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NONCOMMISSIONED OFFICER EDUCATION
AND
PROFESSIONAL DEVELOPMENT
STUDY

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PART I - INTRODUCTION

SECTION A

PROBLEM STATEMENT

1. PROBLEM. To develop a program for noncommissioned officer education and professional development within the United States Army which will identify and relate noncommissioned officer schooling and training with requirements for the future, will standardize noncommissioned officer education and professional development, and will provide a basis and guidelines for broadening and improving noncommissioned officer career development.

SECTION B

INTRODUCTION

2. Letter, DCSPER-SED, 16 Jun 71, subj: Noncommissioned Officer Education and Professional Development (Annex A) requests the Commanding General, Continental Army Command to study and develop a program for noncommissioned officer education and professional development within the Army. The recommended program should be sound and practical, providing a means for educating and developing the professionalism of the Army's noncommissioned officers. It should provide for motivating, and in itself should motivate, noncommissioned officers in their career development. It should consider the current educational and training systems and programs of the Army as they relate to noncommissioned officer education and development including service schools, noncommissioned officer academies, and troop schools by identifying the roles of each. The study also should address the establishment of and adherence to standards for noncommissioned officers.

3. The assumptions, intended to limit or direct the scope of the study and to forecast, reasonably accurately, conditions which will obtain during the period addressed by the study, are contained in Section C, Part I. An explanatory discussion accompanies each assumption.

4. Existing systems and programs for noncommissioned officer education and professional development are presented in Parts II through VI. The current status of the Noncommissioned Officer Education System is reported. The relationship of other service school courses, exclusive of NCOES and SDB courses is described. The position and contribution of

noncommissioned officer academies and drill sergeant schools and the organization and scope of troop schools within the CONUS armies is defined.

5. The information presented in the preceding Parts is examined in Part VII in the context of career development and management and related to establish a complete presentation of the several systems and programs. Points specified for analysis in the Department of Army letter requesting the study also are examined in perspective. Some of the problems and difficulties of adequate development of a noncommissioned officer education and professional development program are suggested with recommended remedial action to minimize them.

6. The conclusions and recommendations are presented for incorporation in the noncommissioned officer education and professional development program and in some cases for independent adoption to eliminate inadequacies in present programs.

SECTION C

ASSUMPTIONS

7. Assumption #1:

That personnel requirements and commitments in Vietnam will continue to diminish so that the Skill Development Base will be reduced continually during FY 72 and the SDB program terminated by 1 Jul 72.

This assumption is not necessary to the development of a program for non-commissioned officer education and professional development but it is important in relating the progress of the Noncommissioned Officer Education System to a time-schedule. It has not been possible to operate both the Skill Development Base and the Noncommissioned Officer Education System in an MOS at the same time. The two programs have different objectives. SDB is an NCO procurement program. It is fed by AIT from which soldiers in grade E3 are assigned, promoted to grade E4, and graduated in grade E5. The NCOES is fed from the field in grades E4 and higher, except in selected MOS which permit assignment directly to NCOES from AIT for outstanding personnel. The NCOES is an NCO training course. Either the students are NCO or they are learning to be NCO by studying for the responsibilities they will assume if they are promoted. They are not promoted when they complete the NCOES course but must meet promotion boards and be selected for promotion (except for the number one graduate of each course who may be promoted one grade only if he is an E4). The operation of both SDB and NCOES at the same time at the same

school in the same MOS would have had an adverse effect upon NCOES because of the difference in promotion treatment of graduates of the two courses. Service schools, further, would have been unable to operate both courses simultaneously as the NCOES courses were to use the service school resources released by SDB upon closeout. This assumption will allow the study to anticipate full operation of NCOES starting with Fiscal Year 1973 and expanded operation up to that time as the SDB program is phased out as indicated elsewhere in this study.

8. Assumption #2:

That with respect to paragraph 3a, letter, DCSPER-SED, DA, 16 Jun 71, subject: Noncommissioned Officer Education and Professional Development, requesting the conduct of this study, the standards referred to apply to noncommissioned officer professional performance, performance of duty, training standards, and leadership standards of conduct, deportment, and discipline.

a. The DA letter requires identification of who or what establishes standards for noncommissioned officers and how we ensure respect for and adherence to the established standards. Standards for noncommissioned officers include standards of conduct both on a broad scale as laid down by Department of the Army regulations for all military and civilian personnel and on matters of personal conduct and discipline. Standards of uniform and dress are included in uniform regulations such as AR 600-20.

b. The Uniform Code of Military Justice establishes standards of conduct and discipline ranging from serious offenses of both civil and military nature to minor offenses such as drunkenness on post or in quarters and paying just debts.

c. In the area in which this study is concerned consideration of standards will be limited to those applicable to professional military performance. Although personal conduct affects a noncommissioned officer's fitness for duty and is indicative of his motivation and potential it is not a direct measure of his performance of duty, professional ability, or leadership. Those which are directly related to professional military performance are measured by such means as military occupational specialty (MOS) testing, enlisted efficiency reports, conduct and efficiency ratings, and school performance.

d. The establishment of standards in the area of professional performance is more difficult than in the area of personal conduct although more rigid adherence to the latter may be more usual than to the former. Evaluation of professional performance ranges in accuracy from testing, where results can be interpreted to be relatively accurate,

to the possible inaccuracies of individual evaluation in the enlisted efficiency report which is based upon the opinion of superiors.

9. Assumption #3:

That the Noncommissioned Officer Education System or such other system for noncommissioned officer education and professional development will be applicable Army-wide, applying, in addition to those military occupational specialties, schools and school courses for which CG CONARC has proponency, to those military occupational specialties for which other major commands and agencies have proponency such as USASA, USASG, USAJAG, and Defense Information School.

CG CONARC does not have proponency for all MOS in the Army personnel management system or for all Army service schools and service school courses in the Army service school system. Proponency for some MOS, because of their technical or specialized nature, is retained by other Department of Army commands or agencies. Career management of soldiers holding such MOS is retained by the command or agency. Any program in the area of noncommissioned officer education and professional development initiated in the MOS for which CG CONARC has proponency would have to extend to those MOS for which other commands or agencies have proponency so that uniform career policies would govern the development of all enlisted men in the Army. This assumption allows this study to consider the study problem only in relation to the MOS for which CG CONARC has proponency.

PART II - NONCOMMISSIONED OFFICER EDUCATIONAL SYSTEM

10. The Noncommissioned Officer Education System developed from recommendations for an enlisted career educational system concept as proposed by the Enlisted Grade Structure Study, DCSPER, DA, July 1967.

The school system employed for officers is designed to supply the background necessary for officers to perform more effectively in assignments that call for progressively more and more responsibility. Such a system is needed for the career development of noncommissioned officers. Formal training in leadership, management and generalized subjects is needed to provide the depth in background needed for these leaders. This type of training should start with grade E5 and be progressive in scope and depth of training as advances are made in the NCO grades. (Volume I, Annex D, Section VI, paragraph 31i.)

A related recommendation was contained in the Report of the Department of the Army Board to Review Army Officer Schools, February 1966.

Despite the fact that enlisted students in Army schools outnumber officer students four to one, enlisted training has not been subjected to the depth of study that has been accorded officer education and training. The value and relationship of courses at Army schools to the career patterns of enlisted personnel would constitute a large and profitable study. In light of the importance of well-trained and highly motivated enlisted men and women, the Board believes that a thorough study of their training and career patterns should be made. (Volume I, Section VII, paragraph 183.)

11. The first definitive action taken by the Army in support of the Enlisted Grade Structure Study recommendation was a proposed educational development concept prepared by Department of the Army and forwarded to HQ CONARC, by letter of 24 July 1968, for comments. Reaction to the proposed education system generally was enthusiastic although there was variety of opinion as to the exact form that the system should take. In subsequent correspondence from Department of the Army the concept was translated into a directive to begin detailed planning to establish the Noncommissioned Officer Education System (NCOES).

12. HQ CONARC published a letter of instructions, 3 December 1969, to the CONARC schools directing the preparation of training plans, programs of instruction, and prescribing subjects to be included in each course level of the system.

Modifications in the original concept and plans, to include the addition of a number of MOS to both the basic and advanced levels, have occurred but the concept has been carried forward to the point where as of 31 August 1971, 74 of 158 basic course Programs of Instruction and 35 of 90 advanced course Programs of Instruction had been approved for instruction in the schools and for field solicitation and subscription as directed by Department of the Army.

13. The NCOES will consist of three progressive levels of instruction, basic, advanced, and senior. A general description of each level is provided at Annex B, inclosure 1. The senior level course is currently under study. A plan is underway to establish a course where students will be in a FCS status. Only one course will be established, open to E7's and E8's. The course will be educational and branch immaterial in nature. AR 351-1, 19 August 1971, is the basic document establishing the non-commissioned officer education program at the basic and advanced levels.

14. Confusion has developed over the use of the word, course, in NCOES. Because of the orientation of NCOES to military occupational specialty and the requirement to include MOS training in the courses, the majority of the programs of instruction for each were prepared by the service schools separately for each MOS. This resulted, in programing and scheduling, in the program of instruction for each MOS being identified as a "course." In general, except in the most common MOS, no single "course" for students of one MOS is conducted by itself. Classes at one level or the other at each service school are "multi-track." That is, the class composition includes two or more MOS or career groups. For common subjects, prescribed by CONARC for inclusion in the course, the students attend class together and, in effect, are in the same course. For MOS or career field related instruction, the students are separated by MOS or career field groups and take applicable instruction in appropriate subjects. An NCOES class beginning on a particular date and ending twelve or fourteen weeks later could be made up of two or more courses which, except for MOS specified training, follow the same instructional schedule.

15. POI development in support of the NCOES program is in accordance with existing policy. Where instructional course content for technical and supervisory skills of MOS within ACMF permit, multi-track courses should be developed. If the technical and supervisory skills necessitate, single-track courses may be developed. Accordingly, the total number of POI required for the NCOES program ultimately will be determined by the respective schools, and a single POI may include training for one or more MOS, as determined by the proponent. Regardless of whether courses are single or multi-track, they must include the specified common subjects and additional academic subjects necessary for attainment of the skills and knowledge required to achieve a working knowledge at the prescribed skill level of proficiency.

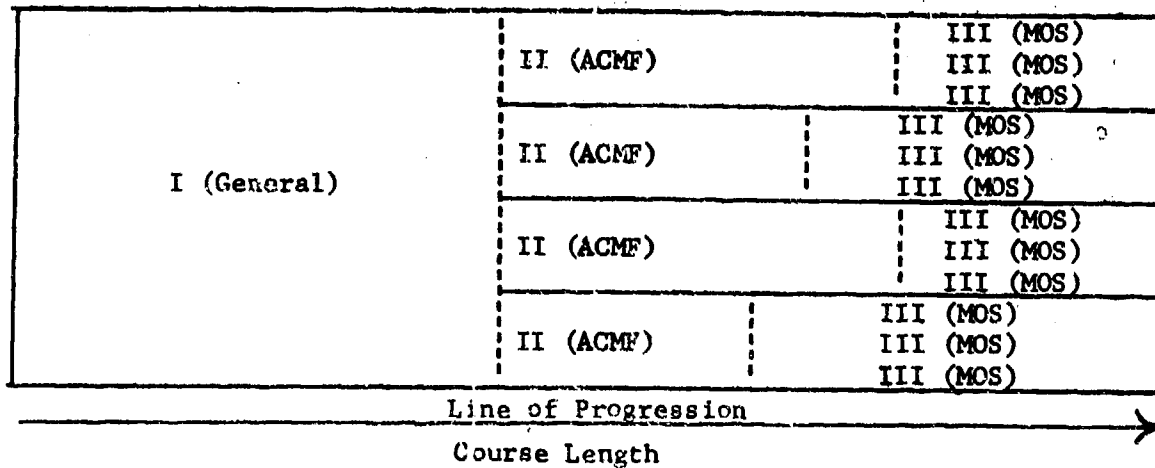
16. Under the present concept of providing MOS skill level qualification training, the multi-track concept provides a means of training for more than one MOS within a single program of instruction. Administratively a multi-track program of instruction includes a preface (Section I) for each MOS and a list (Section II) showing which instructional annexes apply to each MOS. Course content must be developed to insure students receive training necessary to satisfy the required skills and knowledge. In addition, elimination of non-essential material and unnecessary duplication of instruction is enhanced by the multi-track approach. Utilization of the multi-track concept does not negate the requirement to maintain a single "course length." Diagrammatic examples of programs of instruction using the multi-track approach are shown at Figures 1, 2, and 3.

17. The total number of Army Career Management Fields (ACMF) and Military Occupational Specialities (MOS) contained within a program of instruction depends primarily on the course content overlap in technical and supervisory skills. The course length shown in Figure 3 is the same for all MOS but may vary in division of instruction between Career Management Field and Military Occupational Specialty. This facilitates providing varying amounts of MOS versus ACMF oriented training to meet the student needs. When required skills necessitate a greater amount of MOS oriented technical training, the track reflects a shorter phase devoted to ACMF-peculiar training with an extended phase for MOS-peculiar training. The opposite applies to tracks requiring a very limited amount of MOS oriented technical training and a greater depth of knowledge on ACMF-peculiar subjects. It is concluded that the multi-track concept is a means of developing a highly flexible program of instruction, adaptable for incorporation of training essential for more than one MOS.

