed later in this chapter also support this conclusion.

With an analysis of FM 22-100, the investigator attempted to answer the following subordinate question:

5. What are the long term goals and objectives within FM 22-100 for instilling Army core values?

FM 22-100 does not clearly define the DA long-term goals and objectives on instilling Army core values. Most of the Army references reviewed focus on the Army's transition to a "values-based" Army as it prepares to meet the demands of the twenty-first century. Ironically, with this renewed emphasis on Army values, it is the Army's values that remain the constant, according to Army leadership. Clearly though, the Army leadership seems concerned with several issues which lead to this renewed emphasis on a values- based Army. These concerns include: the mission challenges present in operations other than war (OOTW) that the nation's military is involved in today, and most certainly will be involved in for years; the apparent downward trend in values in society, and reflected in our military today; the negative impact of recent downsizing, and increased operational tempo (OPTEMPO) in the military today and as anticipated in the future; and finally, the reality that cultural change in an organization, as the Army is attempting to do in its transition to a "values-based" Army, takes many years to accomplish- and often with change comes resistance.

As previously stated, FM 22-100 does not clearly define long term goals and objectives, more that to address the challenges for the military in the future, emphasizing the definite need for a "values-based" Army, and the necessity for individual soldiers, leaders, and organizations to understand, adhere to, internalize, and "live" Army values. The question then becomes is it necessary to articulate long term goals and objectives for instilling Army values, beyond insuring that the force understands and follows the Army leadership's intent in emphasizing, leading and "living" the Army values? The Army

leadership must, then, feel confident that the subordinate leaders at all levels understand and execute their intent. This area will be addressed in greater detail later in this chapter with the discussion of survey results.

Subordinate question 6: What are the duties and responsibilities for elements of the force in the area of Army core values as defined in FM 22-100? The analysis revealed that there are no duties or responsibilities directly specified in FM 22-100, rather the doctrine focuses on general leadership responsibilities within leadership levels. No other document could be identified that specifically addresses duties and responsibilities for individual duty positions, or organizations as it pertained to instilling Army values. Areas of responsibility have been issued to major commands, for example TRADOC, or the Chaplain's corps to develop training packages, etc. Agencies have been tasked to develop training support packages for the Consideration of Others (CO2) program, for example. However, FM 22-100 does not define duties or responsibilities for organizations, or leaders. The question then becomes is this necessary, either as part of the doctrine or as a component package to augment the doctrine? An issue for discussion is whether or not there is ambiguity as to who is responsible for the each step of the Character Development model offered in FM 22-100. Is it possible that unit leaders might feel that level 1: understanding Army values is covered by the IET process and that they have no responsibility to address this step in their unit? Or does the Army intend to have leaders in all organizations re-enforce all steps of the model in their organizations, regardless of the unit mission? This issue will be addressed again later in this chapter.

FM 22-100 and Theory

The investigator addressed subordinate question 4: How does FM 22-100 support/refute the accepted theory in character and moral development? The literature review, which included an overview of related theory of individual value development, as well as theory in organizational value development, shared values and their importance in successful organizations, provided a means of comparison with FM 22-100. In addition, military scholarly writings provided insights about moral and ethical development and training specifically in military organizations to compare with that presented in FM 22-100.

There was nothing presented in FM 22-100 that was inconsistent with accepted theory in the field. Specifically, theory in the area of organizational development consistently re-enforced the necessity of individual and shared value sets, and the importance of individual identification with organizational goals, standards, norms and values. In addition, many scholarly sources emphasized the critical need for an organization to formally define, publicize, re-enforce and openly discuss shared values with members of the organization, new and old.

Finally, scholarly writing in the area of leadership continued to support the character and values developmental approaches presented in FM 22-100. Clearly defining, encouraging dialog, debating, and re-enforcing organizational shared values in words and action were reoccurring themes in many of writings in the leadership theory. FM 22-100 appears to have a firm theoretical foundation in the area of character and value development.

Analysis of Pilot Survey Results

Other than the issues mentioned in chapter 3, no administrative problems emerged from the conduct of the survey, or with the survey itself. Several participants indicated an interest in the subject area, and discussed the context of the research after completing the survey. (A copy of the survey instrument is included in appendix A).

Figure 1 addresses the first item in the pilot survey about the clarity of Department of the Army guidance and directives on Army core values. (This item is directly tied to subordinate research question 1 as well). Of the ten respondents, no one disagreed that the Department of the Army had not provided clear guidance and directives. The majority of those surveyed strongly agreed that DA guidance was clear, and the others generally agreed with the statement. This suggests that the guidance has in fact been clearly communicated to those who have been tasked to present the Army values concept to field grade officers. This is most certainly an important first step. As with any change, those charged to lead the organization through the process, must clearly understand the guidance and directives of higher leadership. Any disagreement in this area would be cause for alarm, and require direct and immediate attention.

One might expect that those who are charged with presenting the Army values emphasis and accompanying programs should know and understand the direction and guidance of Army leadership. Whether this feeling of agreement is consistent with a larger population is yet to be seen. It is therefore important to use these pilot survey results as a preliminary indicator of possible issues.

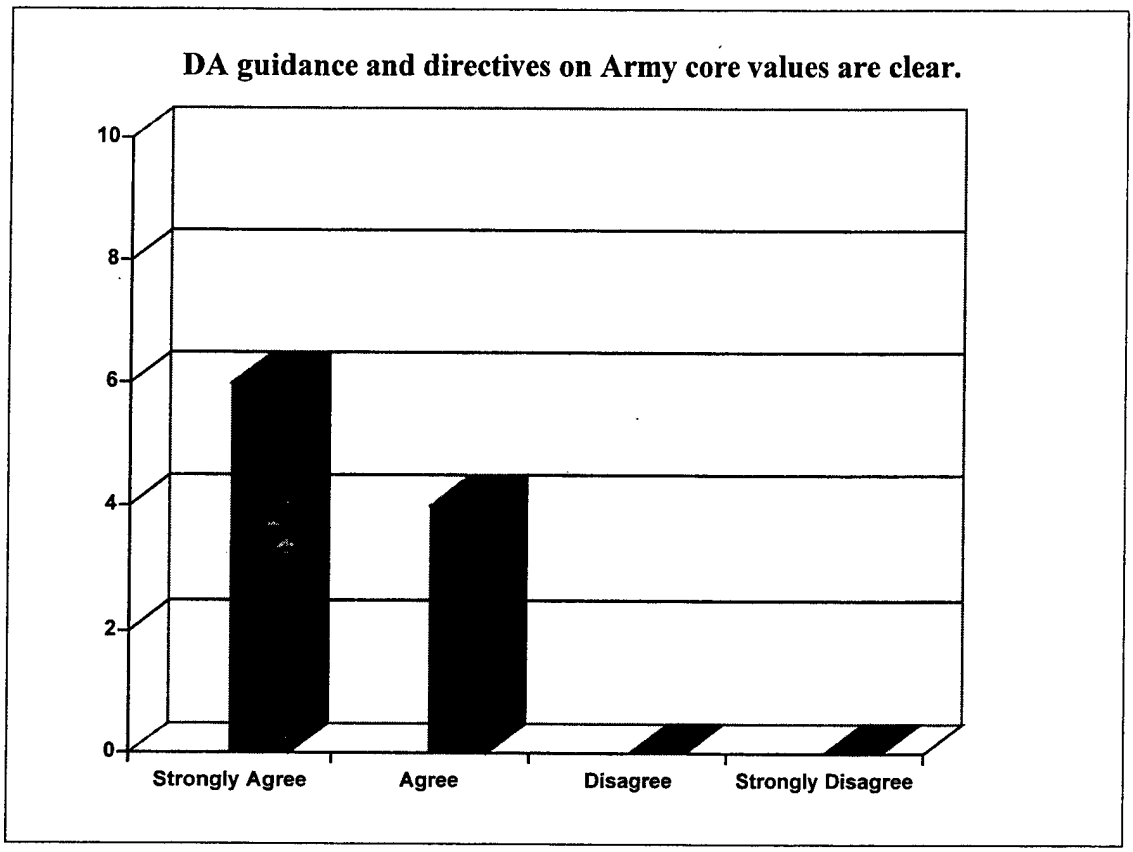


Figure 1. DA Guidance and Directives on Army Core Values

Responses from Item 2 in the survey are reflected in Figure 2, which addresses Department of the Army guidance and directives as articulated specifically in FM 22-100. (This item is linked to subordinate question 1 and 2). Those surveyed also agreed that Department of the Army guidance and directives were clearly articulated in FM 22-100, as indicated. FM 22-100 will be the chief document that will be used to communicate to the force DA guidance and directives for emphasizing Army values in all Army organizations. It is important that FM 22-100 capture important top level leadership's intent in instilling Army values throughout the force. According to the results of the pilot survey, all respondents agreed or strongly agreed that the doctrine adequately articulates DA level emphasis. Even with this small sample size, there is

some level of confidence that the intent is being communicated and is clearly articulated with this latest emphasis on a "values-based" Army and guidance to the force on instilling values throughout the force. There is no indications of any lack of clear understanding in what the Department of the Army expects of the force.

