

## Why GAO Did This Study

To support ongoing operations, the Army gives priority to providing personnel to its operating forces over its support organizations, including Training and Doctrine Command (TRADOC). TRADOC performs various functions, such as developing warfighting doctrine and providing training. To help manage its workforce, TRADOC has taken certain actions, such as relying more on contractors and reassigning other staff to be instructors. In a February 2010 memorandum, the TRADOC Commander stated that because of various factors TRADOC's ability to successfully perform its core competencies and functions was increasingly at risk. House Armed Services Committee report 111-491 directed GAO to evaluate the availability of Army trainers. GAO assessed the extent to which TRADOC has (1) identified the number and type of personnel needed to carry out its training mission and (2) evaluated the impact of its workforce management actions on the quality of training. GAO interviewed key Army and TRADOC officials and reviewed relevant doctrine, guidance, curricula, personnel requirements data, and training survey results.

## What GAO Recommends

GAO recommends that TRADOC establish a plan to (1) update its personnel requirements models, doctrine, and curricula; (2) complete a personnel mix assessment; and (3) establish metrics to evaluate its workforce management actions. DOD concurred with the recommendations.

View [GAO-11-845](#) or key components. For more information, contact Sharon Pickup at (202) 512-9619 or [pickups@gao.gov](mailto:pickups@gao.gov).

## MILITARY TRAINING

### Actions Needed to Assess Workforce Requirements and Appropriate Mix of Army Training Personnel

## What GAO Found

TRADOC annually determines its requirements for key training positions, but limitations exist in its underlying approach, such as the use of outdated personnel requirements models. From fiscal years 2005 through 2011, TRADOC's requirements for instructors, training developers, and training support personnel have remained relatively steady while the student workload has increased by about a third. To determine personnel requirements, TRADOC uses various models involving formulas that rely on a range of assumptions and inputs. Army guidance requires Army commands to update models at least every 3 years, but TRADOC has not updated its model for determining the number of instructors it needs since 1998. As a result, assumptions and inputs used in the model may not reflect changes in how training is currently provided, such as the greater use of self-paced computerized learning in place of classroom instruction. Such changes could affect the number of instructors required to teach a course. In addition, TRADOC has used the same number, with minor modifications, for training developer requirements for the last 3 fiscal years. TRADOC officials recognize that using the same number for training developer requirements is not a valid approach and that an updated model is needed; however, they are unsure when they will be able to update the model. Lastly, TRADOC has not conducted an assessment to determine the optimum mix of military, Army civilian, and contractor personnel to use to execute its training mission. Without the benefit of models that are updated to more closely reflect current training conditions and without conducting a mix analysis, TRADOC does not have a sound basis for accurately identifying the number and types of personnel needed for key training personnel and making the most cost-effective use of training resources.

TRADOC has taken various workforce management actions in order to execute its training mission, but its quality assurance program does not collect certain information needed to evaluate the impact of these actions on the quality of training. Among other things, TRADOC has increased the number of students that an instructor teaches, relied on more contractors as instructors, and reassigned doctrine and training developers to serve as instructors. Through surveys and other tools, TRADOC evaluates factors such as students' knowledge of course materials and whether an instructor is teaching from the curriculum, but it does not systematically collect the data needed to evaluate the impact of changing the student to instructor ratio or the type of instructor on the quality of training. TRADOC officials expressed mixed views about the impact of using contractors on the quality of training. Some believed that more military trainers are needed because these personnel have the knowledge and credibility gained from combat experience to teach soldiers. While others stated that contractors provide the same quality of training as military personnel. GAO noted that TRADOC's use of doctrine and training developers to serve as instructors is among the factors that have led to a backlog in updating doctrine and curricula, which could affect the quality of training. Doctrine should be reviewed at least every 18 months because it determines what soldiers are trained on. As of May 2011, there was a backlog of 436 man-years in doctrine development. TRADOC officials stated that as a best practice, curricula should be updated every 3 years. However, as of April 2011, TRADOC had a backlog of 204 man-years for developing, updating, and reviewing curricula and has not established a plan to address this backlog. In some cases, instructors, with approval from the head of the school, adapt the curricula to incorporate more current data. If curricula are not kept current, students may not be trained on the most recent information and information is not being institutionalized for future instruction.