18. NCOES courses are career-oriented, training for the full range of noncommissioned officer responsibility, and for world-wide assignment, as compared with Vietnam-oriented SDB training. Basic and Advance courses vary in length but attendance will be on temporary duty. Soldiers attending from unit assignments will return to their units upon course completion. Soldiers attending on Department of Army orders will attend enroute between permanent changes in assignment. Replacement Stream Input, those E3 selected from AIT for attendance, will attend enroute from AIT to new assignments. Student input will be controlled by CONARC. Department of Army will be solicited to provide input from among soldiers on permanent change of station while the rest of the input comes from field units. Course prerequisites are published in DA Pamphlet 350-10, Formal School Catalog, and in separate messages and letters announcing new courses. Selection for attendance should be from the best-qualified. Commanders should recommend attendance by the most promising soldiers who have demonstrated their leadership potential.

19. A complete listing of the MOS currently included in the NCOES, identified by the course level and indicating status of course start dates with

TYPE MULTI-TRACK COURSE DESIGN



- LEGEND: I - Training common to all students regardless of MOS or ACMF.
 II - Training peculiar to specific ACMF.
 III - Training peculiar to specific MOS.

NOTE: Length of phases within a track and overall course length is determined by the school. Phases within representative tracks do not necessarily reflect order of presentation of instruction.

Figure 1

BASIC NCOES COURSE (USAAS)

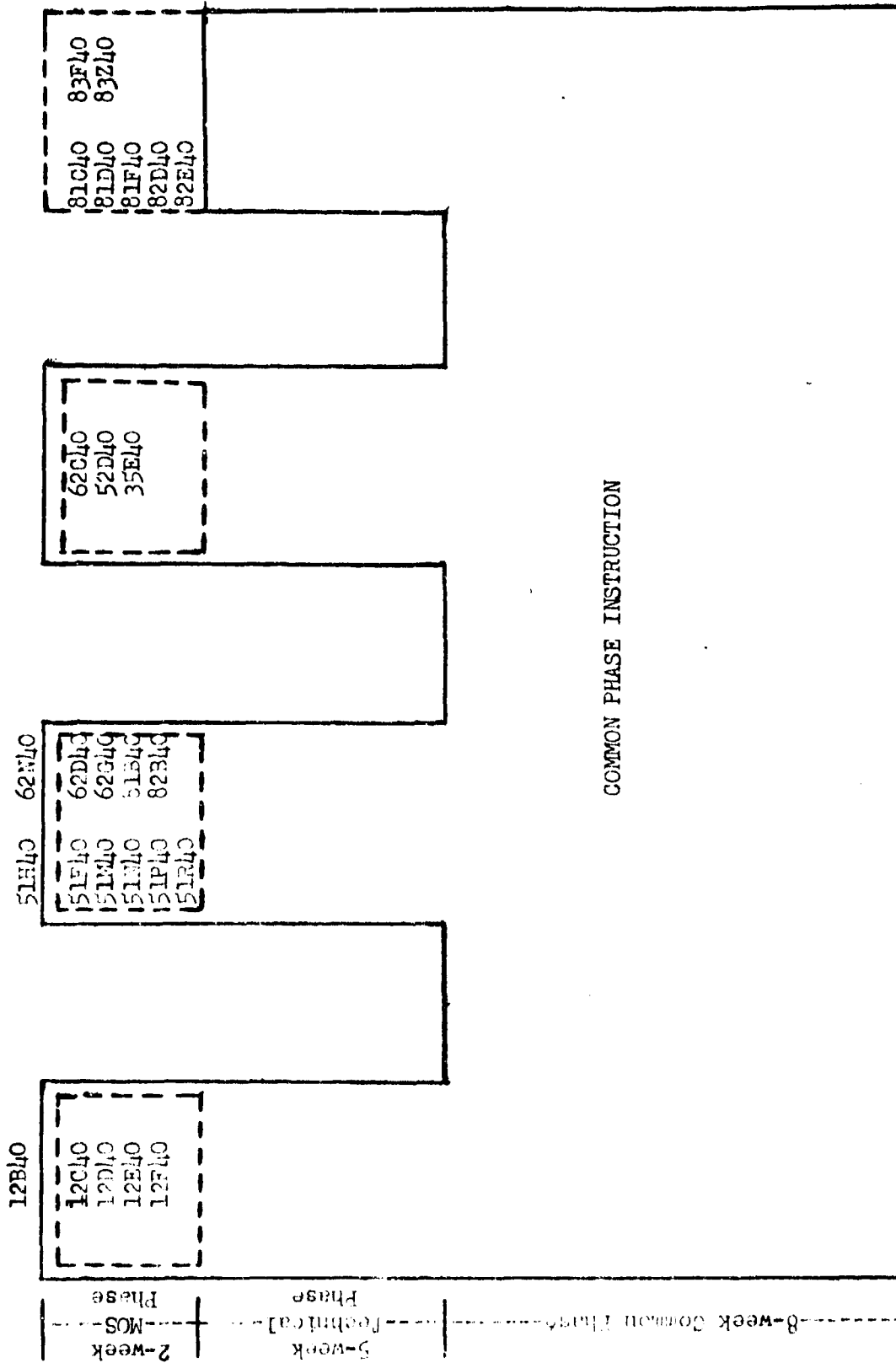


Figure 2

BASIC NCO COURSES (4) (USASE SIG SCH)

CMF: TACTICAL ELECTRONIC MAINTENANCE (EE)

CMF: COMMUNICATIONS OPERATIONS (CO)

Career Group: Radio Code
 Career Group: Comm Ctr Ops

Career Group: Wire Maintenance

Career Group: Field Communications Equipment Maintenance

Career Group: Electrical/ Electronic Dev. Maint.

1-WEEK TECHNICAL WITHIN CMF

1-WEEK TECHNICAL WITHIN CMF

1-WEEK COMMON PHASE

05B	05C	72B	72C	36C	36D	36E	36K	31E	31J	31I	31M	31N	31W	31Z	35B	35E	35P
Technical Phase (CMF)				Technical Phase (CMF)			Technical Phase (CMF)			Technical Phase (CMF)							

Common Phase

Figure 3

actual programed input or projected training requirements is at Annex B, inclosure 2. The NCOES is designed to increase the quality of the non-commissioned officer corps, to provide enlisted personnel the opportunities for progressive and continuing development, to enhance career attractiveness by providing formal leadership and development training, and to provide the Army with highly trained and dedicated NCO's which would meet the needs of the Army.

PART III - SERVICE SCHOOLS

20. Army service schools present two types of course which relate to enlisted career development. The first of these is the specialist, or MOS-producing course. The other is the functional course. Other courses presented by service schools either are not for enlisted men or are not concerned directly with their career development, such as, orientation and refresher courses.

21. Specialist, or MOS-producing, courses are offered at the four enlisted skill levels, one through four. There are no service school courses offered at the fifth skill level. Service school courses at the first and second skill levels are primarily intended to provide entry-level training to first term soldiers to prepare them for their initial duty assignments. These courses include those which are offered at Army training centers which are entirely oriented toward providing entry-level training. There are forty-three specialist courses which train soldiers to the first skill level. These primarily are at the Army training centers. Most of the service school courses train soldiers to the second skill level. There are two-hundred sixty-seven such courses.

22. There are forty service school courses which train soldiers to the third skill level (Annex C, Incl 1). These courses require previous qualification at the second or third skill level in the same or in another MOS prior to entry to the third skill level course. Therefore, the source of students for these courses is in the field where students are sent from units in which they serve. It is possible for students to enter these courses from other specialist, or MOS-producing, courses when there is an inadequate source of students in the field to satisfy the quotas established for those courses.

23. There are only twelve fourth skill level courses in the Army service school system (Annex C, Incl 2). These qualify students for duty in non-commissioned officer assignments within their MOS. They are the courses which may be converted to the Noncommissioned Officer Education System because NCOES basic is designed to train students at the fourth skill level. The Skill Development Base courses, which are not counted among the others, also qualify students at the second, third, and fourth skill level. At the present time there are only twelve SDB courses remaining in operation in the service schools (Annex C, Incl 3). It is assumed that these will be closed down by the end of Fiscal Year 1972 or sooner.

24. Functional service school courses are intended to extend MOS qualification into a particular field or on a particular piece of equipment. There are 113 such courses (Annex C, Incl 4). They essentially qualify a soldier in selected aspects of his MOS in order to prepare him to perform a higher order of work than he otherwise would encounter in his MOS. Attendance at a functional course usually requires qualification

in a particular MOS. Rarely it requires a certain period of field duty prior to undertaking the course.

25. Some functional courses are essentially a part of warrant officer procurement programs. Some functional courses result in award of an, "Additional Skill Identifier" (ASI), or, "Special Qualification Identifier" (SQI), which is added to the MOS identification. Functional courses supplement the specialist training given in the MOS-qualifying courses and are usually attended after a period of field duty although it is possible to go directly from entry-level training to a functional course when necessitated by personnel procurement and training requirements. Attendance at a functional course is not essential to upward progression in an MOS although it does add to promotion potential because of the award of promotion points to the promotion score for attendance at a service school. Functional courses with few possible exceptions would not be adapted to NCOES because they do not aim at higher MOS qualification.

26. A listing of service school courses is contained in DA Pamphlet 350-10. This publication lists the purpose and scope of each course and the prerequisites. Specialist courses are organized based on AR 611-201 which lists the requirements for qualification at each skill level within an MOS. This publication further gives the standards of grade authorization for each MOS and shows the MOS within the Career Group including progression from one skill level to another and from one MOS to another within the Career Group. DA Pamphlet 611-7 further shows the MOS within the Career Management Field. Both AR 611-201 and DA Pamphlet 611-7 show those MOS in which there is a training base course or service school course available to train in that MOS and skill level.

27. The possibility of incorporation of service school specialist courses into the Noncommissioned Officer Education System (NCOES) extends mainly to those courses training soldiers at the fourth skill level. These include the SDB courses but the conversion of these courses, or their termination in favor of NCOES, already is an essential part of the program for converting from SDB to NCOES. Of the other courses training to the fourth skill level, two are programmed for related NCOES basic courses and eight are programmed for NCOES advance courses.

PART IV - NONCOMMISSIONED OFFICER ACADEMIES

28. The mission and operation of noncommissioned officer academies in the Army today is well-established and authorized and prescribed by Army regulation (Annex D). Despite the relative brevity of the course of instruction, which is six weeks in CONUS NCOA, and the narrow scope of the curriculum which gives attention mainly to basic military techniques and skills, routine unit administration, and military instructor techniques, NCOA have attained a position of reliability and prestige. Attendance at a noncommissioned officer academy nets, as does drill sergeant school, the highest number of points, thirty, on the promotion score sheet, more than can be obtained for any other type of military education. The six-week course allows for a relatively complete presentation of noncommissioned officer responsibilities, for treatment of the methods, procedures, and techniques for discharging those responsibilities, and for an evaluation of the individual's ability to assimilate the instruction and training and demonstrate his ability to apply his new knowledge. Quality of performance at an NCOA can be considered a fair indicator of NCO ability and motivation.

29. It is entirely correct that noncommissioned officer academies have essentially the same mission as the Noncommissioned Officer Educational System. The intent of both is to provide a basis for increased leadership responsibility including the background to handle those responsibilities. The NCOA probably could be best equated to the NCOES basic course. However, the NCOA, being of only six weeks duration, can not present the variety of instruction to the extent of NCOES and it does not present MOS-related instruction. All of the subjects taught in the NCOA program of instruction also are taught in the NCOES basic and advance courses. The converse is not true.

30. The NCOA is open to noncommissioned officers and specialists five and above and to specialists four by waiver. The purpose is to train noncommissioned officers while they are in the noncommissioned officer grades. The NCOES basic, beside admitting NCO grades, is open to specialists of the fourth grade (E4) and, in selected cases, to privates first class (E3). In the original concept this does not appear to have been the case with the NCOES and it does appear that the lower limit for admission to the NCOES basic was to have been at the E5 grade. In that form the NCOES would have been exactly compatible except for course length. With the extension of NCOES to the lower enlisted grades, below the grade of noncommissioned officer, NCOES has become, to some extent, an NCO procurement program. In this character of noncommissioned officer procurement it shows the effect of the Skill Development Base program with the difference that the SDB produced NCO while the NCOES only produces a

31. Eventual replacement and elimination of Noncommissioned Officer Academies by the Noncommissioned Officer Education System should occur. The NCOES courses are designed to provide optimum training for responsibility at the fourth and fifth skill levels for all non-commissioned officers. Expansion of course capacity so as to permit attendance by every soldier appointed to noncommissioned rank, NCOES would make NCOA superfluous. Continued operation of NCOA coincidental with NCOES would be inefficient under that condition. Complete replacement of NCOA by NCOES will depend upon the rate of expansion of NCOES course capacity. The current NCOES is programed to provide a course capacity of 11,000 in Basic and Advance levels but it probably will not reach full operation before FY 73. Considerable additional capacity would be necessary to permit every future NCO to attend NCOES and addition of other MOS to the program is necessary to widen the system's applicability to every MOS. During the period until a full and complete program is available, the NCOA will continue to provide an essential alternate educational opportunity for noncommissioned officers. A precipitous elimination of NCOA in favor of NCOES before NCOES is able to take over the NCOA responsibilities would be premature, depriving, the Army of an established and perfected means of training a large number of NCO annually in the essentials of their profession and of establishing a standard for NCO performance. The NCOA offers an alternative for providing, for those soldiers who do not attend NCOES, additional leadership training which will do for them what NCOES does for those soldiers selected for attendance.

PART V - DRILL SERGEANT SCHOOLS

32. The mission of the Drill Sergeant schools is single purposed and unique in the Army educational and training system. It is generally accepted and has been repeatedly confirmed that the drill sergeant is an essential element in the training system. There is no indication that there ever will be an elimination or replacement of the drill sergeant by some other figure. The repeated verification of the drill sergeant's value and the steady increase in his prestige over the past decade substantiate the basis for continuation of the program as long as basic combat training is conducted in Army training centers.