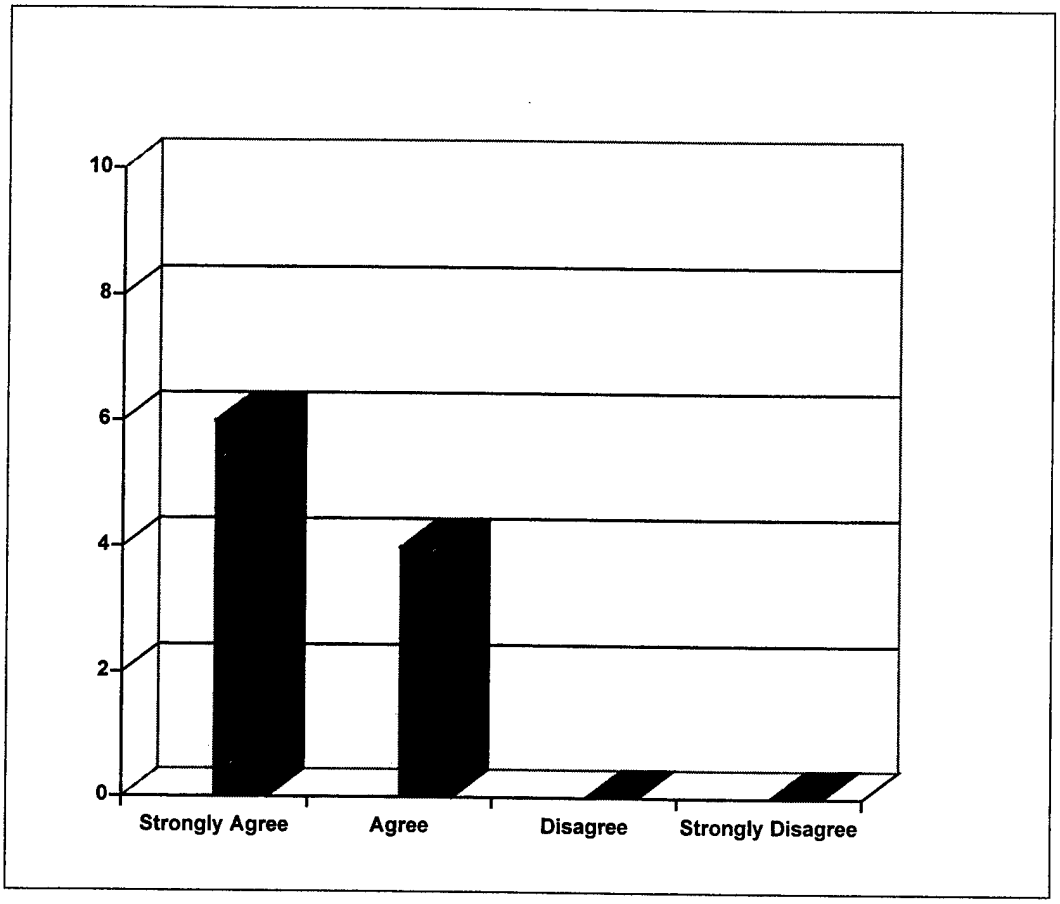


Figure 2. DA Guidance and Directives as Reflected in FM 22-100

Note that the DA level guidance and directives that are addressed in the first two survey questions are of a general nature, and the survey respondents later in the survey are asked to comment on areas of greatest importance, and those requiring more direct or

specific emphasis. More discussion on this area and its impact of the effectiveness of FM 22-100 will be addressed later in this chapter.

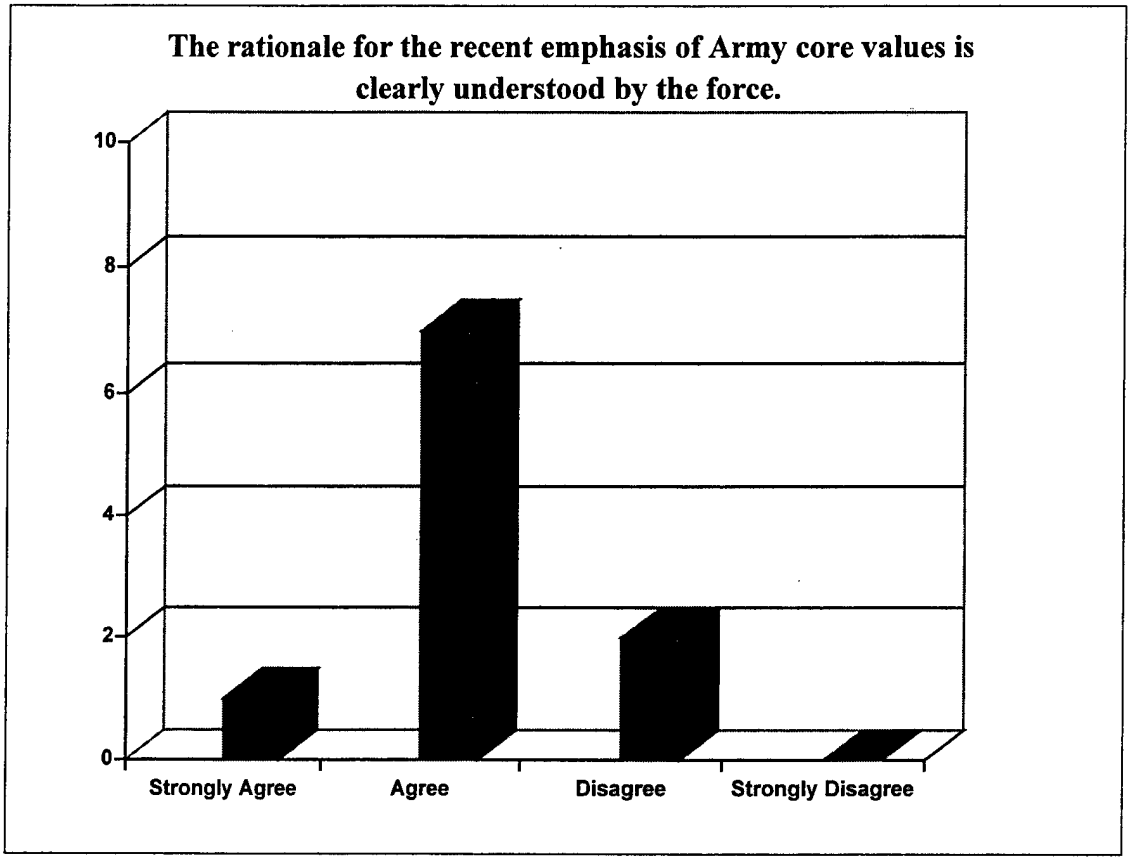


Figure 3. DA Emphasis on Army Core Value

Figure 3 reflects survey respondents' responses in assessing how well the force understands the Department of the Army's rationale for this latest emphasis. (This item and the next item in the survey address respondents understanding of the emphasis and indirectly relates to subordinate questions 1, 5 and 8). Clearly, each survey participant are asked to generally assess the feelings of the force, based on their exposure to views of roughly sixty CGSC field grade officers each. Although survey participants' opinions

reflect their assessment of only a small population of officers, in assessing the force in general, the statement in the survey addressing clear understanding of DA rationale for its recent emphasis could conceivably shed light on an area for further analysis. The results suggest that the respondents do agree that in general the force understands the rational for the Army's values emphasis; however, the agreement is not as strong as the responses in the previous two survey statements. In fact, two surveyed did not feel that the rationale is clearly understood by the force.

The varied responses in this survey statement might indicate a weaker understanding of the rationale for DA emphasis on Army core values than in the general understanding of DA level leaderships' guidance and directives. Within generally accepted good leadership traits in the military is an understanding in the value for a leader to not only provide guidance and directives in communicating a task or area of emphasis to a subordinate, but also to provide the rationale for the emphasis, when possible to the subordinate. This is done so that the subordinate might better understand the intent and thought-process of the leader, and to establish the trust and commitment of the subordinate in carrying out the leader's wishes. Ensuring subordinate leaders clearly understand the rationale for the Army's recent emphasis in instilling core values throughout the force should be a DA priority to better understanding of the values, their importance, and a stronger commitment to living and leading these Army values. The results of this survey statement indicate some variance in agreement as to the forces' general understanding of the rationale for this DA emphasis. Certainly, it would be valuable for DA to consider assessing the necessity to better communicate the leadership's rationale for emphasizing Army core values.

As reflected by results of survey item 4, respondents generally agreed that FM 22-100 clearly articulated the Department of the Army's rationale for the recent emphasis of Army core values, (figure 4). Only one respondent felt that FM 22-100 did not adequately address DA rationale for the recent values emphasis. In comparing the results of survey Item 3 and 4, it is interesting to note that the survey participants in general felt stronger that DA rationale is clearly stated in FM 22-100, then they did about the understanding of the force about this rationale. This seems to suggest that the doctrine that will be introduced soon quite possibly serve to better inform the force in this important area.