33. The Drill Sergeant schools are operated at the Army training centers (Annex E). From among noncommissioned officers assigned for duty in the training centers the Drill Sergeant schools qualify those who satisfy the prerequisites for the school and who can meet the demanding requirements of the course. Completion of the Drill Sergeant School, is not an alternative to completion of a noncommissioned officer academy, but can be considered comparable; the promotion score award for the six-week Drill Sergeant School also is thirty points as for the noncommissioned officer academy.

34. Drill Sergeant School instruction is oriented primarily toward Basic Combat Training of the recruit though drill sergeants serve in BCT and AIT. It compares with NCOA training in basic military subjects because it directs attention to those subjects in order to qualify the drill sergeant to teach them to the trainee. Drill Sergeant School does not provide the drill sergeant candidate with the same opportunity to practice those military techniques in the context of noncommissioned officer operational responsibilities as does the NCOA, but presents the subjects to him in his role as trainer. Administration, which in the NCOA addresses unit administration, is oriented in the Drill Sergeant School toward trainee administration and records. In the leadership and instructor training the two courses undoubtedly are comparable.

35. Modification of the drill sergeant program to fit the Noncommissioned Officer Education System is not indicated. Drill sergeant while a separate military occupational specialty is a special skill MOS awarded in addition to other primary MOS. There might be some economical advantage in transferring drill sergeant training from the Army training centers to the service schools. Reduction in personnel overhead at training centers might be achieved. That step would be disadvantageous in removing drill sergeant training from ATC and placing it in a more academic atmosphere. It would necessitate temporary duty for drill sergeant candidates away from their training center assignments and would reduce flexibility in scheduling attendance. Concentration of all drill sergeant training in

a single service school, logically the Infantry School as the proponent for drill sergeant training, also might be considered with similar advantages and disadvantages. The transfer of an annual training load of approximately 6,100 to a single school, however, would require extensive separate study and is not indicated.

36. Inclusion of the drill sergeant MOS in the NCOES would streamline the organization for noncommissioned officer education and professional development by extending NCOES and standardizing personnel management procedures between the two programs. Even without change in the training organization at Army training centers, soldiers attending drill sergeant courses would receive credit for attendance at NCOES in the drill sergeant MOS. This would provide them with leadership training corresponding with that of the NCOES but would not provide training in the primary MOS, a disadvantage.

37. It appears that the organization of the drill sergeant training system in which training is conducted at Army training centers is appropriate within the context of NCOES at this time. No modification of the organization for training is indicated to bring drill sergeant training within the NCOES.

PART VI - TROOP SCHOOLS

38. The authority for commanders to establish troop schools at post and unit level is contained in AR 350-1, Training, ARMY TRAINING, 30 Sep 69, which assigns the responsibility for training to commanders.

39. Commanders have used troop schools at all levels to supplement the education and training provided within the Army and to develop special skills in which trained personnel otherwise are not immediately available. The need for better trained personnel has been the major determining factor in the establishment or discontinuance of troop schools.

40. Emphasis in training in troop schools is generally the same in the four CONUS armies (Annex F). Although course titles, descriptions, lengths, and attendance vary, the emphasis on subject matter essentially is the same. Training falls into five categories.

a. Specialized training to repetitively develop and improve technical skills such as CBR and communications.

b. Routine training in fundamental skills essential to support unit administration, supply, and training such as clerical and projectionist training.

c. Instructor and leadership training to develop training, supervisory, and leadership abilities, primarily in noncommissioned officers.

d. Specialized tactical training to develop combat skills such as RECONDO training.

e. Training to fulfill requirements in support of specialized programs such as drug abuse workshops.

41. The training benefits received from these schools can contribute to the long-range professional development of noncommissioned officers but these schools are not established to assist an individual in an Army career management context. The training benefits derived from troop schools assist in development and application of certain skills. They mainly improve upon skills learned elsewhere in formal Army schooling or training or develop limited skills in areas not widely presented in formal Army schooling and training.

42. The training received in troop schools does not conflict with the training presented in the Noncommissioned Officer Education System. If NCOES or other Army education and training programs are adapted to include training which would reduce the necessity for certain troop schools, certain of those schools could be eliminated. Within the limitations on

resources, the establishment of troop schools to improve individual and unit performance is an essential option of commanders which must be allowed the widest application.

PART VII - DISCUSSION

43. Any study of the subject of noncommissioned officer education and professional development and recommendation for a program for the Army in that area must consider the fact that the Army already has a program for noncommissioned officer education in being at this time, the Non-commissioned Officer Education System (NCOES). The necessity for such a program was advanced by the Enlisted Grade Structure Study of July 1967. That study outlined conditions under which noncommissioned officers were unable, or found difficulty, in achieving or maintaining proficiency in their military occupational specialties and recommended development of an enlisted educational program to reduce those conditions. As outlined in the discussion of NCOES in Part II subsequent action by Department of the Army validated the requirement for an enlisted education program by directing the development of a three-level education system to train enlisted men for noncommissioned officer responsibilities. The NCOES is the product of research by personnel, training, and educational authorities in the Army and should embody the best from their research over a period of three years. The Army school system including Headquarters, Continental Army Command, is deeply committed to NCOES. Programs of instruction have been developed and courses of instruction pursuant to them established and operated. Students already have graduated from the first course at the Engineer School. Positive action would have to be taken to reject NCOES at this time. NCOES is programmed for continued expansion to the limit of the program as originally planned and revised in a series of continuing actions by Department of the Army, Headquarters, Continental Army Command, and the service schools.

44. Whether or not all the features of NCOES are ideal, its essentiality as a program has been reiterated repeatedly, most lately by the Report of the CONARC Leadership Board, 30 July 1971, Leadership for Professionals and by the USAWC Study of Leadership for the Professional Soldier, 1 July 1971, Leadership for the 1970's, both of which urge implementation of NCOES.

To appeal to the kind of individual we want in the Army, training must be interesting, challenging, and demanding. The Board strongly indorses the concept of decentralized training, and encourages the use of spartan and adventure training - - training that taxes one's capabilities, and is exciting. It also supports the observation that noncommissioned officer training must be improved, particularly in such areas as human behavior and counseling. In this regard, the Board urges complete implementation of the NCO Education System as rapidly as possible. Also, unit training conducted by senior NCO's for junior NCO's should be encouraged and division level

NCO academies should be supported (Leadership for Professionals, Report of the CONARC Leadership Board, Fort Bragg, N. C. 28307, 30 Jul 71, Chapter 5, Page 41, Training).

ESTABLISH AN EXTENSIVE AND PROGRESSIVE PROGRAM OF ACADEMIC AND TECHNICAL EDUCATION FOR CAREER NCO'S.

DISCUSSION. When comparing all levels of the Army's leadership climate in terms of the relative amount, complexity, and severity of leadership problems, the Senior NCO level appears to be the one in greatest need of help and leadership maintenance. Many of the problems at this level are related directly to difficulties in communicating effectively - - communicating with immediate supervisors as well as with immediate subordinates. At a deeper level, a root cause of this communication difficulty is not the traditionalism or obstinacy of the Senior NCO; indeed, there is probably no level more loyal or more concerned with the Army's future effectiveness. Rather, the difficulty appears to lie in the Senior NCO's relative lack of education, both academic and technical. In inter-level communication, this relative lack of education makes it difficult for the Senior NCO to establish the common or shared frame of reference which is critical to effective communication. The Senior NCO has been fulfilling his role as "backbone of the Army." Over the years, he has been the doer, and the price exacted has been in terms of his progressive professional development. In the planning stages, programs exist (e.g., the Noncommissioned Officer Education System) which are designed to enhance the development of the career noncommissioned officer. In light of the Army's reliance on this grade level, and the severity of the leadership problems which apparently exist therein, plans for the professional development of the career noncommissioned officer should be expanded, intensified, and accelerated. (Leadership for the 1970's, USAWC Study of Leadership for the Professional Soldier, 1 Jul 71, SOLUTION CONCEPTS, Paragraph 5, Page 58).

The letter, DCSPER-SED, 16 Jun 71, subject: Noncommissioned Officer Education and Professional Development, requesting the conduct of this study and the development of a program in that area itself, recognizes the need for a program capable of phased implementation but full implementation as soon as possible. NCOES is in a condition of phased implementation at this time. The capability for full implementation of NCOES would have to be measured by the availability of resources. By the continued expansion of the program it should reach full implementation.

SECTION B

PROFESSIONALISM

45. The request for conduct of this study also stated a requirement that the program developed provide the best means for teaching professionalism, motivation, and leadership in addition to MOS training essential for job performance. The Army seeks to develop a professional noncommissioned officer corps but the objective of teaching professionalism may be elusive. Definitions of professionalism are in particularly wide circulation in the Army as adjustment to changing missions and conditions is sought. What it means in connection with the performance of noncommissioned officers can be reduced to a measure of quality of performance. balanced by enlightened leadership based on secure confidence in individual responsibilities and the ability to properly discharge them. Essential and central to the kind of self-confidence necessary for such a condition is knowledge of how to do one's job, perhaps not perfectly the first time, but acceptably, and with the capability to improve adequately within a reasonable period of time. As a supervisor, leader, or commander, this competence includes a measure of the leadership ability which permits adequate control and motivation of subordinates while insuring their essential needs are met. These things can be taught. They are included as a part of the programs of instruction of the NCOES courses.

SECTION C

MOTIVATION

46. The search for a way to teach motivation may be even more frustrating. Motivation, more than professionalism, is a condition of mind and heart, attitude, which is even less connected with demonstrated abilities and capabilities. Motivating noncommissioned officers, and soldiers who have the potential to become noncommissioned officers, poses the same problems as motivating all individual men to meet their responsibilities. Motivation can be achieved by providing a day to day, month to month, year to year environment in which a reasonable amount of accomplishment and success can be achieved with corresponding spiritual, or moral, and material compensation while retaining the greatest permissible latitude for individual expression, development, and diversion. As in developing professionalism, there is a central requirement to provide an individual, a noncommissioned officer or soldier, with those resources which he may not possess within himself or can not develop by himself so that by reasonable effort, he can reach enough of his professional and personal objectives or goals to be satisfied with himself.

47. These generalizations regarding professionalism and motivation are

not intended to evade the requirement to address their development in the procurement of the highest qualify of noncommissioned officer leadership in the Army. They suggest that the way to professionalism and motivation, from the standpoint of training, is development of a program which, not only because of its content but because of its nature, will develop noncommissioned officer professionalism and will motivate. The series of Army studies which recently have been completed or are in various stages of progress address more completely than appears appropriate in a study of noncommissioned officer education, the problem of the kind of leadership necessary to complement professional education and training and adequate material career compensation in developing balanced, motivated, professional performance by the Noncommissioned Officer Corps.

SECTION D

ALTERNATIVES TO NCOES

48. Aside from rejection and abandonment of the present NCOES, there are alternatives to NCOES, some of which were considered in reaching the decision to adopt NCOES. NCOES could be reduced from a three-level program of basic, advance, and senior courses to a two-level or single-level program. Either of these alternatives would have the effect of simplifying the structure and possibly reducing the cost of the program. The curriculum, which requires a percentage of MOS oriented training could be revised to concentrate on a single program of instruction for all basic and all advance courses eliminating MOS training in favor of reducing course length or maintaining course length by adding additional general common subjects. These are options which more properly would have been exercised during the early development of the NCOES concept and, if considered, were rejected in favor of the present system. Further consideration of those options would have to be based on the cost of the several alternative programs measured against the educational and training objectives. Possibly one of the alternatives above in combination with expansion of other NCO education and training programs, such as the non-commissioned officer academies, as has been recommended elsewhere, would satisfy the objectives of a program for noncommissioned officer education and professional development.

SECTION E

NCOES PROCUREMENT

49. On the basis of the performance of NCOES thusfar it is not possible to evaluate its effectiveness as the Army's program for NCO education and professional development. Experience has been mixed, good and bad. The main problem has been procurement of the best-qualified students in the

numbers essential to economically fill the courses. Inclosure 1, Annex G shows solicitation results of FY 71 and FY 72. This is the effect of several factors. The first is the method of procurement. This discussion is applicable only to the basic courses which are the only courses which have been active to this time. The solicitation procedure is presented in Panel II, NCOES which explains that course fill is based upon offering course quotas to field commands and agencies which then nominate students as they feel they have the capability. The number of students who eventually attend NCOES courses is dependent upon the voluntary acceptance of quotas by field headquarters despite the establishment by Department of the Army of annual training requirements at each NCOES level by MOS. The recognition of NCOES as an essential or beneficial program has not reached an acceptable degree in field organizations.

50. A second factor in reduced or limited attendance as a result of inadequate subscription to solicitation for NCOES courses may be limitations on funds to support travel and temporary duty. Funds to support course attendance must come from the funds allocated to support all travel and temporary duty within applicable commands. Whether or not shortages of funds have had an effect upon subscription to solicitation has not been determined and it might not be possible to do so. The NCOES must compete for such funds with other travel and temporary duty. Since NCOES is an Army program, local interest may place it in such priority that there are inadequate funds to support even a reasonable percentage share of the Department of Army NCOES training requirement. Provision for availability of sufficient funds to support the full NCOES course load and restriction in the use of those funds alone would insure that the support for travel and temporary duty to attend NCOES would be adequate.

51. The third factor affecting the procurement of students is the lack of knowledge or understanding about NCOES. Except for articles published in unofficial and information media, dissemination to the field of facts about NCOES is limited almost exclusively to the solicitation messages transmitted by CG CONARC announcing NCOES courses and establishing prerequisites for them. Until the publication of the revision of AR 351-1, Schools, Military Education and Training, 19 Aug 71, which will be effective on 15 Oct 71, there existed no authority for NCOES other than the correspondence directed between headquarters during the years of development of NCOES during and since 1968. With the publication of the revised AR 351-1 authority exists, as explained in Annex C, NCOES, for the basic and advance courses. This condition has limited the dissemination and availability of information about NCOES. As the Enlisted Grade Study points out in the Main Study Report, Chapter 5, Page 118, Paragraph 5-13j(2)(b), ". . . NCO's themselves cannot quite relate attendance . . ." (at higher NCO courses conducted by CONARC schools) ". . . to a tangible career benefit . . ."

52. The lack of adequate tangible benefit is a fourth factor. For promotion evaluation on the promotion qualification scoresheet (DA Form 3355-1), successful completion of a noncommissioned officer academy or drill sergeant course will obtain thirty promotion score points. Successful completion of other Army service school courses or major command school courses receive promotion score credit of one point for each week of attendance, except that specified courses, Ranger, Airborne, NCO Candidate, NCO Supervisor, and Leadership Courses, are granted promotion score credit of two points for each week of attendance. These promotion score credits do not include NCOES which, presumably, then must be classed as an ordinary Army service school course receiving award of one point per week. Yet the NCOES courses are supposed to do for the NCO or potential NCO everything that the NCOA will do, and more, because they average in length approximately twice and more the number of weeks of the NCOA and DSS which are six weeks. By letter, ATPER-P&M-MPM, HQ CONARC, 26 Jan 71, subject: Promotion Point Credit for Basic Noncommissioned Officer Course, revision of the point score policy on the promotion qualification scoresheet was recommended so that a standard award of forty-two points would be made for successful completion of an NCOES course. Although not recommended in the referenced letter, failing such action, or in the interim, at least, credit might be given placing NCOES courses in the category of those receiving two points credit per week of attendance, such as Ranger and NCO Supervisor courses. No action has been taken on the recommendation. NCO who now have successfully completed the first NCOES courses still may receive only one promotion point per week of attendance. As indicated by the award of thirty promotion points for successful attendance at the six-week NCOA or DSS it would appear that an award of thirty points or more would be appropriate for successful attendance at NCOES courses.

SECTION F

ESTABLISHMENT OF STANDARDS

53. This study was to include in its scope, as a minimum, in accordance with paragraph 3b of the letter requesting the study, the establishment of standards for noncommissioned officers and how respect for and adherence to established standards is ensured. It has been assumed that the standards in question are standards of duty performance, job performance, professional performance, and not standards of dress, deportment, conduct, and discipline. Establishment of standards in those latter areas, while the province of every Army headquarters and individual affect only relatively and indirectly the accomplishment of the Army's mission. There are adequate authorities which establish clear-cut standards in those areas. The leadership studies referred to in paragraph 47 above, deal with the application of measures to adherence to those standards.

54. Establishment of, respect for, and adherence to standards of professional performance of duty and technical proficiency depend upon application of fundamental steps in education and training. Whether the subject is close order drill, crew drill, gunnery, maintenance, communications, aviation or electronic maintenance or leadership, it must be presented through the techniques of explanation, demonstration, application, and examination. From service schools to troop schools at the lowest level, from formal instruction to individual counseling, the instructor, and through him, the school and the Army, or the commander or other superior, must explain what is wanted and how it is to be done, demonstrate where possible and appropriate, allow application of the principles and techniques taught, and examine and critique the application. The application of these principles to every area of military competence must result in increasing the ability of those instructed and of measuring their competence against the established standard. The standards must be reasonable. By acceptable effort one must be able to meet the standard. The rewards for meeting the standard must be recognizable and worthwhile.

55. Where those conditions are satisfied, a responsible record will be established and an authority becomes more and more accepted in establishing standards. A record of inconsistency and error will erode respect for that authority and standards established by it will neither be accepted nor respected. The development of standards is a result of some trial and error and, in the Army, usually involves the effort of many people, though persons with command authority may establish standards, seemingly, arbitrarily. Those standards are subject to the same test of responsibility as are others. The development of standards for most military techniques originates in new equipment or changed conditions which outdate old standards and challenge authority for timely development of new standards. Whether in the fields of technical qualification with equipment or the abstract, intangible fields of tactics and leadership responsible authority at every level must see the need and satisfy it in clearly stating missions, goals, objectives, and, through them, standards which divide what is acceptable from what is not acceptable.

56. Because service schools are fundamental in establishing standards of professional performance a professional educational program, such as NCOES, is important in providing renewed opportunity for leveling the knowledge of noncommissioned officers periodically as their responsibilities increase. Recommendations for some kind of noncommissioned officer education program are based on recognition of the need to obtain periodic professional educational advancement and reorientation. This is the purpose of commissioned officer career schooling and the reason the development of post-World War II noncommissioned officer academies has been sustained. The reaction of students undergoing such instruction varies but the general reaction is favorable and progressive.

SECTION G

NONCOMMISSIONED OFFICER ACADEMIES AND DRILL SERGEANT SCHOOLS

57. The place of the noncommissioned officer academies in relation to the establishment and expansion of NCOES must be defined. NCOA have been recognized for the contribution they make to noncommissioned officer development. They are one of the sources of the standards the Army establishes for noncommissioned officers. The subjects presented in the NCOA also are presented in the NCOES. Because NCOES courses are longer, the programs of instruction are more inclusive. Replacement of NCOA by NCOES for simplification and efficiency will be appropriate when NCOES has the capacity to accommodate all enlisted men who have been or will be appointed noncommissioned officers. This may not occur for several years, the period during which NCOES is phased in and expanded to provide every soldier in every MOS an opportunity for NCOES education. There will be a backlog of noncommissioned officers and potential noncommissioned officers who will not attend NCOES. The 8,700 space capacity of the NCOA will significantly reduce the number of enlisted leaders who will have received no noncommissioned leadership training. A long overlap of coincidental functioning of NCOA with NCOES should be appropriate. As pointed out in paragraph 52, reconciliation of the promotion point score award for completion of NCOES, as compared with NCOA, and Drill Sergeant School, will be essential in making NCOA, DSS, and NCOES compatible during this period.

58. The Drill Sergeant School provides a measure of the same type of leadership training provided by NCOES and NCOA, though drill sergeant training is oriented specifically toward recruit training. While the NCOES and NCOA teach the noncommissioned officer to perform his operational duty, the Drill Sergeant Course teaches performance of a specific training mission. Drill sergeant training is not a substitute for NCOA or NCOES nor are they substitutes for drill sergeant training. Promotion evaluation credit for drill sergeant training is equal to credit for NCOA but greater than for NCOES. Modification to the organization for drill sergeant training could be made but is complicated by the fact that drill sergeant training, unlike all NCOES instruction, is presented in the training centers rather than in the service schools. Modifications which might be made are not necessarily associated with the development of a noncommissioned officer educational system. With the expansion of NCOES and reduction in the training center operation, incorporation of drill sergeant training in NCOES might be practical and appropriate based on separate detailed study analysis. Until such time retention of the present organization and personnel policies in training and assigning drill sergeants appears appropriate.

SECTION H

TROOP SCHOOLS

59. An extensive system of troop schools is operated within the CONUS armies and by the oversea commands. The chief characteristic of those schools is their capability to satisfy short-range training requirements which are not satisfied by Army-wide training or schooling programs. Troop schools present training to overcome shortages of trained personnel resulting from unforeseen variations between requirements and programs, to provide refresher or requalification training in standard duties, and to satisfy special requirements for training for specific missions and local operating procedures. The danger in establishing troop schools is that they may duplicate other training at prohibitive cost although that fact may not be recognized by the command establishing the school. Their essentiality in giving the commander the flexibility and resource to cope with training conditions which affect his ability to accomplish his mission must be accepted. Most troop schools do not provide training which could substitute for formal service schooling in specialist or functional course or in NCOES courses or NCOA (which, in fact, are troop schools). They may compete for students and the operation of troop schools could reduce the availability of qualified personnel for attendance at NCOES courses. They compete for funds, under present conditions, for support of temporary duty away from home station for training purposes.

SECTION I

CAREER DEVELOPMENT

60. Enlisted career management has grown into an extensive well-organized system providing progressive increase in skill qualification and grade coupled with increased responsibilities in assignments. Yet the opportunity for schooling to assist in developing leadership potential has not kept up with career management. Most management and supervisory skills appointment have been developed on the job. (See Figures 6, 9, 10, and 11.) The bulk of the service school courses are in the second skill level. That group of courses which train to the third skill level include those which are follow-on to previous service school courses but are intended to train at the specialist, or journeyman, level. Non-commissioned officer academies and drill sergeant schools as well as noncommissioned officer and leadership schools at post and unit level have provided opportunity for development of leadership abilities but these schools tend to be oriented toward the combat arms. Technical training in addition to leadership training in troop schools reinforces the need for advance schooling for continued career development into the higher skill levels and grades.

61. Normal progress by MOS upward through the skill levels and grades is governed by Army Regulation 611-201 and Department of Army Pamphlet 611-7. The division of MOS into career groups and career management fields allows association of the many MOS into manageable arrangements which provide for career progression for every enlisted man. Through progress within his own MOS or reclassification into an MOS with increasing breadth of responsibility but directly associated with his original MOS, he has an opportunity for eventual promotion to E9. Typical career patterns within the Career Management Field, INFANTRY, and the Career Management Field, MECHANICAL MAINTENANCE are shown in Figures 4 and 5. The diagrams show how every enlisted man initially classified in an infantry MOS can advance to a higher skill level and higher grade, eventually, by following the MOS path to Infantry Senior Sergeant or Infantry Operations and Intelligence Specialist, reaching the grade of sergeant-major, E9. Within the Mechanical Maintenance Career Management Field, advancement in any of eight MOS fields can result in eventual appointment as master-sergeant and through reclassification to MOS 63Z50 appointment to sergeant-major. The same possibility is available in every MOS through similar upward progression.

62. As with officer career schooling, most enlisted and noncommissioned officer schooling should come during the earlier part of a career. The Noncommissioned Officer Education System is oriented primarily toward the soldier in the first half of a thirty-year career. The basic level NCOES trains soldiers to the fourth skill level pursuant to the standards contained in Army Regulation 611-201 which describes the knowledge and abilities which an individual must possess at that skill level. In the same manner the advance NCOES trains to the fifth skill level. The senior NCOES course will not be related to a skill level as the fifth skill level is the highest. It is related to concepts of responsibility at the highest enlisted levels. The appropriate time in an enlisted career for attendance at the Basic and Advance NCOES is related to the assumption of responsibilities at the fourth and fifth skill level. Attendance at these two NCOES levels should come prior to or not too long after assumption of responsibilities at the fourth or fifth skill level. Therefore, attendance is limited at the Basic NCOES generally to grades E4 and E5 and at the Advance NCOES generally to grades E6 and E7. The point, during the career progression presented in AR 611-201 and DA Pamphlet 611-7, at which enlisted men should attend the NCOES courses is represented by Figures 6 through 12.

SECTION J

KEY POINTS

63. Under new policies, soldiers who do not show acceptable progression by promotion will not be allowed to reenlist. A reasonable period of service is allowed in each grade and adequate opportunity to attain promotion allowed. At the termination of the maximum period of service