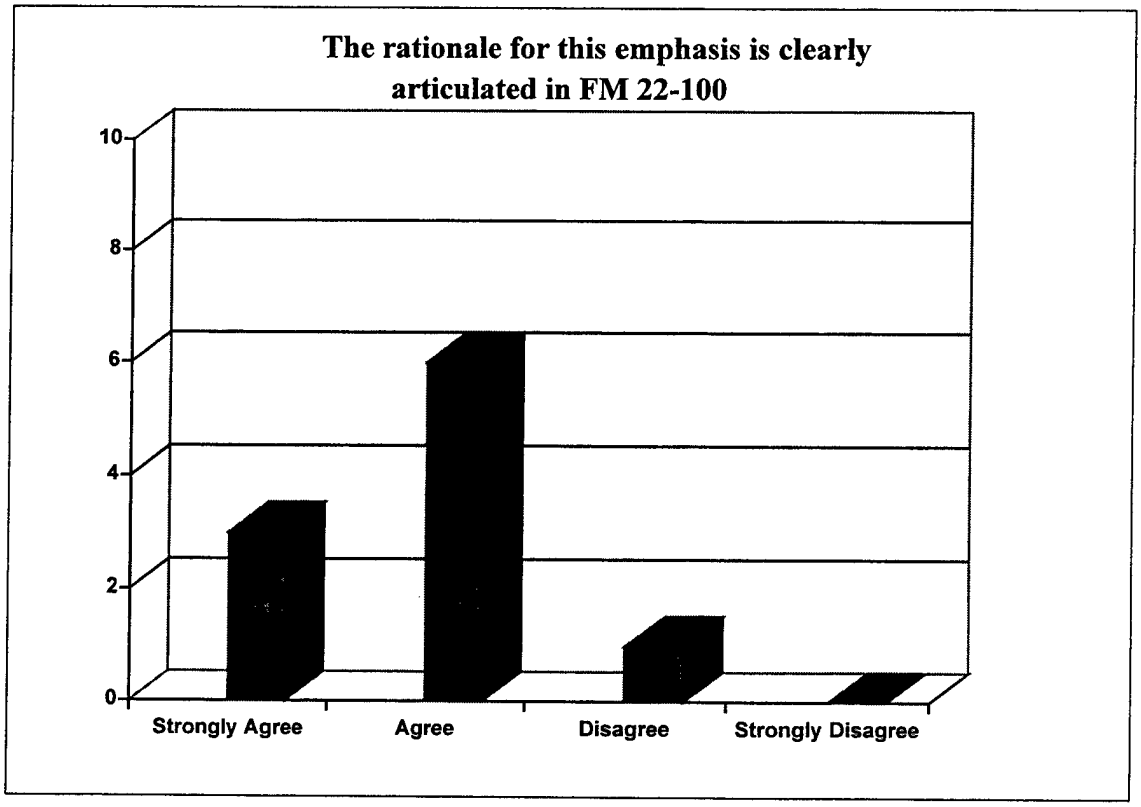


Figure 4. DA Emphasis Articulated in FM 22-100

In survey item 5, respondents were asked to generally assess the reception of CGSC field grade officers to the emphasis of Army core values. The results are presented in figure 5. (This item is tied to subordinate questions 1, 5 and 8). Again, this item required each survey participant to generalize the attitudes of roughly 60 CGSC student attitudes about this recent DA emphasis.

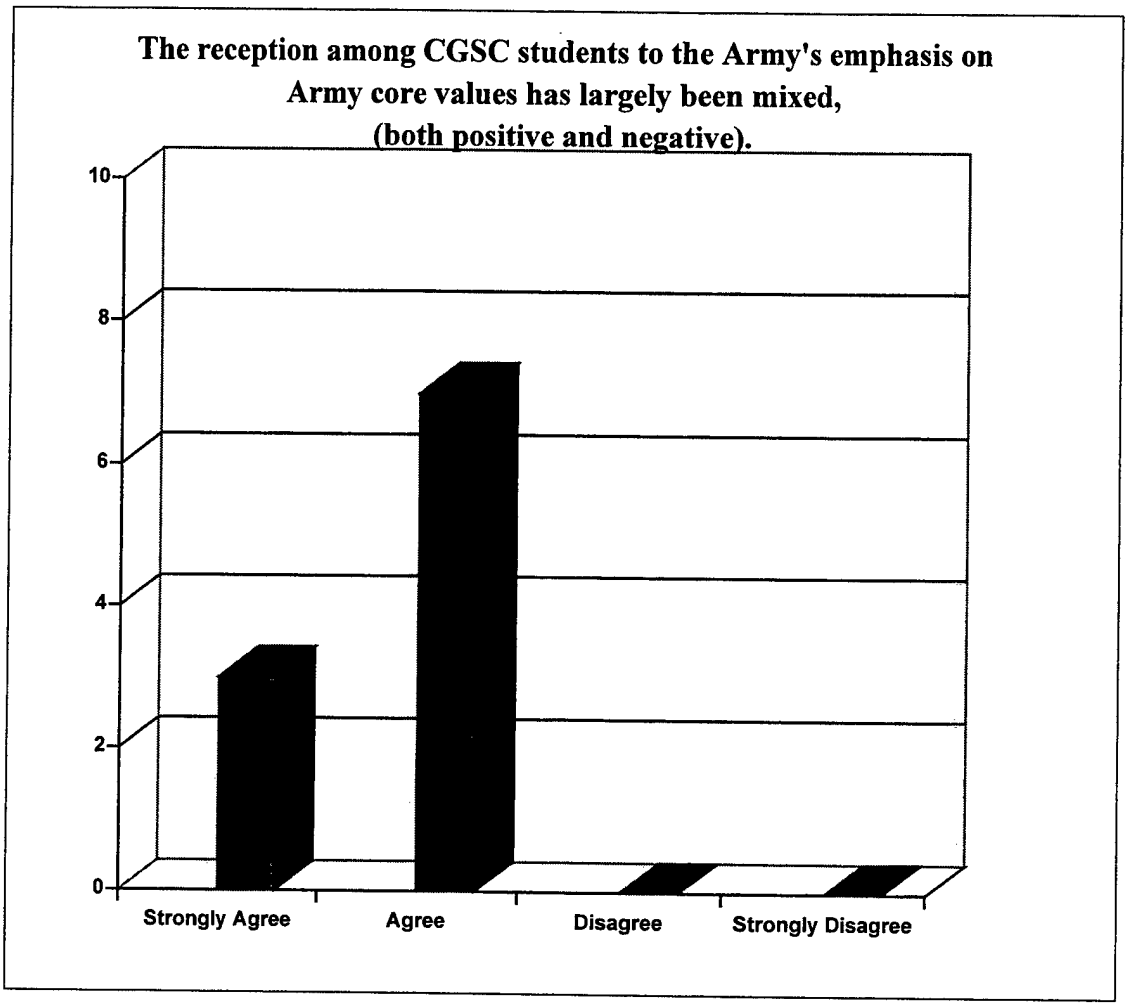


Figure 5. CGSC Students Reception of Army Core Values

The purpose for this question was to attempt to capture the feelings, positive or negative, of those that will be charged with the responsibility as leaders at the organizational level to develop character and values development programs in their units. To ask respondents to generalize about other officers' attitudes might not be acceptable for scientific research, but in the context of this research, this response to this item could indicate possible challenges as DA introduces this doctrine, is therefore, certainly worth exploring. The results of the survey responses reflect agreement that CGSC student reception is largely mixed, both positive and negative. In fact several respondents strongly agreed that the reception among these field grade officers is predominantly mixed.

This item in the survey, addresses the possible reception of the force to this change in emphasis, rather than directly to FM 22-100. The implications of the positive or negative reception in this effort, could directly impact the perception of the usefulness of this doctrine as it is introduced to the force. It is critically important, if the doctrine is to be received well, that the values initiative is initially well understood and generally accepted with enthusiasm by the force. Without overstating or over-reacting to the survey results in this area, it is safe to conclude that their exists mixed attitudes among some members of the force about the Army's recent emphasis of Army values. It is necessary to fully consider these positive and negative attitudes prior to introducing the doctrine to the field, and attempt to lessen the negative impacts that a lack of understanding or lack of commitment among lower level leaders may have on this effort.

Results of survey item 6 are reflected in figure 6. (This item addresses subordinate questions 2, and 5). Survey participants have varying opinions about how clearly FM 22-100 outlines the Army's plan for instilling Army core values in the force. Half of the pilot study respondents felt that FM 22-100 does not adequately outline the Army's integrated plan for instilling Army values throughout the force. A chief objective of FM 22-100 is to introduce Army leaders to the seven core values, a framework for their application, and a character develop model that serves to assist leaders in developing values programs for individual and organizational use. Clearly mixed responses to this survey item suggest a possible area of disconnect worth further review.

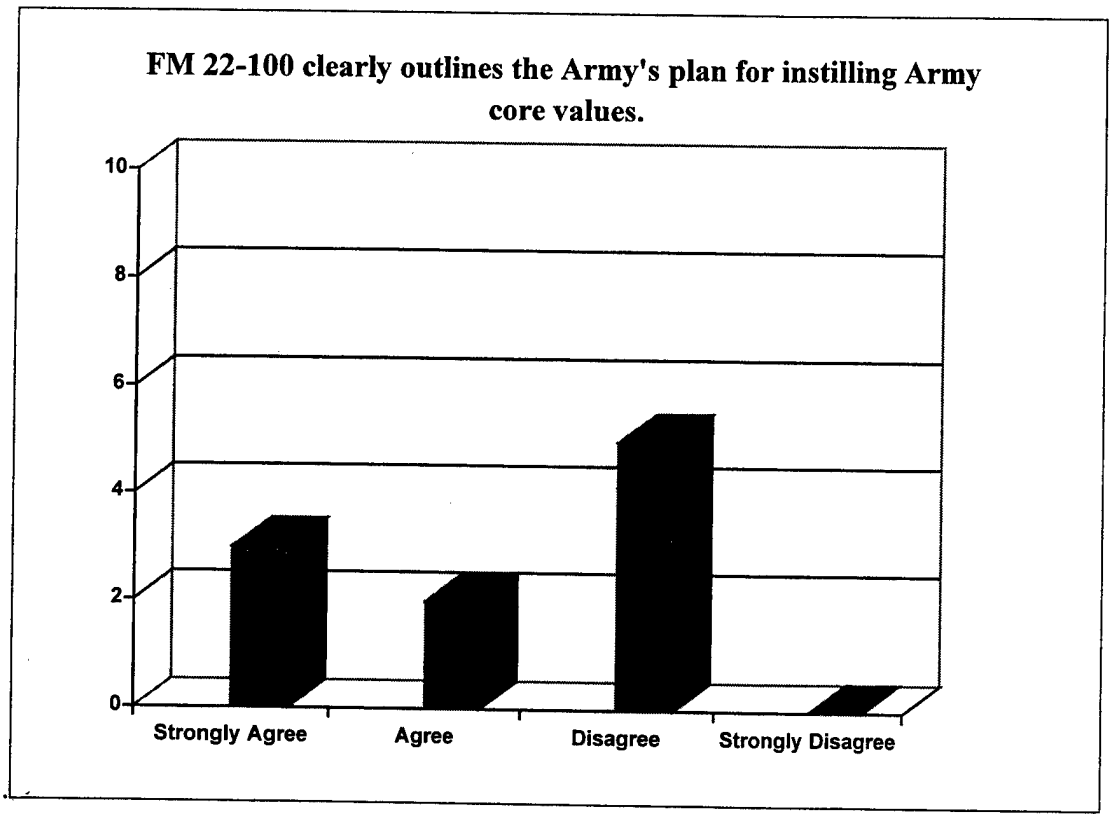


Figure 6. Army Plan for Instilling Army Values outlined in FM 22-100

A significant DA charter to those who authored FM 22-100, was to present a useful character development model that could be easily understood and easily applied. Survey Item 7 addressed the ease of understanding of FM 22-100, appendix E, Character and Values Development Model, (Figure 7). (This item directly addresses subordinate question 3 and 7). All ten respondents agreed that the model is easy to understand. In the course of their duties, the survey participants were required to introduce the model to