CAREER MANAGEMENT FIELD: INFANTRY

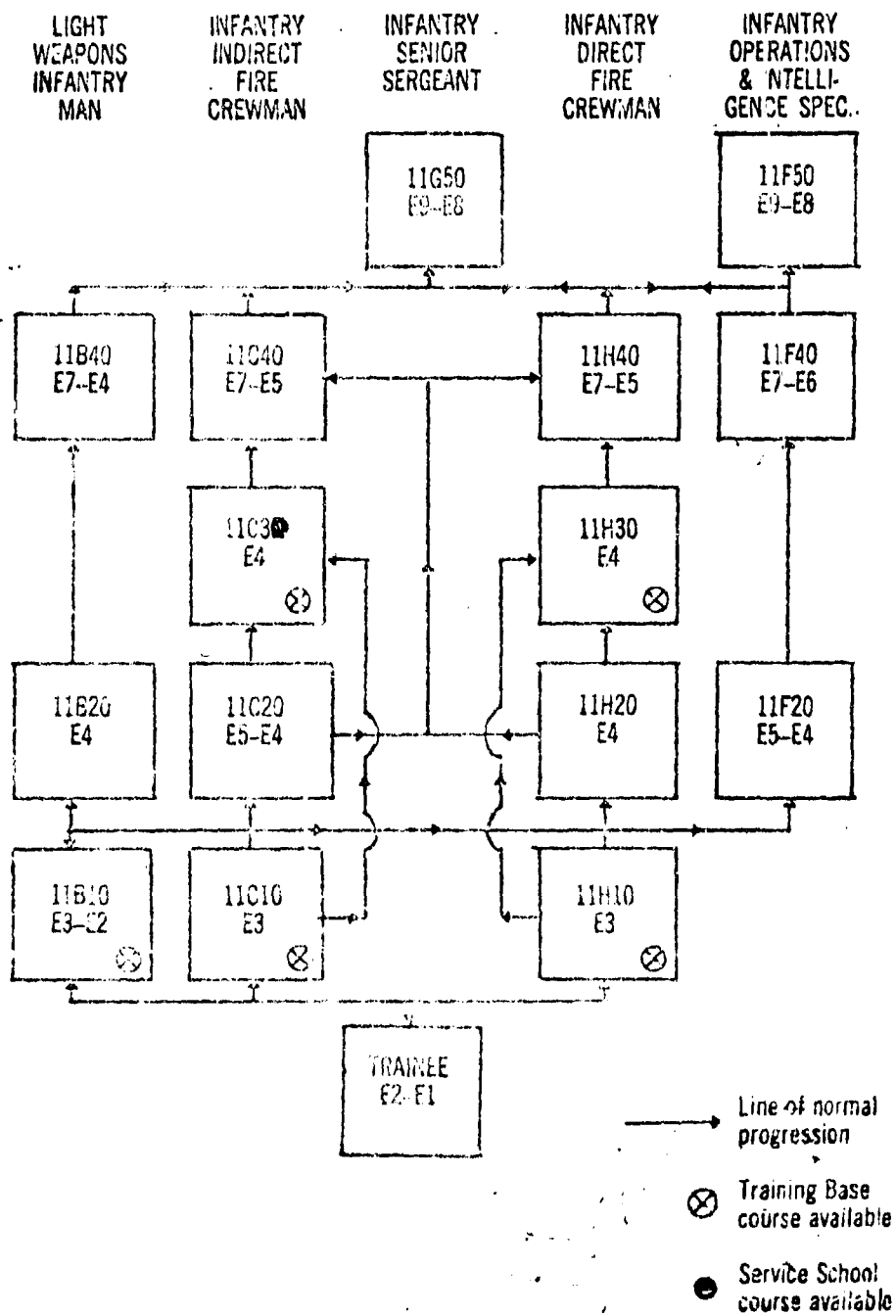
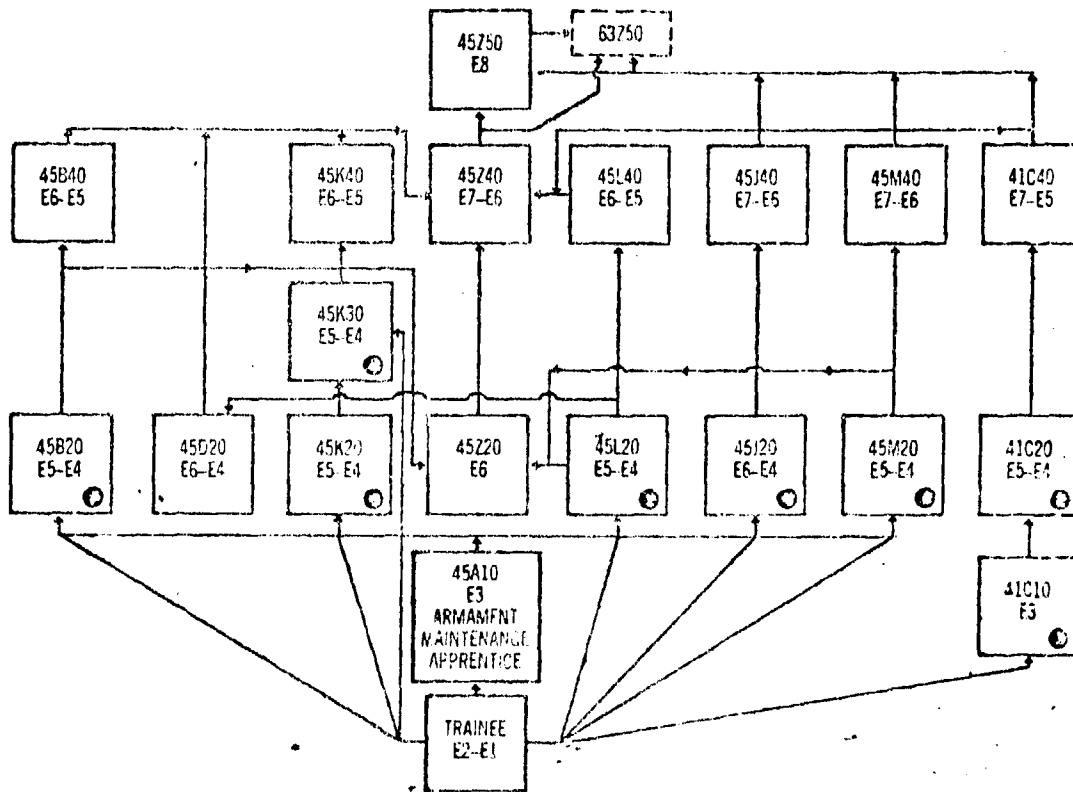


Figure 4

CAREER MANAGEMENT FIELD: MECHANICAL MAINTENANCE (MM)

SMALL ARMS REPAIRMAN ARTILLERY CALIBRATION SPECIALIST TANK TURRET REPAIRMAN ARMAMENT MAINTENANCE FOREMAN-INSPECTOR ARTILLERY REPAIRMAN ACFT ARMAMENT REPAIRMAN ACFT ARM SUBSYSTEM MECHANIC FIRE CONTROL INSTRUMENT REPAIRMAN



→ Line of normal progression
 ● Service School course available

Figure 5

LIGHT WEAPONS INFANTRYMAN

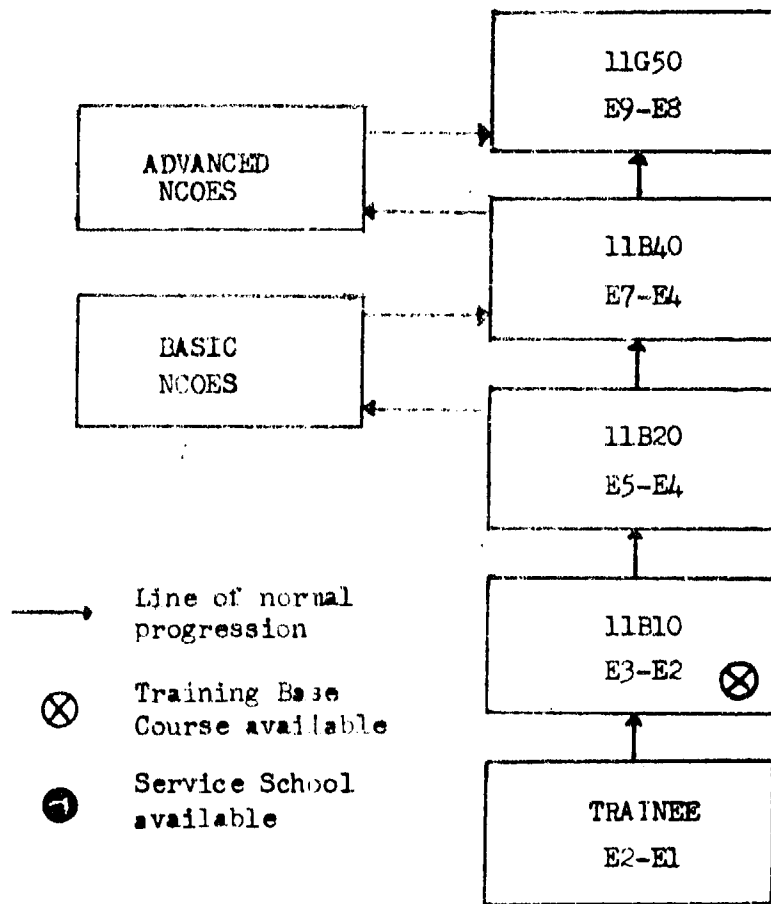


Figure 6

PERSONNEL SPECIALIST

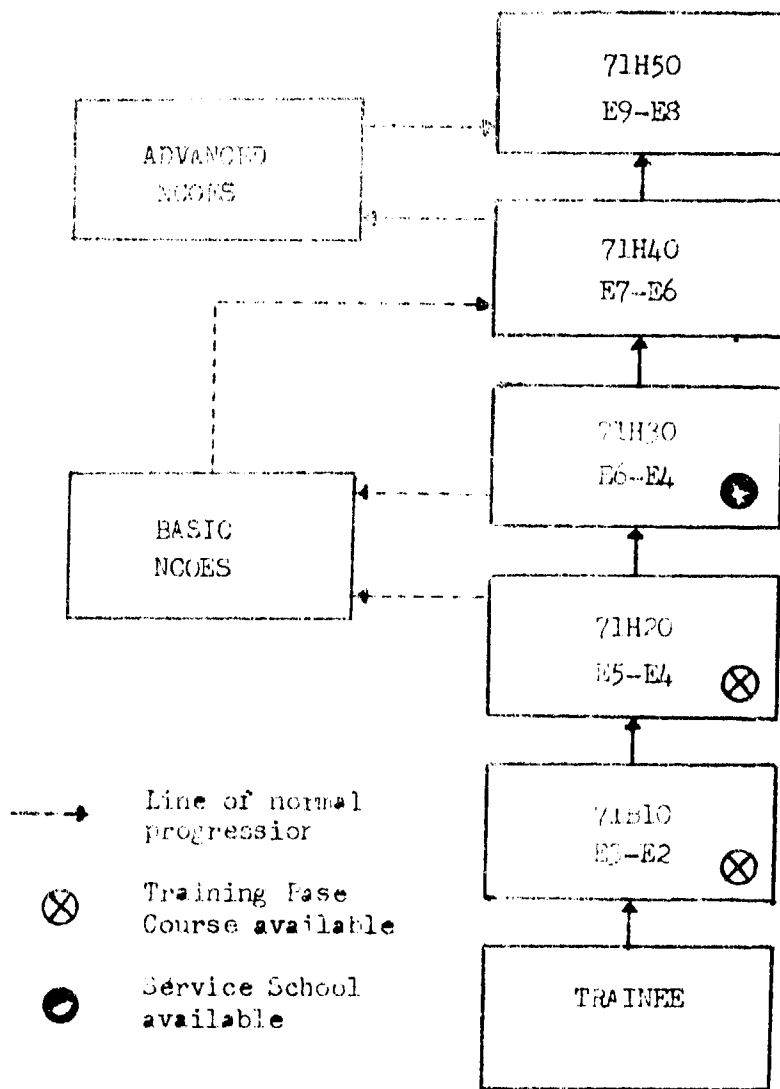


Figure 7

POSTAL CLERK

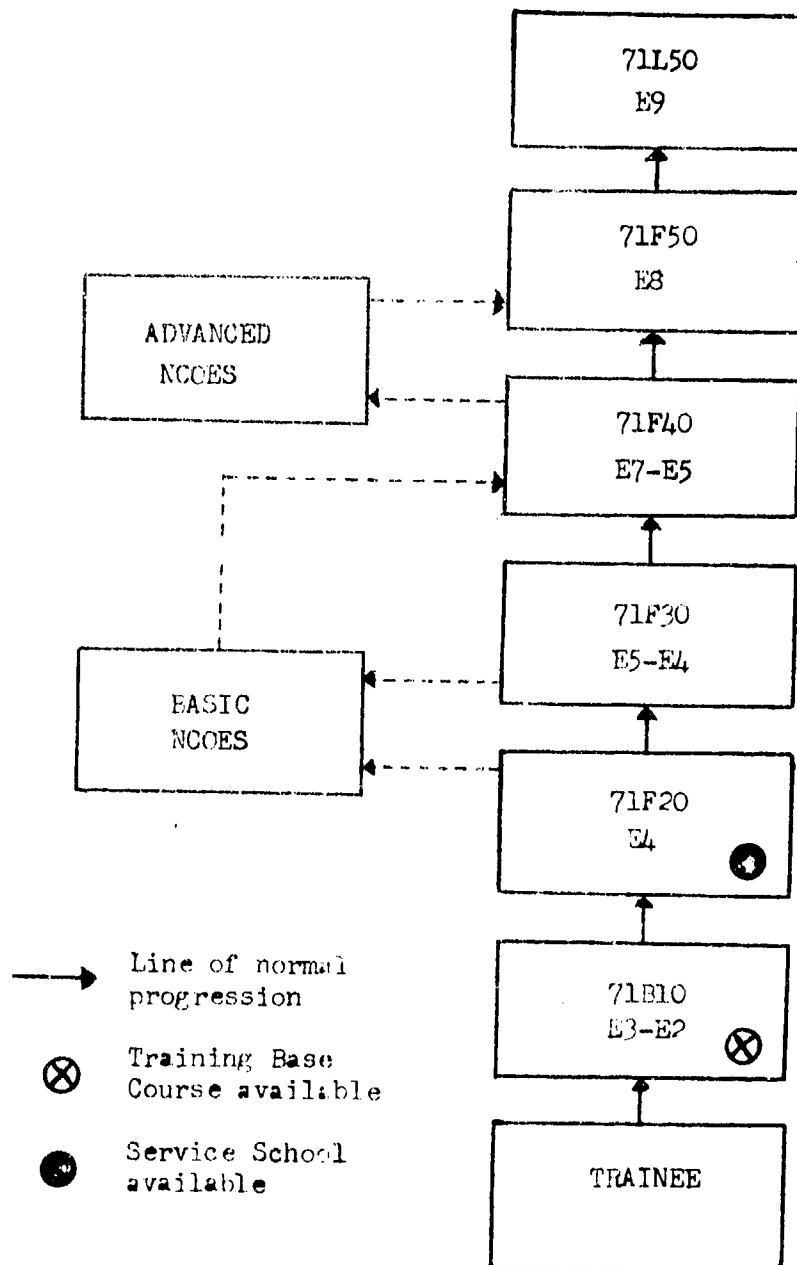


Figure 8

RADIO TELETYPEWRITER OPERATOR

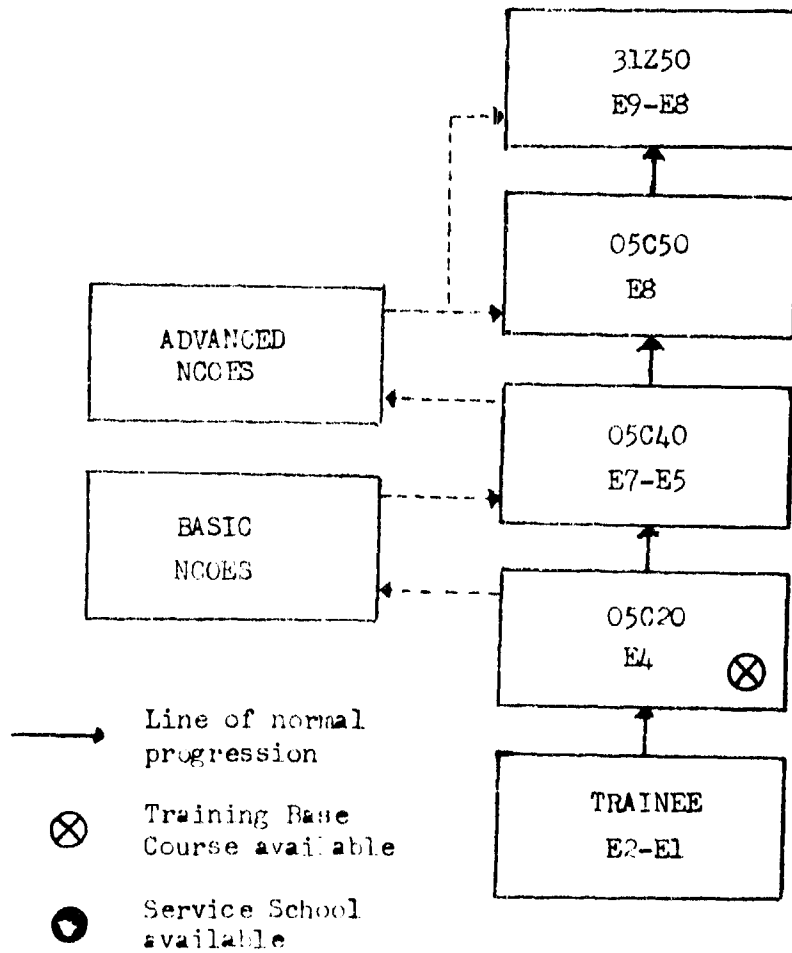


Figure 9

ARMOR CREWMAN

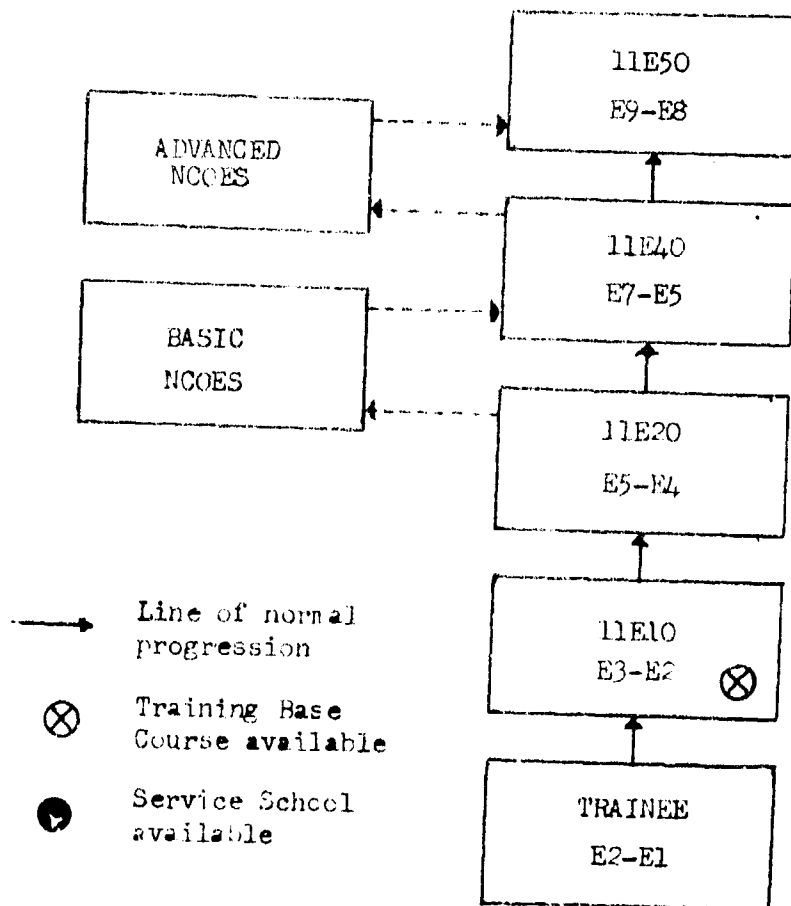


Figure 10

TRUCKMASTER

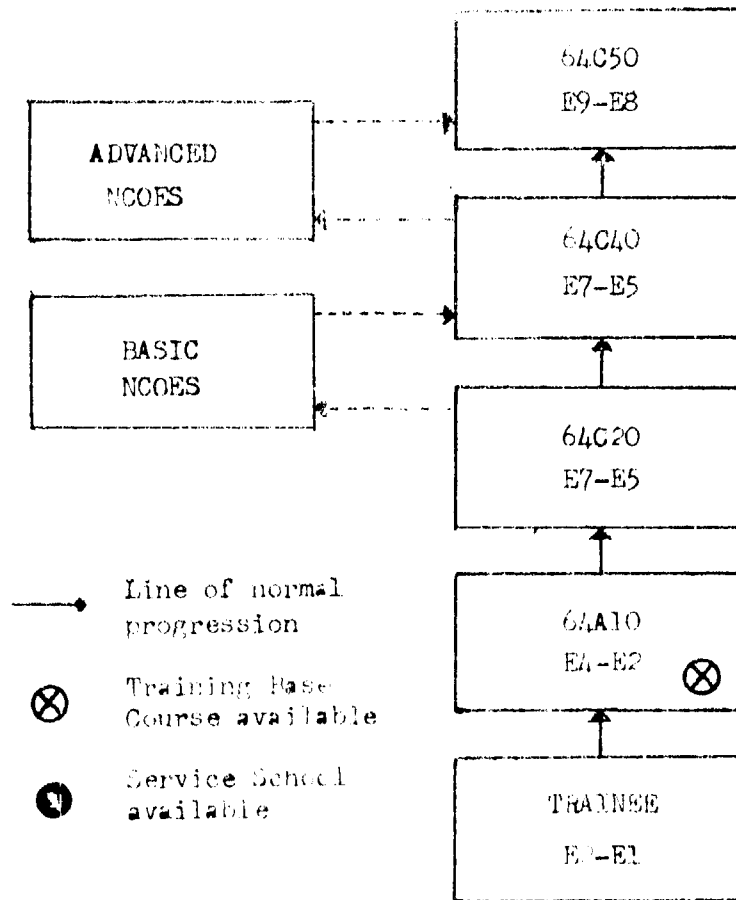


Figure 11

ARMORER/UNIT SUPPLY SPECIALIST

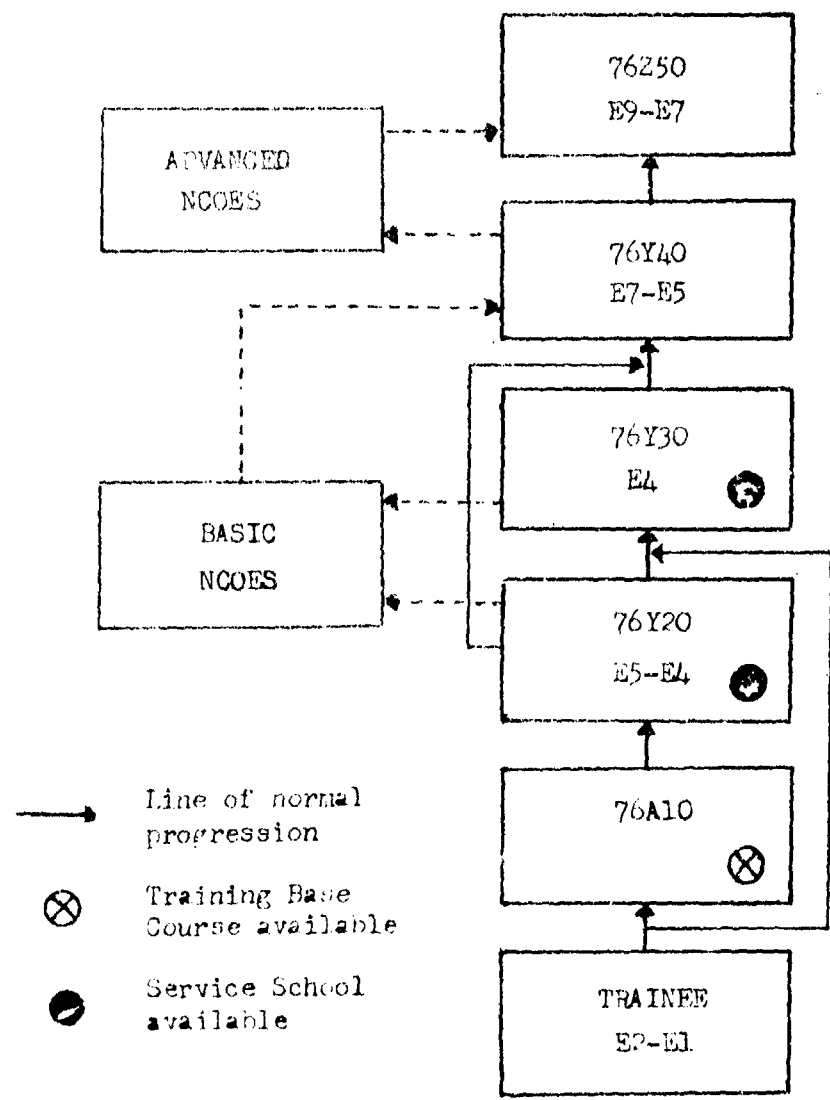


Figure 12

allowed by grade, elimination, by barring reenlistment will occur. Figure 13 shows the key points during an enlisted career, the earliest and average promotion points and the elimination points under the "up-or-out" criteria. Figure 14 shows the relationship of eligibility for NCOES attendance at the basic and advance courses with the key points. Opportunity for attendance at NCOES is greatest during the earliest years of service. An E4 or E5, because there is no limit on length of service for attendance at NCOES basic, is eligible to attend NCOES basic until forced out of the service at eight or twelve years by failure of selection to higher grade. Of course, the likelihood that he will be selected for NCOES may decrease progressively as he continues in his rank of E4 or E5.

64. This condition does not apply to attendance at NCOES advance. A limit of a maximum of fifteen years of service established for attendance at NCOES eliminates both E6 and E7 beyond that point of service. The application of time-in-service criteria to those two NCOES levels is different. Whether or not this operates to the disadvantage of the Army is not clear. Continuation of eligibility for NCOES basic by E4 and E5 to the end of their service at eight and twelve years means that even the least progressive soldiers in those grades might be selected for attendance up until one year before leaving the Army (considering the requirement for nine months of service remaining at the completion of the course). In the case of E6 and E7, however, those with lower promotion potential will reach a point in service when they no longer will be eligible for advance NCOES attendance. Unless, however, attendance at NCOES is made a prerequisite for promotion, they will continue to have the opportunity for promotion which they may attain because of compensating career factors.

65. Students for NCOES basic and advance are obtained both from specialist and noncommissioned officer ranks. There is no assurance that specialists who attend NCOES courses will become noncommissioned officers except in the case of an E4 who attains the top standing in his class who may then be promoted to E5. Otherwise each graduate must meet selection screening and qualify for promotion against existing promotion criteria. For this reason the question of promotion qualification score points discussed in paragraph 52, above, is applicable because of the limited number of promotion qualification points now awarded for completion of NCOES.

SECTION K

CAREER PATTERNS

66. Great variety of career pattern and assignment result from the wide limits of eligibility for NCOES and promotion and assignment possibilities, including reenlistment options. A single pattern will apply to only a percentage of enlisted men. In general NCOES should fit into an enlisted career so that it balances with other training and schooling and with a variety of assignments.