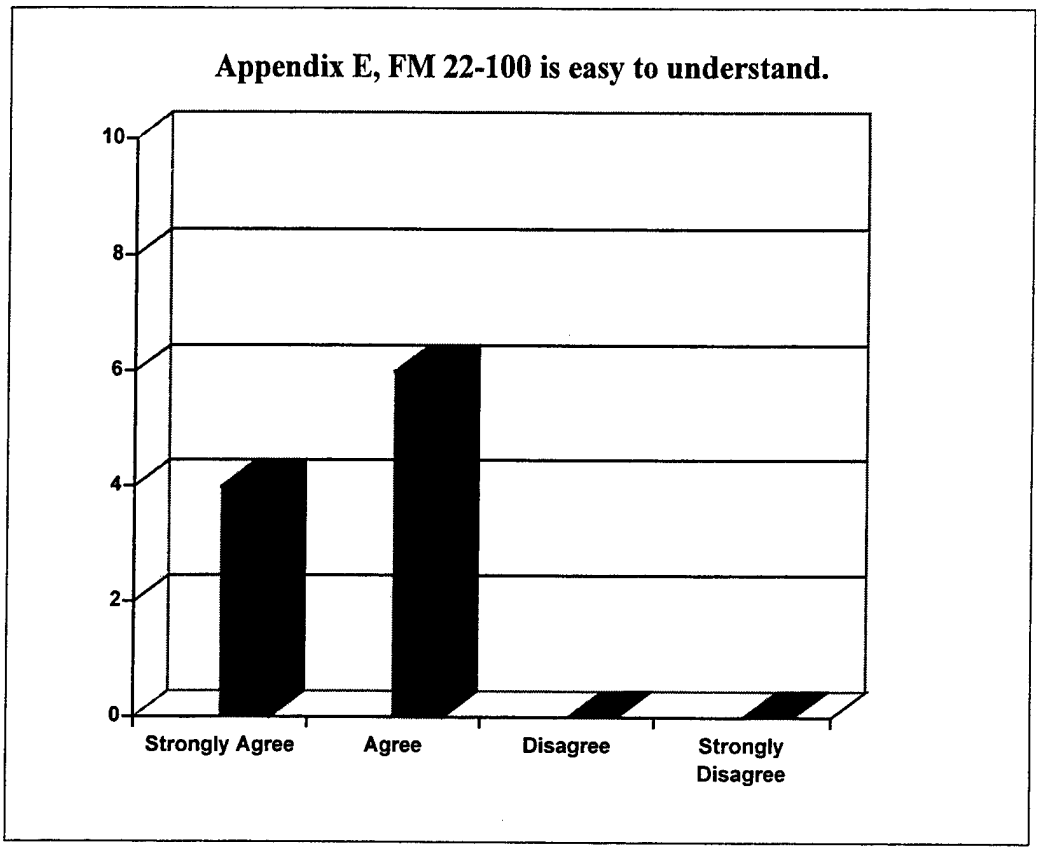


Figure 7. Appendix E, FM 22-100

their students, their responses to this survey item suggest that the model was in fact easy to understand and communicate to others.

Results of the next survey item, presented in figure 8, suggest that the model is more difficult to apply than to understand. (This item addresses subordinate question 7 and 8). Two respondents reported that they felt the model was not easy to apply in developing character and values development programs. In analyzing these pilot study results, it is evident that some individuals do not feel unit leaders could easily apply this model as a tool for instilling Army values. Though not conclusive, the results of this survey item, indicate that some leaders might benefit from additional clarity in presenting the model, or possibly additional examples presented within each of the developmental stages to better communicate the application of this model. As previously stated, one of the major objectives of FM 22-100, is to present an easily understood and useful model of character and values development. Several respondents indicated that there is still a need to devote some additional focus to improve the existing model, in appendix E, FM 22-100.

The final item in the survey, (survey item 9), asks the respondents to assess the usefulness of FM 22-100 directly. "Is FM 22-100 an effective tool for the Army to use in instilling Army core values?" The results of this survey item are presented in figure 9. All ten officers surveyed agreed or strongly agreed that this doctrine is an effective and useful tool. Based on the small survey population, no conclusive evidence can be drawn, however, the respondents did communicate a unified confidence in the present Leadership doctrine. Again, the surveyed officers brought with them a solid understanding of the FM, and exposure to the attitudes and opinions of over 60 officers each. For all surveyed officers to agree or strongly agree to this statement is very encouraging for this research and for the Army as well.

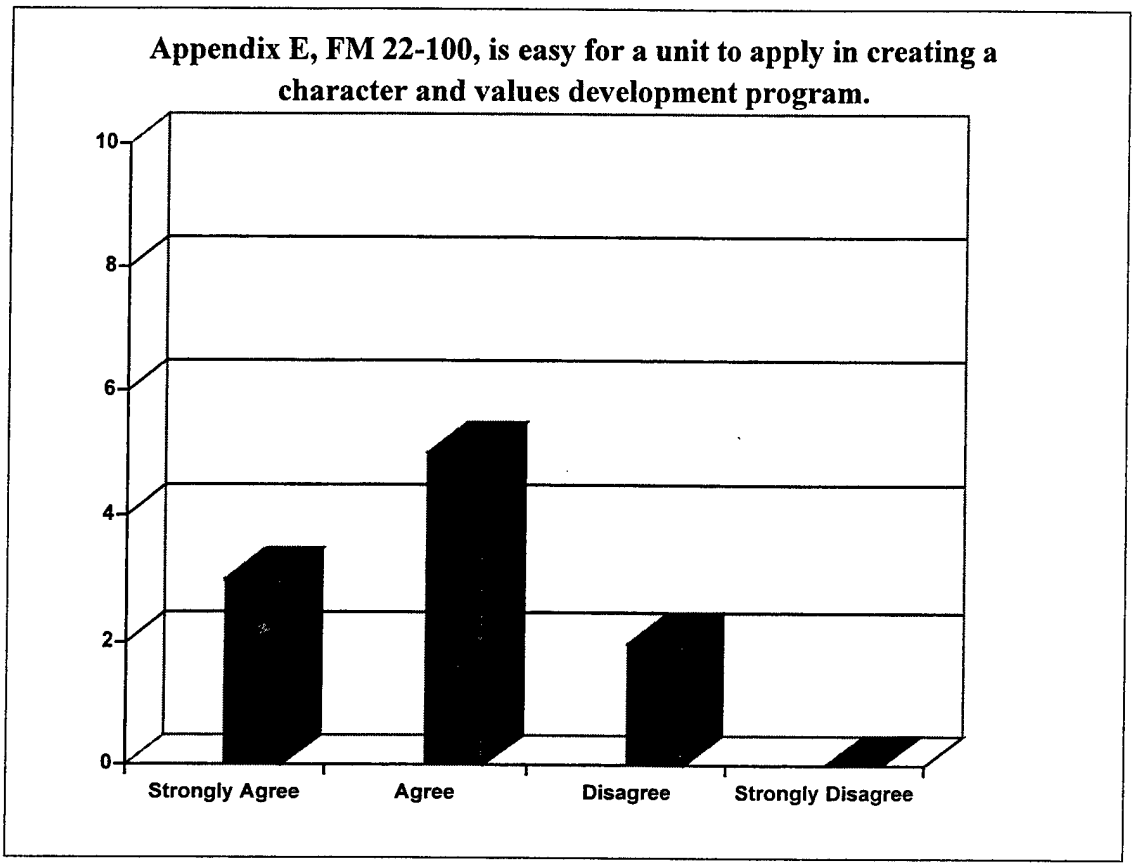


Figure 8. Appendix E, FM 22-100 Application

The survey instrument included four open-ended items to better assess strengths and weaknesses of FM 22-100. (These four survey items directly addressed subordinate question 8). The respondents were asked to prioritize several critical areas currently included in FM 22-100, as to their importance in assisting leaders within the force charged with developing character and values programs within their organizations. The following areas were listed: theoretical background of character development; Character Development Model, Appendix E; historical context of Army Values; articulation of the importance of Army core values; articulation of the direction for the Army today and in

the future in the area of Army core values. Each respondent was asked to rank order the below listed areas from most important to least important.

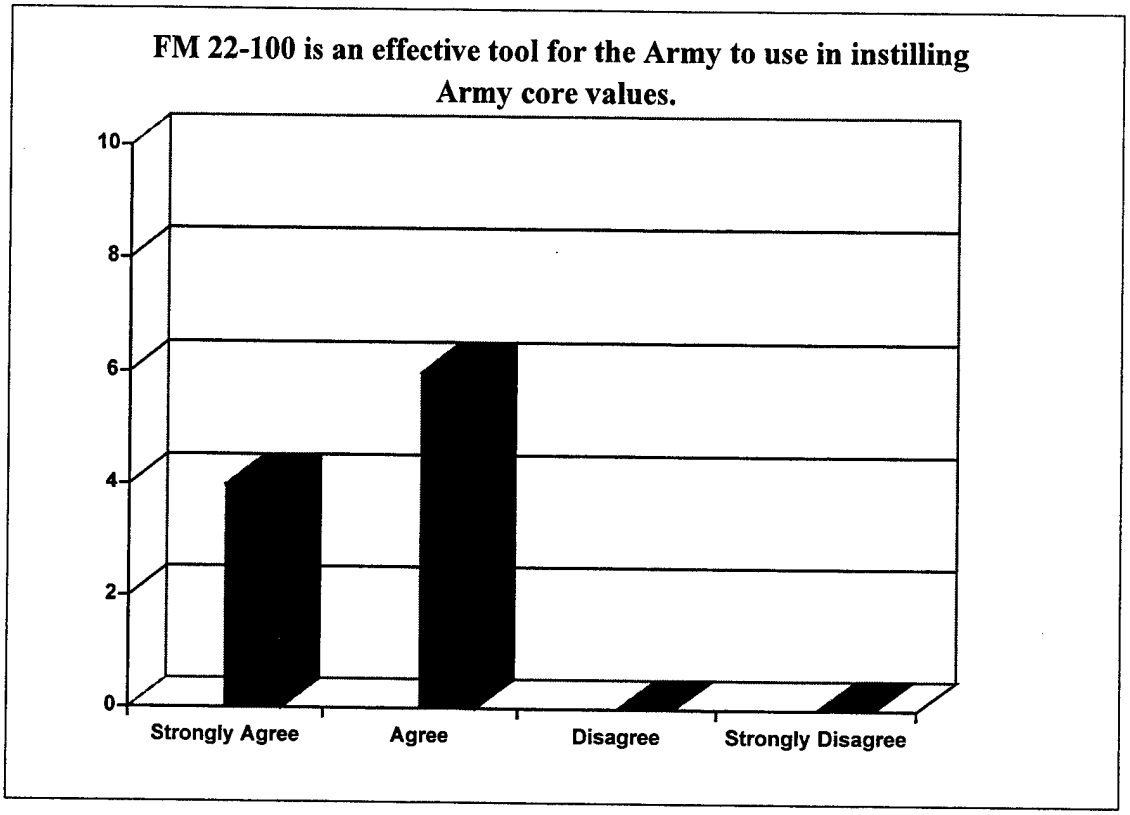


Figure 9. FM 22-100 as an Effective Tool

The following are the summary results after analyzing all respondents' rank orderings, from most important to least important:

1. Articulation of the importance of Army core values
2. Articulation of the direction for the Army today and in the future in the area of Army core values
3. Historical context of Army Values
4. Character Development Model, Appendix E

5. Theoretical background of character development

Each of these areas currently is addressed in FM 22-100, Army Leadership. Although these responses reflect only the views of ten officers, the results offer insight as to what these officers feel are important and most useful for leaders of the force as they develop values programs in their units, and begin to instill Army values in their subordinates and in their units. The above rankings suggest that leaders may value insight from the Army leadership's on the importance of Army core values, and the direction of the Army today and in the future in the area of Army values, even more so than the history of Army values. The survey participants ranked the Character Development Model, and theoretical basis as least important of the five areas. This is not to imply that these areas are unimportant. Clearly, FM 22-100 offers leaders and organizations many things; the results of this survey item begin to indicate the relative importance of each area compared to the others listed.

Survey item 11 asked the respondents to recommend areas that should be added to FM 22-100, or might augment FM 22-100 to make it a more useful tool for the force in instilling Army values. (This item indirectly addressed subordinate question 8). Respondents were given five areas to select from. There was, however, no requirement to select any or all of those areas listed. The areas included: reason or basis for the Army's recent emphasis, specific guidance to the force on the Army's plan to instill core values, duties and responsibilities of organizations and leaders in the area of teaching Army values, a listing of resources available and subject matter experts (SMEs), and a description of useful programs and ideas for units to incorporate in developing values

education and training. The results of the participants recommendations are listed in figure 10.

The next survey item, #12, asked respondents were address additional areas of emphasis within FM 22-100 or as an augmented resource. Over half of the respondents recommended that DA augment FM 22-100 with DA pamplets, memorandums, messages, or training support packages. The results of this survey question indicate that there are in fact several important areas that should be introduced in support of the doctrine in order to better serve subordinate leaders in the force in developing values and character development programs. Clearly, a descriptive listing of useful programs and ideas, as well as a better articulation for DA rationale for this recent values emphasis emerge as the major areas that should augment the doctrine as it is introduced to the force. In addition, respondents suggested that duties and responsibilities for both organizations and individual leaders be added in some form to augment DA guidance. This might imply that subordinate leaders need a working list of specific responsibilities to better understand what is expected of them and their organizations. Recall that survey participants generally felt that there lacked a clear understanding of the Army plan for instilling values throughout the force, and the role that subordinate organizations played in the overall equation.

Finally, pilot survey participants were given the opportunity to offer additional comments about FM 22-100, instilling Army values, and encouraged to offer written recommendations for making FM 22-100 a more useful resource for subordinate leaders. The following areas were addressed by several respondents as areas to consider as the Army introduces FM 22-100 to the force: the use of a chain-teach program to introduce

the new Leadership doctrine to the Army; update other related manuals that also address Army values and character development, (FMs 22-101, 102, and 103); develop training support packages and a useful values resource website; and useful tactics, techniques, and programs (TTPs) in the area of character and values education. These recommendations all support the necessity to augment FM 22-100 with additional useful and applicable resources for use by subordinate leaders.

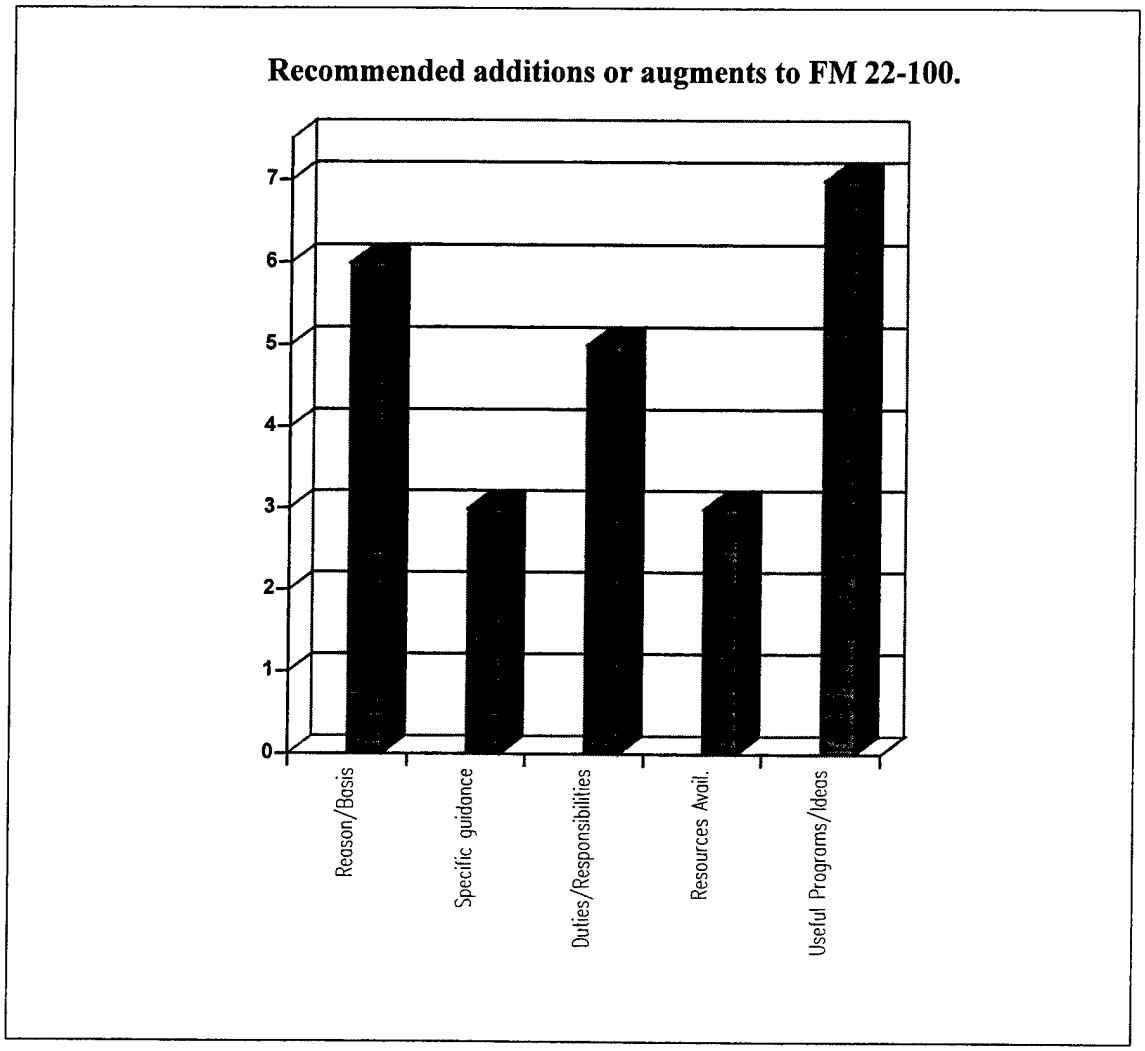


Figure 10. Recommended Additions or Augments to FM 22-100

FM 22-100 Author Interviews

In addition to the pilot survey, personal interview with doctrine writers were conducted in order to better understand DA guidance, directives, and intent for developing the Leadership doctrine that will carry the force into the twenty-first century. There are two authors that are presently rewriting and reviewing the final draft of FM 22-100. Both of these authors are stationed at Fort Leavenworth and were available for personal interviews with the primary researcher. One additional editor involved in reviewing the present draft of FM 22-100 was also identified and contacted for an interview for this research as well. The interview questions are included as an appendix in this paper, (appendix B).