For most combat arms enlisted men

KEY POINTS

GRADE	MINIMUM TIME IN SERVICE FOR PROMOTION (YEARS)	AVERAGE TIME IN SERVICE AT PROMOTION (YEARS)	MANDATORY SEPARATION (YEARS)
E-9	13	21.5	30
E-8	10	18.5	27
E-7	7	13.5	24
E-6	3	6.0	20
E-5	1.25	1.7	12
E-4	.58 (7 mo)	1.3	8
E-3	.33 (4 mo)	.66 (8 mo)	3
E-2	.17 (2 mo)	.33 (4 mo)	.33 (4 mo)

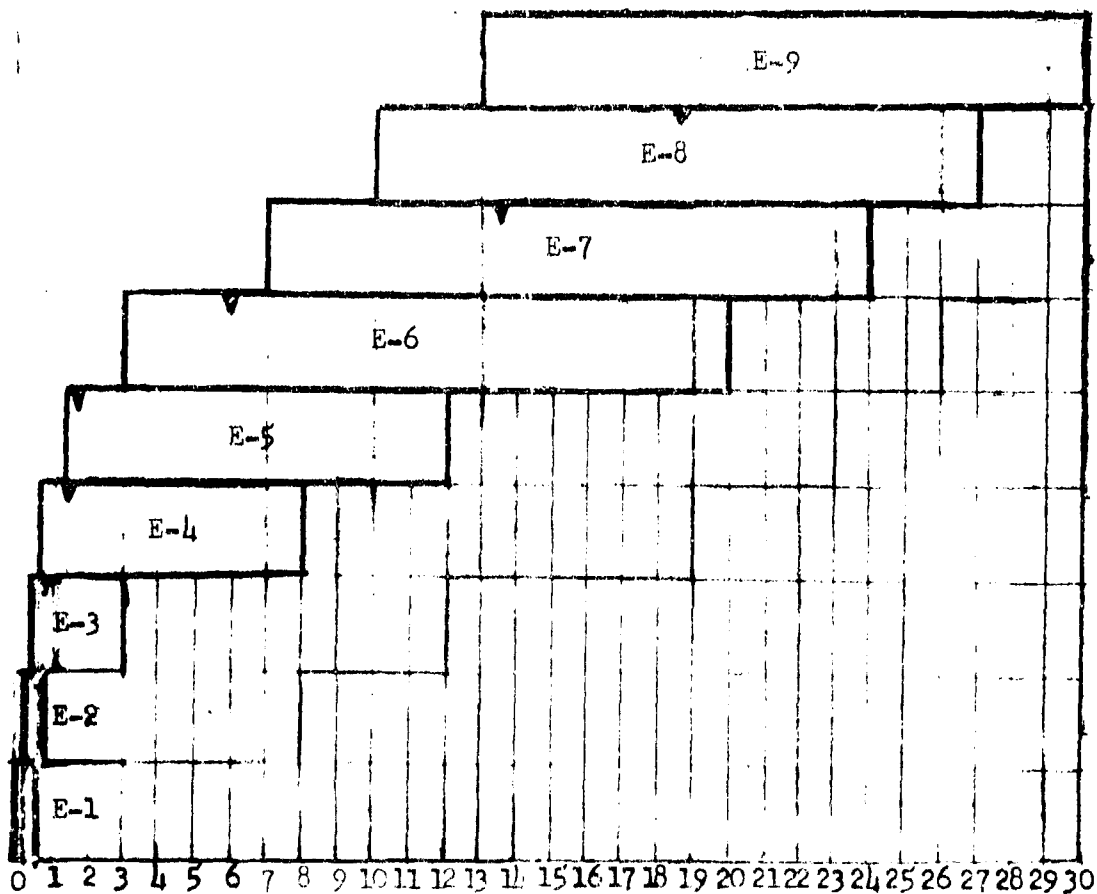


Figure 13

NCOES ELIGIBILITY RELATED TO CAREER "KEY POINTS"

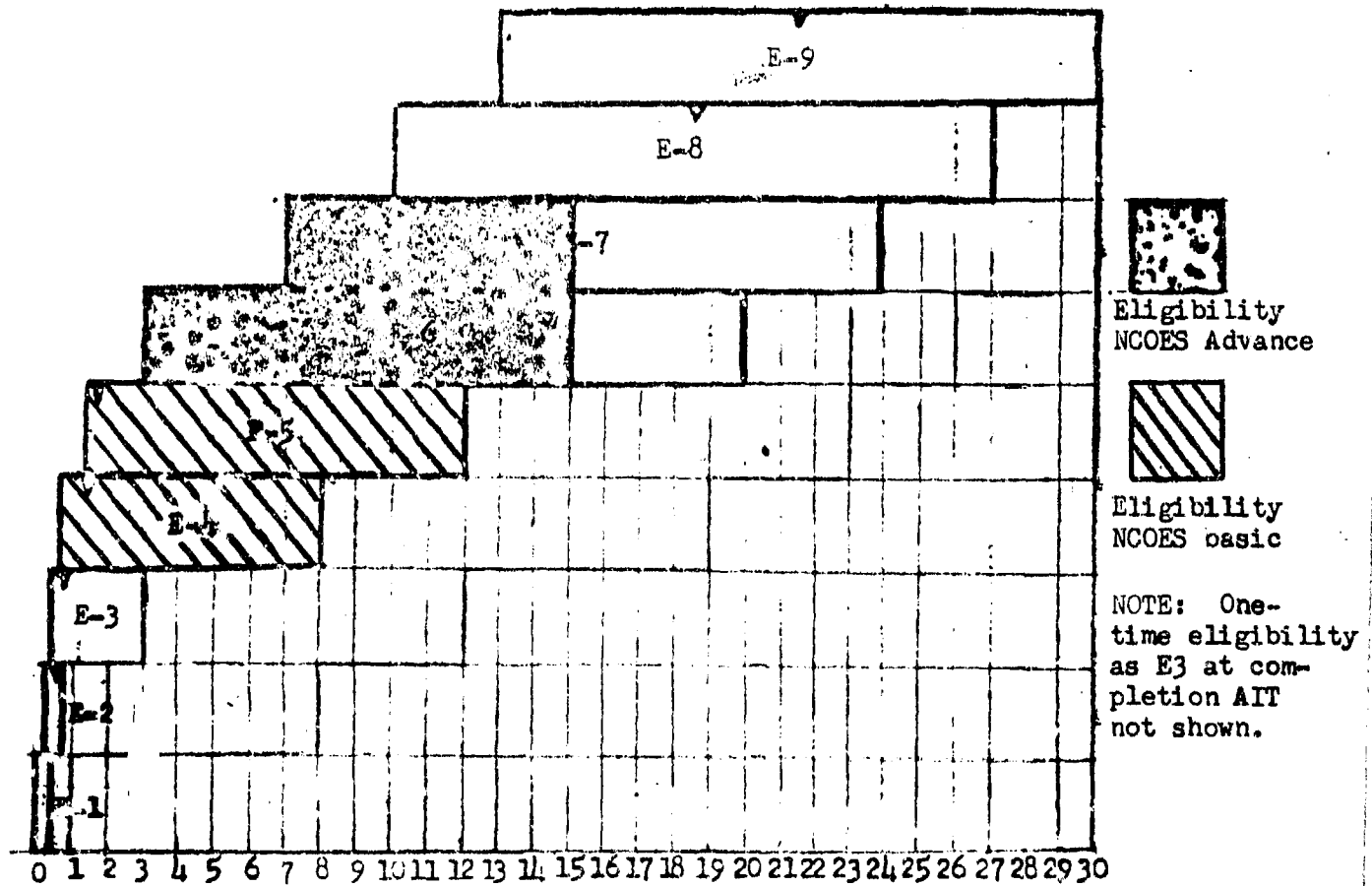


Figure 14

the entry-level training which they receive and the NCOES, NCOA, or DSS schooling will be the only schooling of their careers at Army level. Technical specialists have the possibility of additional schooling in both specialist courses and functional courses although the four skill level courses may be entirely converted to NCOES so as otherwise to be no longer available. Some varieties of career pattern, including CONUS and oversea assignment and entry-level and subsequent training and education, including NCOES, during the first fifteen years of service are shown in Figures 15 through 20.

67. What is apparent, again, from these figures, is the long period of eligibility for NCOES, limited primarily by date of promotion. As long as an enlisted man remains in the grade of E4 or E5, he continues eligible for NCOES basic, which may be for a period of twelve years. The 15-year time-in-service limitation does not apply to NCOES basic because of the operation of the 8-year and 12-year up-or-out policy applied to promotion of E4 and E5. This suggests the possibility of some kind of time-in-service limitation for attendance at NCOES basic similar to the 15-year time-in-service limitation on attendance at NCOES advance. The probability that an individual will benefit from advance military education is reduced as service in grade is extended because of on-the-job development, though there may be some exceptional men, who, after long service in grade, might derive good effect from NCOES attendance. An educational system, however, is designed to relate to the man who stands out early.

68. A disadvantage of the 15-year time-in-service limitation for attendance at NCOES Advance may be imposition of a penalty on non-commissioned officers otherwise fully qualified for attendance but whose assignment patterns and course capacity limitations along with delay in opening the program who are unable to attend. Provision to waive, at least temporarily, the time-in-service limitation on greater flexibility in selection. An alternative, perhaps preferable, would be establishment of a procedure for granting constructive credit for attendance at NCOES Advance. An appropriate number of promotion points would be granted in connection with constructive credit given to those noncommissioned officers whose experience and recognized qualifications obviously have provided them with professional experience comparable to NCOES advance attendance.

SECTION L

ASSIGNMENT PATTERNS

69. Assignment patterns of soldiers during their careers affect the

CAREER PATTERNS

Earliest possible promotion and earliest possible attendance at NCOES basic, advance, and senior for a Combat Arms MOS.

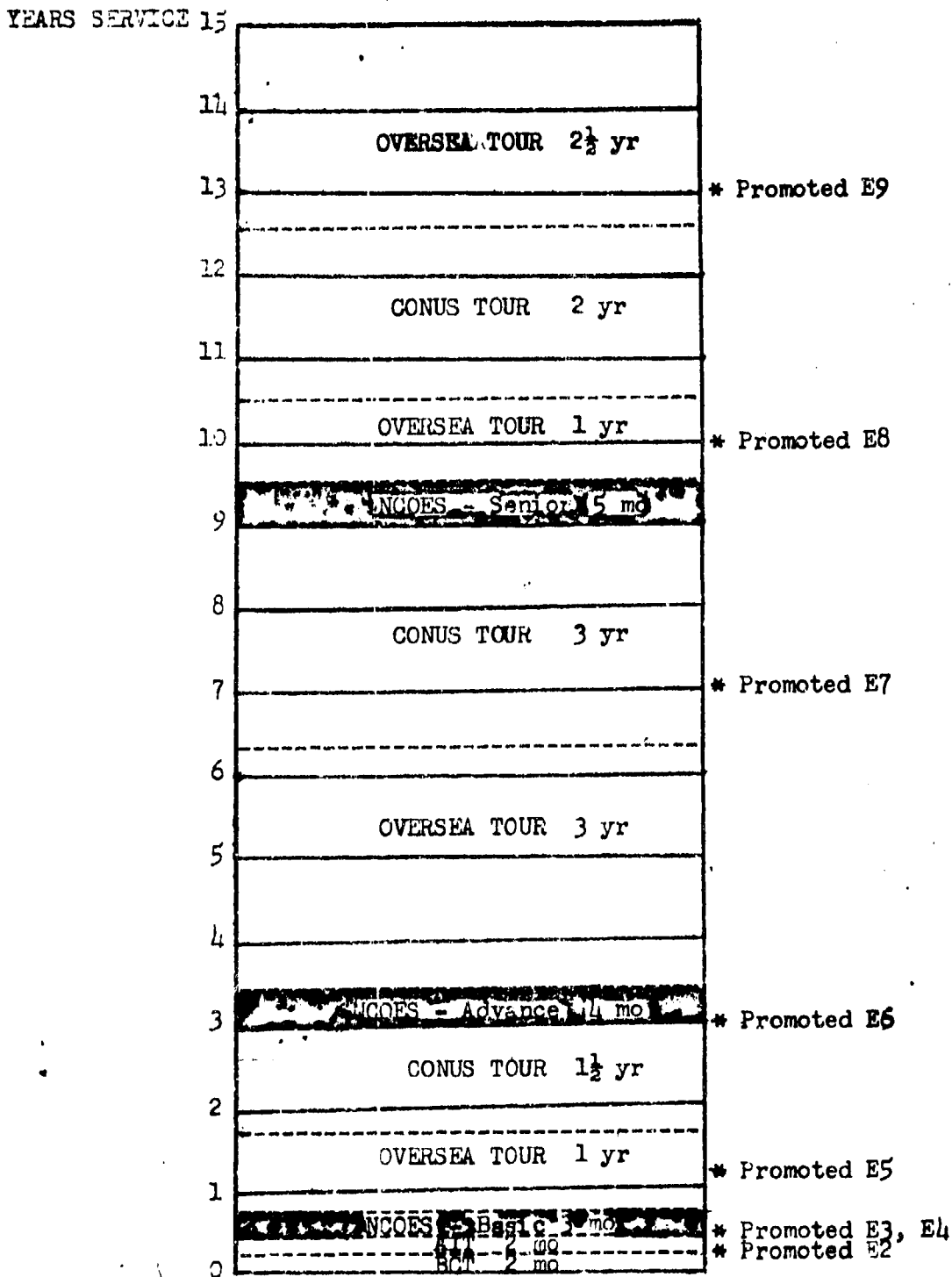


Figure 15

CAREER PATTERNS

Slightly above average promotion and average attendance at NCOES basic and advance.

YEARS SERVICE 15

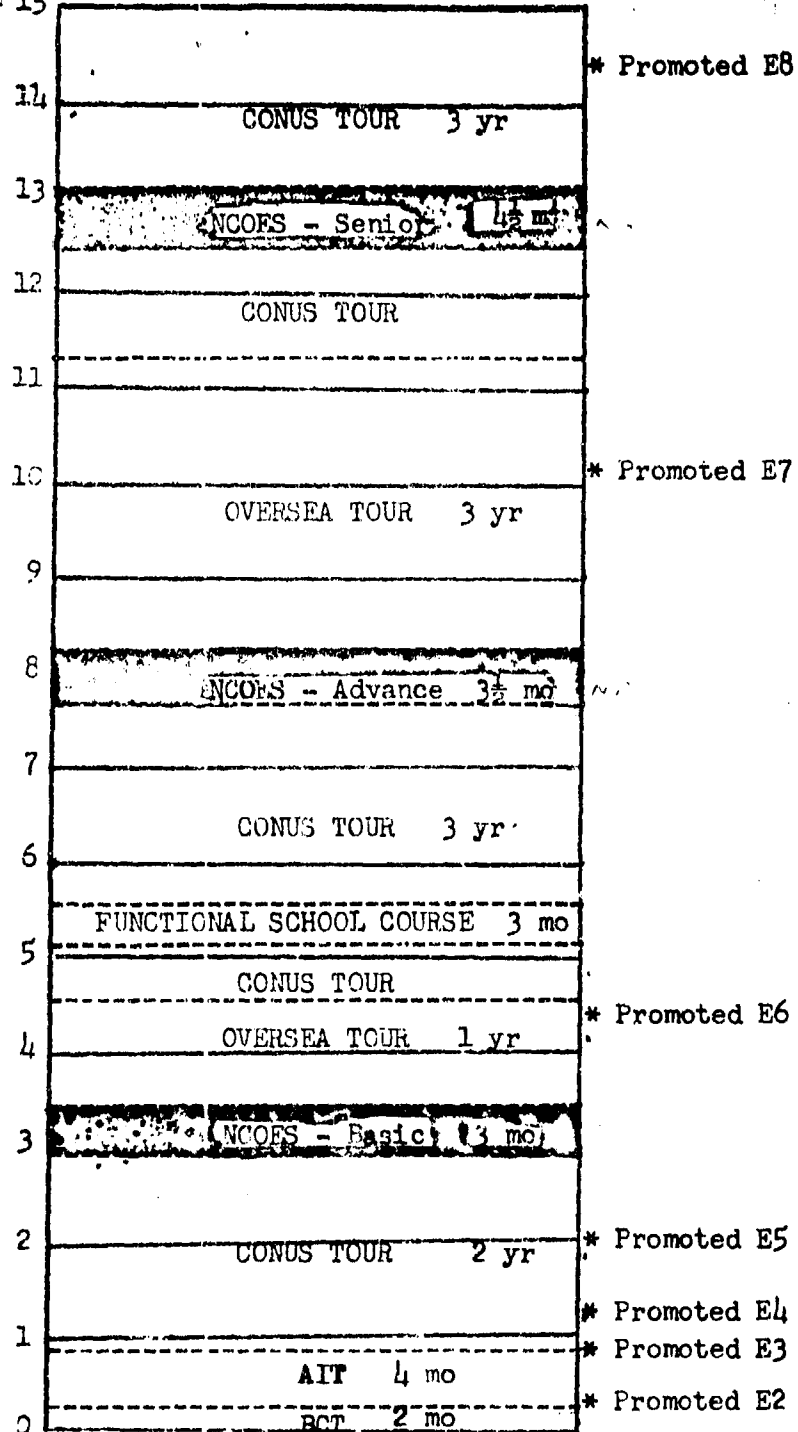


Figure 16

CAREER PATTERNS

Slightly late promotion and late attendance at
NCOES basic and advance; at NCOES advance in last
year of eligibility, for Combat Arms MOS.