Authors were asked to comment on how DA guidance and directives are reflected in FM 22-100. All interviewees stated that the Final Draft FM 22-100 accurately answers the specific DA guidance. The present doctrine provides subordinate leaders with a common framework, defined values, a useful character development model and a easy to understand overview of the basis, background and necessity for a "values-based" Army that will be prepared to fight and win on the battlefield of the twenty-first century. The seven Army values are well defined, easy to understand and are presented with an easy to remember acronim (LDRSHIP). This was precisely the guidance given to the doctrine writers by the Army leadership in developing the new Leadership doctrine. In addition, the framework presented in the doctrine follows the familiar "Be, Know, Do" concept that was first presented in the leadership doctrine in the early 1990s.

Authors were asked to identify strengths and weaknesses of the current doctrine. FM 22-100 writers suggested that the current leadership doctrine captures the historical perspective of Army values, focuses on unilaterally defining our Army core values, and presents them in a way that is easy for leaders at all levels to understand and apply, appendix E, the Character Development model offers leaders a better understanding of how individuals learn and grow in the areas of character and values. An area that the writers identified as requiring improvement with the present doctrine included the need for additional case-study type vignettes that leaders could use to communicate ethical challenges and application of the core values in peacetime and in combat situations.

A bigger challenge, as addressed by all those interviewed was the combating the attitudes of leaders and soldiers that this doctrine is written for. There is a general feeling among those interviewed that many soldiers and leaders do not feel that values can be taught, or that operational training and the units' daily missions are much more important than time invested in the area of values education or character development. There is a perception that everyone has their own set of values, and it is difficult if not impossible to effect change, so why are we as an Army spending so much time and resources in this area. According to the authors, there seems to be a general lack of understanding among the force as to why the Army leadership feels that values must be emphasized to such a large degree. Additionally, two of the authors felt that soldiers and leaders in the field might view higher level emphasis on Army values as a "politically" motivated action to fend off some negative high profile ethical cases that the military has faced in recent years. The interviewees suggested that there appears to be a general cynicism in at least a portion of the population of organizational level leaders. This view

certainly is consistent with results identified in the pilot survey about the mixed reception, both positive and negative of field grade officers in CGSC as perceived by Leadership instructors on the emphasis on Army core values.

The implication of this cynicism among organizational leaders, if accurate, may have a negative impact on the Army. The leadership at all levels must understand the rationale for the Army's emphasis on core values, and must not feel that values and character development programs are training distracters, rather that they serve to enhance the effectiveness of the organization in peacetime and in war. The authors all expressed concern that the doctrine as it is written now does not adequately address the negative feelings that seem to be present throughout the field Army in the area of Army values.

When asked about how the doctrine might be improved or enhanced, to better serve organizational leaders in the field Army as they develop programs for instilling core values, one author suggested that the doctrine is descriptive, rather than prescriptive in nature. The doctrine does not provide a checklist or a "how to instill values in subordinates or organizations." It is not a mission training plan, (MTP) per say. Leadership in general is not easily taught, and it is difficult to assess where subordinates or organizations are. The author was concerned that organizational leaders in the field might be looking for or expecting a "how to" manual on leadership, character and values development. This doctrine does not fulfill this need. The doctrine does, however, define terms and easily applied approaches in developing character and values programs. FM 22-100 provides a useful framework that is easy to understand and apply for organizational and direct level leadership.

All of those authors interviewed suggested that accompanying training support packages (TSPs), an introductory video, a chain teaching program, and related training and resource materials would greatly enhance the doctrine as it is introduced to the field. Additionally, a well publicized web-site with multiple resource and SME links, a listing of working programs, and assessment tools would augment the new doctrine. One author stated that "the goal of a chain-teach program for FM 22-100 would be to introduce this new doctrine to the force, and motivate subordinate leaders to dive into it, to find out for themselves what it has to offer, and to uncover its applicability to all we do in the Army, rather than as just a regergitation of more theory of leadership, as many incorrectly perceive it to be."

Another insight offered by several of those interviewed was the need to re-emphasize the field units have the responsibility to re-enforce that which is being introduced to every new soldier that has entered the Army since October, 1998 in the area of Army core values, and that leaders and subordinates in field units must not de-emphasize the importance and application of the Army values in everyday operations in Army units. As an interviewee put it, "much can be gained or lost with arriving soldiers in an organization based on how the unit emphasizes the core values in their words and actions." This cannot be understated. An author stated, "good units are already doing this, (emphasizing values), and have active programs that re-enforce the themes inherent in the Army values." Leaders need to understand that this emphasis is not entirely new, and many programs that are already in motion in units support the Army values emphasis. Leaders in the force need to know this. It is important that as the doctrine is

introduced to the field these points are emphasized by DA leadership and reiterated in the literature and TSPs that accompany the doctrine.

Conclusion

The first step in this research analysis was to compare FM 22-100 and the literature in the field and attempt to present evidence that supports or refutes the framework and character development model presented in the doctrine with accepted theory in the field. The results of this comparison suggest that the framework and development model in FM 22-100 is theortically supportable. The doctrine defines many terms to ensure that the entire force is operating with a common terminology and general understanding of the Army core values, and leadership theory. The doctrine is presented in an easy to understand and easy to apply format that focuses more on assisting unit leaders in developing character and values programs rather than on leadership theory alone. In addition, military scholarly writings on teaching military ethics also support approaches presented in FM 22-100.

The second step in this research analysis was to present and analyze the results of a pilot survey administered to ten Leadership Instruction Division CGSC Instructors. Although it is obvious that there is no possible way to adequately draw conclusive conclusions with a small survey size, as was used in this research, the survey results serve as a preliminary study to provide only introductory insights as to the effectiveness of FM 22-100 as a tool for direct and organizational level leaders in instilling Army values in their units. Survey results, used as a pilot study, to help identify possible strengths and weaknesses of the new doctrine prior to its introduction into the field Army. Survey respondents offered valuable insight as to what areas might require

additional emphasis, as well as, those resources that should be incorporated into the Army's overall plan to instill core values throughout the force, to augment FM 22-100.

Finally, interviews with three primary authors of the Army's new Leadership doctrine, provided additional preliminary insights as to what is contained in FM 22-100, the framework, tone, and intent of the doctrine, and the application of the character and values development model. Doctrine authors provided their opinions of the anticipated reception to the doctrine and some perceived attitudes of soldiers and leaders as to the Army's leadership emphasis on core values. The comparisons of the doctrine and theory, the preliminary insights of the authors, combined with those of the surveyed CGSC leadership instructors provided a basis of analysis for this preliminary research effort.

CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS

Introduction

The intent of this research effort was to provide a preliminary assessment of the Final Draft of FM 22-100, Army Leadership, to predict whether or not it will be a useful tool for instilling Army core values throughout the force. The research question was "Will FM 22-100 be an effective tool in instilling the Army core values within the force?" To answer this research question it was necessary to initially critically review the new doctrine and compare it to the theory in the field of character and values development. Many of the subordinate questions were answered directly from this careful review of the doctrine and the comparisons with theory and with military scholarly writings in the area of military ethics instruction. In order to best predict how this doctrine might be received by direct and organizational level leadership in the Army, it was necessary to survey a select population of those officers that had already been exposed and were familiar with the Revised Final Draft of FM 22-100. CGSC leadership instructors were identified as pilot survey candidates, who, although few in number, met the qualifications necessary to offer valuable insights in assessing the new Army doctrine. Finally, doctrine authors were identified and interviewed in order to offer additional insight in this preliminary research effort.

Summary and Discussion of the Results

The literature review along with a detailed review of FM 22-100, provided the first element of analysis for this research effort. It was necessary to thoroughly read and understand all aspects of FM 22-100 as it related to the Army core values. The Army's

new Leadership doctrine effectively integrates Army values into all aspects of character development and leadership discussion. The familiar framework of "Be, Know, Do" in concert with the 24 leader characteristics fully integrates the seven core values as the cornerstone of military leader knowledge, skills, and attributes. Army Leadership doctrine establishes Army Core values as the central focus of all that Army leaders and organizations are and do. The doctrine is well supported in character and values development theory, and is consistent with many scholarly writings in the field of leadership, in both the corporate and military communities. The researcher found no evidence to support any inconsistencies in the doctrine and theory in the field. It is important to note, however, that the doctrine authors intentionally did not write the doctrine as theoretical in nature, in order to more effectively communicate with their target audience, organizational level leaders. The doctrine is easy to read and understand and clearly communicates important definitions, themes, applicable historic and present day examples, and developmental models. The intent is to capture the essence of the purpose and need for a "values-based" Army prepared to meet the challenges of the future as a military organization. The result is a well communicated, theoretically based, and applicable leadership source for use by organizational level leaders in developing programs to instill Army values in their units, and in subordinates under their charge. The doctrine effectively establishes an Army-wide common language and framework in the area of Army core values for use by all leaders at all levels in all types of Army organizations.

The pilot survey results, although certainly not conclusive, provide the Army as well as subordinate level leadership with potentially valuable insight as a preliminary

assessment of the usefulness of FM 22-100 for unit leaders in instilling Army core values in their organizations. As a direct result of the pilot survey used in this research, several significant issues emerged that could be of great value to Army leadership as they prepare to introduce the new Leadership doctrine to the field. In general, DA guidance and intent seems to be understood and well communicated, however, there may be substantial value in re-emphasizing DA leadership's rationale for this recent emphasis in Army core values. The results of the survey and interviews conducted in this research indicate that there may exist potentially damaging defensive and cynical attitudes among some subordinate leaders as to why the Army is recently emphasizing values. It is important that DA level leadership understand this cynicism, and address it directly. It is very difficult for subordinate leaders to accept ownership of and support organizational change or a DA area of emphasis if they do not fully understand the rationale for the change or emphasis.

Additionally, as a result of the pilot survey and interviews, some leaders recommend that DA should provide more specific guidance in the form of duties and responsibilities for both organizations and individual leaders at different levels in the area of character development and in unit programs. The research for this project also suggested that it might be necessary to augment the new Leadership doctrine with training support packages, chain teach programs to introduce FM 22-100 to the field, listings of resources available, websites of resource materials and SME contacts, and descriptions of unit values programs that have been successful in Army units to date.

The pilot survey results provided some feedback as to what is most important in the doctrine. The emphasis on the importance of Army values to our Army, subordinate

organizations, leaders and soldiers; the direction of the Army in the future in the area of Army core values, the history of Army values, and the character development model emerged as the most important aspects of the present doctrine. Knowledge about what is important within the doctrine to subordinate leaders could be valuable to DA leadership as they prepare to introduce the doctrine to the force.

According to the doctrine authors, the Army intends to develop a chain-teach program to introduce FM 22-100 to the field. DA intent, according to the authors, is to expose unit leaders to the definitions, emphasis, framework, and character development model establishing how the Army views leadership and Army core values. In short, this will be a public relations push to energize the organizational leaders to read and understand the new Leadership doctrine, and to inspire them to develop unique and innovative programs to instill the Army core values in subordinate leaders and soldiers and in their organizations. A DA level chain-teach program such as the one currently being develop provides a great opportunity for the Army leadership to address the concerns and issues raised as a result of this research effort, and to re-emphasize important areas that may have been misunderstood by the force. There is the opportunity to address the perceived cynicism in the ranks about this recent emphasis on Army core values.

Unit leaders must understand and be receptive to the fact that values education is truly a life-long growth process, and that internalization of the Army values does not just happen; rather, it is through an initial understanding of themes, through reinforcing agents, candid open discussion, a positive command climate, a "learning environment," and active observation and role modeling of leaders and units "doing the right thing."

Unit leaders must understand that "good units are already doing many of the programs and activities that reinforce our Army core values" as one author stated. Finally, organizational level leaders must understand that they are the catalyst to change, positive change, through their guidance, emphasis, encouragement, role-modeling, and resourcing activities and programs, and through the daily actions of their organizations.

Army leadership must seize the opportunity to positively introduce FM 22-100, emphasizing its usefulness and application for unit leaders as valuable tool in developing organizational programs that instill the Army core values. This research effort illuminates some significant areas that should be considered prior to initiating a Army wide chain-teach program. It is important that DA reemphasize the rationale for the change, and the critical need for a "values-based" Army. In addition, careful consideration should be made in developing training support packages and resources to assist units in developing values programs.

Recommendations for Further Research

In conducting this research, several important areas requiring further research emerged. The research survey and interviews uncovered some potentially valuable attitudinal issues among field grade officers in the area of Army values. Although this study was in no way conclusive, it would be useful for the Army to pursue a better understanding of some of the underlying cynicism among field grade officers here at CGSC as it relates to the recent emphasis of Army core values. As the Army's organizational level leadership, who will be responsible for emphasizing values, developing plans and initiating values programs in Army units in the field, it is critical that they are in line with the intent and direction of Army leadership. Although I was

unable to tap into this resource and survey the CGSC population in this research project, it would be very insightful to attempt to better understand the attitudes and perceptions of CGSC students in the area of Army values. In surveying CGSC Leadership instructors, each of whom taught over sixty field grade officers about DA emphasis of the Army core values, I was able to uncover hints of defensiveness and cynicism. Certainly, surveying the entire roughly 1,000-member CGSC class could potentially provide very significant results about the usefulness of FM 22-100 and Army values in general. The survey instrument could be used in its entirety with only minimal adjustments.

Another area for future research will emerge once the doctrine in introduced and used by organizational level leaders in the field Army. Initially, one planned aspect of this research project included surveying field unit battalion and company commanders and senior non-commissioned officers to identify how effectively they were able to instill Army values within there units. This was not possible in this research project. For a future research project, it would be valuable to explore the guidance and directives of their direct supervisors, as well as attempt to uncover organizational environment enhancers and detractors in instilling Army values in their organizations. The usefulness of FM 22-100 for leaders in developing values programs could be assessed, along with useful resources and SMEs in this effort. Finally, research in this area could help identify strengths and weaknesses of the new Leadership doctrine.

The new doctrine's target audience is small unit leaders in organizations across the Army. It would be useful to conduct research with field unit soldiers, NCOs, and junior officers in an attempt to assess the usefulness of FM 22-100 for them in

developing and mentoring subordinates, and in values education and programs in their units.

Finally, a related area worthy of further research would involve new soldiers to field units across the Army, to assess the effectiveness of field units in re-enforcing Army core values that they have been taught in Basic Training since October 1998. This survey could be constructed to attempt to assess the effectiveness of IET values related training, the organizational climate that they experienced in their first field unit, and the effectiveness of the field unit in reinforcing Army values.

Conclusion

In conducting this preliminary research in an effort to predict the effectiveness of FM 22-100 as a tool for organizational level leaders in instilling the Army core values, I attempted to thoroughly understand and assess the guidance and intent of the Army leadership as described in the doctrine. I was able to trace the Army core values theme throughout the leadership doctrine, and evaluate the integration and application of Army values within the framework of Army leadership. As part of this research effort, I was able to confidently confirm a strong theoretical basis within the framework and character development model presented in FM 22-100. Additionally, scholarly writings in the field of leadership and in military ethics training supported the Army Leadership framework.

The pilot survey and personal interviews used in this research project offered preliminary insights as to the effectiveness of FM 22-100. It is unfortunate that CGSC constraints did not allow for a substantially greater survey population of field grade officers that had all been introduced to the new Leadership doctrine. Clearly, this is the most significant limitations of this research effort. Still, by surveying CGSC Leadership

instructors, several significant issues emerged. The survey produced a preliminary assessment of important aspects within the doctrine to these field grade officers, as well as identifying necessary training support packages, listings of resources available and descriptions of useful values programs that are being executed in field units that should augment FM 22-100 when introduced to the field.

The Army leadership and organizational level leadership should carefully consider the preliminary results and identified areas of interest that resulted from this research effort. The goal of every leader must be to instill in their subordinates and organizations the critical need for Army core values. The values programs they develop as well as every day operations should serve to re-enforce the ideals inherent in the seven Army core values. General Reimer, the Army Chief of Staff, has challenged each and every leader at every level to understand, adhere, internalize and "live" the Army core values in word and deed. This is not an easy challenge, but a necessary responsibility that all leaders are charged with meeting with every subordinate and every organization they are given the privilege of leading in the "values-based" Army that is prepared to fight an win the battles of today and in the future.

A final thought, during one of the interviews for this research project, one of the FM 22-100 authors relayed the following true story. Recently, during a Pre-command Course, (PCC) the CGSC Commandant, Lieutenant General Steel, asked roughly 60 PCC future battalion commander's to write down the seven core values. Surprisingly, only roughly 30 percent were able to list all seven core values. Shocking as this may seem, this illustrates an important point, the force does not necessarily have it down, there is much room for every soldier and leader to grow. It is not acceptable to say, "I have got

it" when dealing with Army core values, all Army leaders at all levels must understand that character and values development is an on-going process of growth and understanding. FM 22-100 suggests that the road to internalization of the core values is an on-going on process, that is approached only after much self study, professional reading, and active dialog. FM 22-100 can only offer insights as to the history, importance and challenges inherent to our force at present and in the future, to best emphasize the critical need for a "values-based" Army. The doctrine offers a useful framework that serves to assist direct and organizational level leaders in developing character and values programs in the development and mentorship of their soldiers and units charged to their care.

Leaders must understand their responsibility to develop the character of their subordinates and mentor future leaders. They must openly discuss values issues and create positive organizational command climates where the core values are at the center. The future challenges for the military in military operations other than war, MOOTW, filled with uncertainty and high risk, dictates the necessity that leaders and soldiers at all levels be able to make decisions that are based on our Army core values. Leaders will be required to act independently in the absence of orders or directives, in difficult, complicated and unpredictable situations in MOOTW that far exceed the challenges required of leaders in conventional warfare of the recent past. Each leader must be able to "make the right decisions" that are based on the core values of our Army with confidence and immediacy. As General Reimer has stated many times before, "the lives of our solders depend on it."

APPENDIX A

SURVEY

Survey Participant:

I am currently conducting a research project in the area of Army Core Values. Specifically, I am assessing the effectiveness of FM 22-100 as a tool for instilling Army Core Values. At present, editors are reviewing the Final Draft of FM 22-100 in preparation for distribution to the Army at large. In conducting this research, I will assess DA's guidance and intent, identify strengths and weaknesses of FM 22-100, and possibly offer valuable insight to the Army as it prepares to introduce the Doctrine to the force. Presently, steps are being taken to develop a chain-teach package to introduce the doctrine to leaders and soldiers. It is likely that the results of this research will assist DA in better preparing, packaging and introducing FM 22-100 to the field Army.

Your participation in this research effort is very much valued and appreciated. You have been selected as the survey participant based on your experiences as a C700 Instructor, and you familiarity of the Final Draft of FM 22-100 and Appendix E. Your views are necessary for me to better assess the effectiveness of FM 22-100 as a tool for leaders to use in developing Army Core Values programs. Please note that this survey is entirely anonymous and that no attempt is made to identify you personally. Results will be compiled for a GCSC (MMAS) thesis, only.

Based on the small number of survey participants, (C700 Instructors), each of the participant's responses is critical. As such, I respectfully request your support in this research effort by completing this short survey. The survey should require roughly 15 minutes to complete.

No Marksense Form is necessary. Please write directly on the survey itself and return it to LID Admin personnel when complete.

I welcome any comments that you may have concerning this research project or the survey itself.

NOTE: YOU ARE ENCOURAGED TO REFERENCE FM 22-100 WHILE COMPLETING THIS SURVEY, AS WELL AS REVIEW APPENDIX E. (ATTACHED).

Thank you in advance for your participation.

David A. Jones
MAJ, IN CGSC 10A
Principal Researcher

Instilling Army Core Values:
Will FM 22-100 Get Us There?
Survey/Questionnaire
Survey Group:
C700 Instructors

For each item, please circle the response that best reflects your opinion.

1. The Department of the Army's guidance and directives on Army Core Values are clear.

   Strongly Agree ---------- Agree ---------- Disagree ---------- Strongly Disagree

2. This guidance and directives are clearly articulated in FM 22-100?

   Strongly Agree ---------- Agree ---------- Disagree ---------- Strongly Disagree

3. The rationale for the recent emphasis of Army Core Values is clearly understood by the force?

   Strongly Agree ---------- Agree ---------- Disagree ---------- Strongly Disagree

4. The rationale for this emphasis is clearly articulated in FM 22-100.

   Strongly Agree ---------- Agree ---------- Disagree ---------- Strongly Disagree

5. The reception among CGSC students to the Army's emphasis on Army Core Values has been largely mixed, (both positive and negative).

   Strongly Agree ---------- Agree ---------- Disagree ---------- Strongly Disagree

6. FM 22-100 clearly outlines the Army's plan for instilling Army Core Values.

   Strongly Agree ---------- Agree ---------- Disagree ---------- Strongly Disagree

7. FM 22-100, Appendix E, is easy to understand.

   Strongly Agree ---------- Agree ---------- Disagree ---------- Strongly Disagree

8. FM 22-100, Appendix E, is easy for a unit to apply in creating a character and values development program.

   Strongly Agree ---------- Agree ---------- Disagree ---------- Strongly Disagree

9. FM 22-100 is an effective tool for the Army to use in instilling Army Core Values.

Strongly Agree ---------- Agree ---------- Disagree ---------- Strongly Disagree

Additional questions:

10. Rank order the following items (1=most important, 5= least important) present in FM 22-100. Also, place a + or – after each item that you feel requires greater or lesser emphasis in the present document:

- Theoretical background of Character Development
- Useful Character Development Model (Appendix E)
- Historical context of Army values
- Articulates the importance of Army Core Values
- Articulates the direction for the Army of today and the future in the area of Army Core Values

11. Place a check mark before the item(s) that you feel should be included in FM 22-100:

- Reasons/basis for the Army's recent emphasis on Army Core Values
- Specific guidance to the force on the Army's plan to instill Core Values
- Duties and responsibilities of organizations and leaders in the area of teaching Army Core Values
- Listing of resources available and Subject Mater Experts
- Descriptions of useful programs/ideas for units to incorporate in developing Values education/training

12. What should augment FM 22-100, if anything, as it is introduced to the field Army? (Continue on reverse if necessary)

13. Please offer any other insights that you may have concerning FM 22-100 and instilling Army Core Values.

(Continue on reverse if necessary)

Demographic information: *Please circle all that apply*

Branch affiliation: CA CS CSS

Number of Years as a C700 Instructor: 1 2 3 4

APPENDIX B

CGSC Survey Control # 9936

Instilling Army Core Values:
Will FM 22-100 Get Us There?

Survey/Questionnaire #1
Survey Group: FM 22-100 Authors/Editors

1. How does FM 22-100 accurately reflect the Department of the Army's guidance on Army Core Values?

2. What are the strengths present in FM 22-100 as the Army's tool for instilling Army Core Values within the force?

3. What are the weaknesses present in FM 22-100 as the Army's tool for instilling Army Core Values?

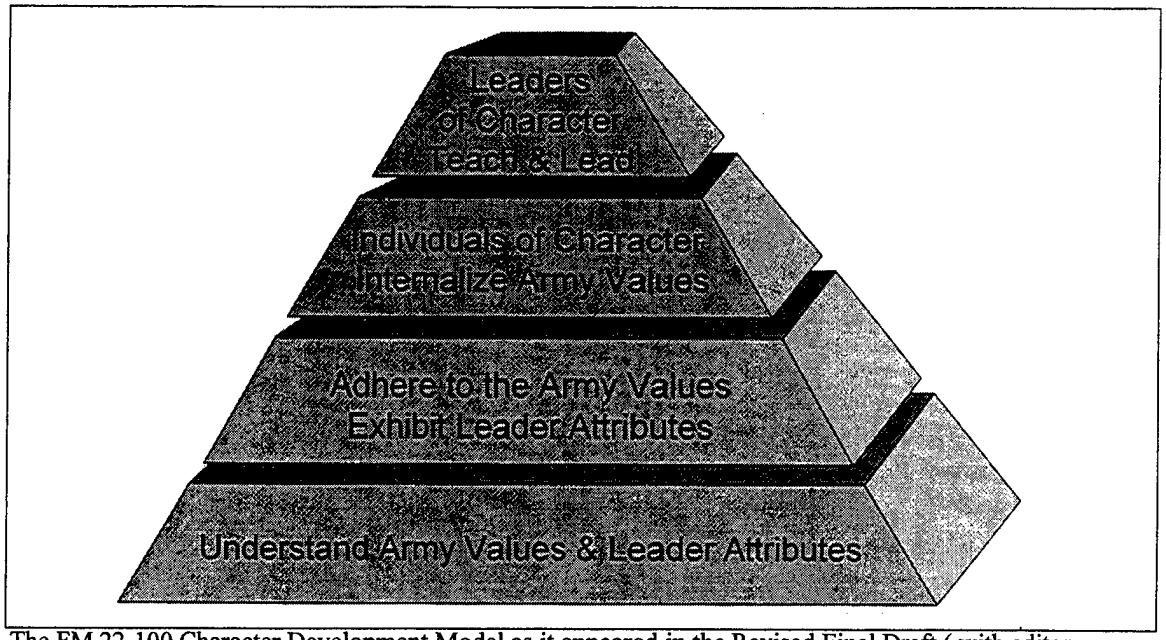
4. How can FM 22-100 be a more useful document to the Army in instilling Army Core Values?

5. How effective will FM 22-100 be as a tool for instilling Army Core Values?

6. Please offer any other insights that you may have concerning FM 22-100 and instilling Army Core Values.

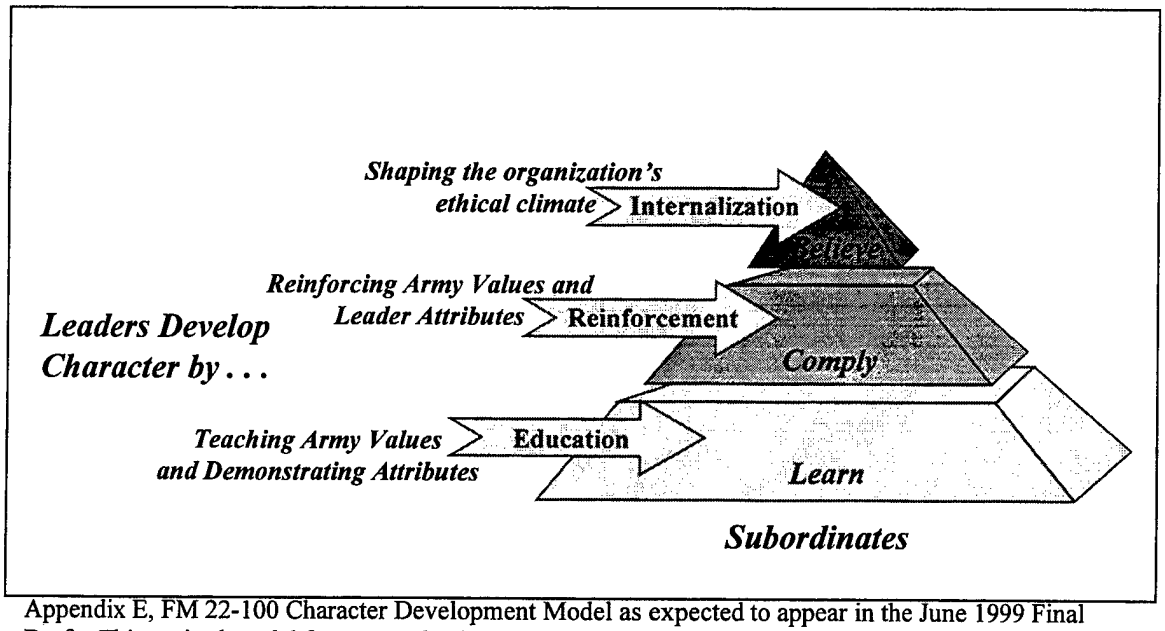
APPENDIX C

CHARACTER DEVELOPMENT MODEL(as of January 1999):



The FM 22-100 Character Development Model as it appeared in the Revised Final Draft (with editor changes in January 1999). This model, used in this research project, illustrates the four stages or levels in character development: understand, adhere, internalize, and lead.

APPENDIX E, FM 22-100 CHARACTER DEVELOPMENT MODEL (as of May 1999):



Appendix E, FM 22-100 Character Development Model as expected to appear in the June 1999 Final Draft. This revised model focuses on leaders as well as subordinates. Leaders develop character in subordinates through: teaching, reinforcing and shaping. Subordinates in turn: learn, comply and believe.

GLOSSARY

Army Core Values (7). Directed by the Army--Loyalty, Duty, Respect, Selfless-service, Honesty, Integrity, and Personal Courage (LDRSHIP).

Chain-teaching approach. Army instructional approach used Army-wide distribution of critical policy changes and/or, program introduction. Usually DA provides narratives and accompanying resources for commanders at all levels to use.

Command Climate. Standards and expectations for the organization as stated and illustrated by the leadership (i.e. companies, platoons where subordinates routinely see and interact with their leaders.

IET. Initial entry training. Eight-week Army Basic Training Program. Initial socialization process into the military for all new soldiers.

Organizational Culture. The tone, attitude, an accepted environment within the organization, accepted norms and activities positive and negative) that make-up or define organization.

Organizational Leadership. Indirect leadership (i.e. staffs at all levels) that plan, and resource training or activities but do not directly execute or conduct it with subordinates.

Organizational Values. Shared understanding of the values and standards expected and adhered to in an organization.

Personal Values. Enduring beliefs that relate to one's life goals and to the ways that one attains those goals.

Socialization. Formal and informal programs designed to bring new people into the organization.

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