YEARS SERVICE 15

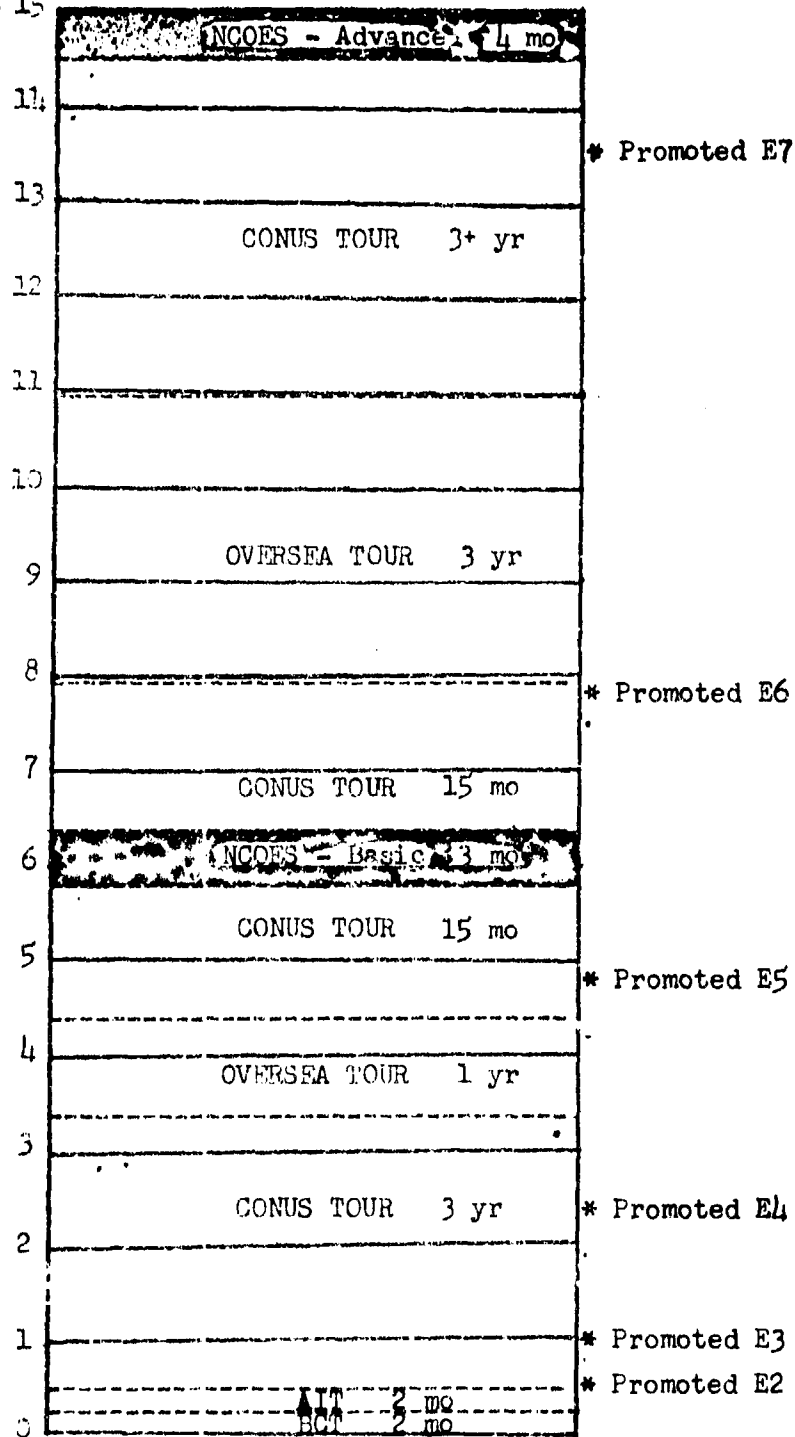


Figure 17

CAREER PATTERNS

Average promotion and average attendance at NCOES basic and advance with attendance at Functional School Course, for Technical MOS.

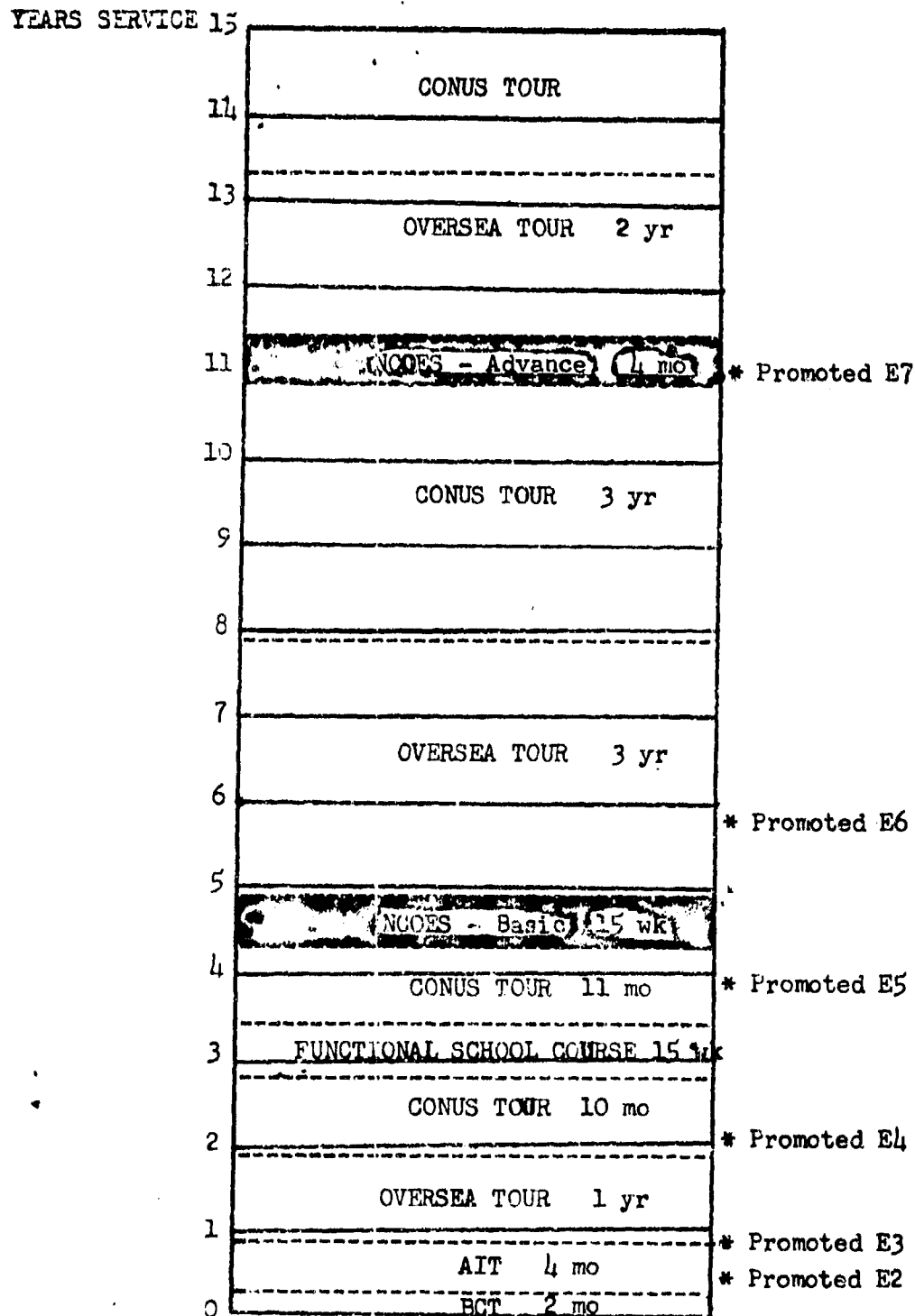


Figure 18

CAREER PATTERNS

Late promotion, attendance at a Functional School Course, and average attendance at NCOES advance in a Technical MOS having no NCOES basic.

YEARS SERVICE 15

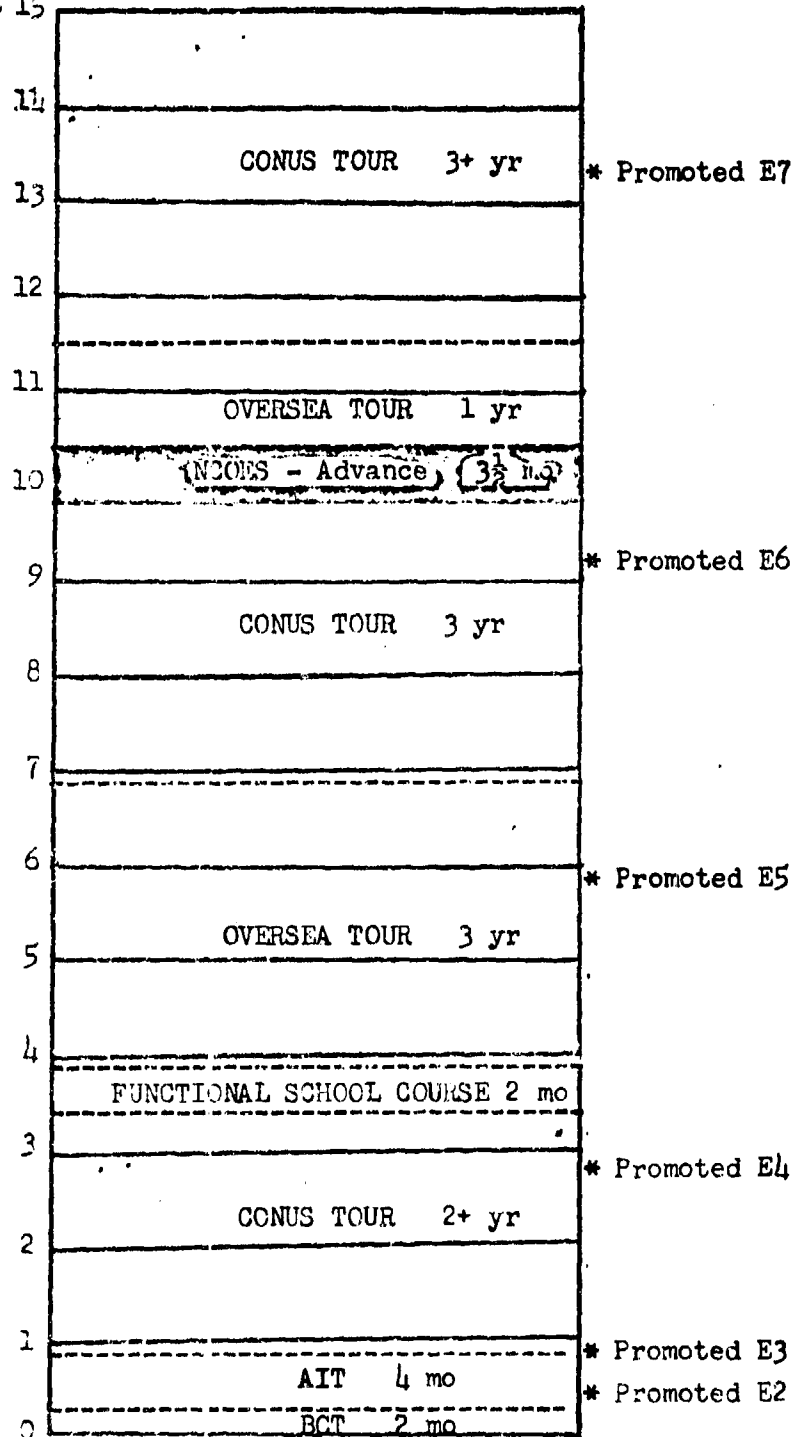


Figure 19

CAREER PATTERNS

Late promotion and late attendance at NCOES basic
but nonselection for NCOES advance by the 15th year
of service, for Combat Arms MOS.

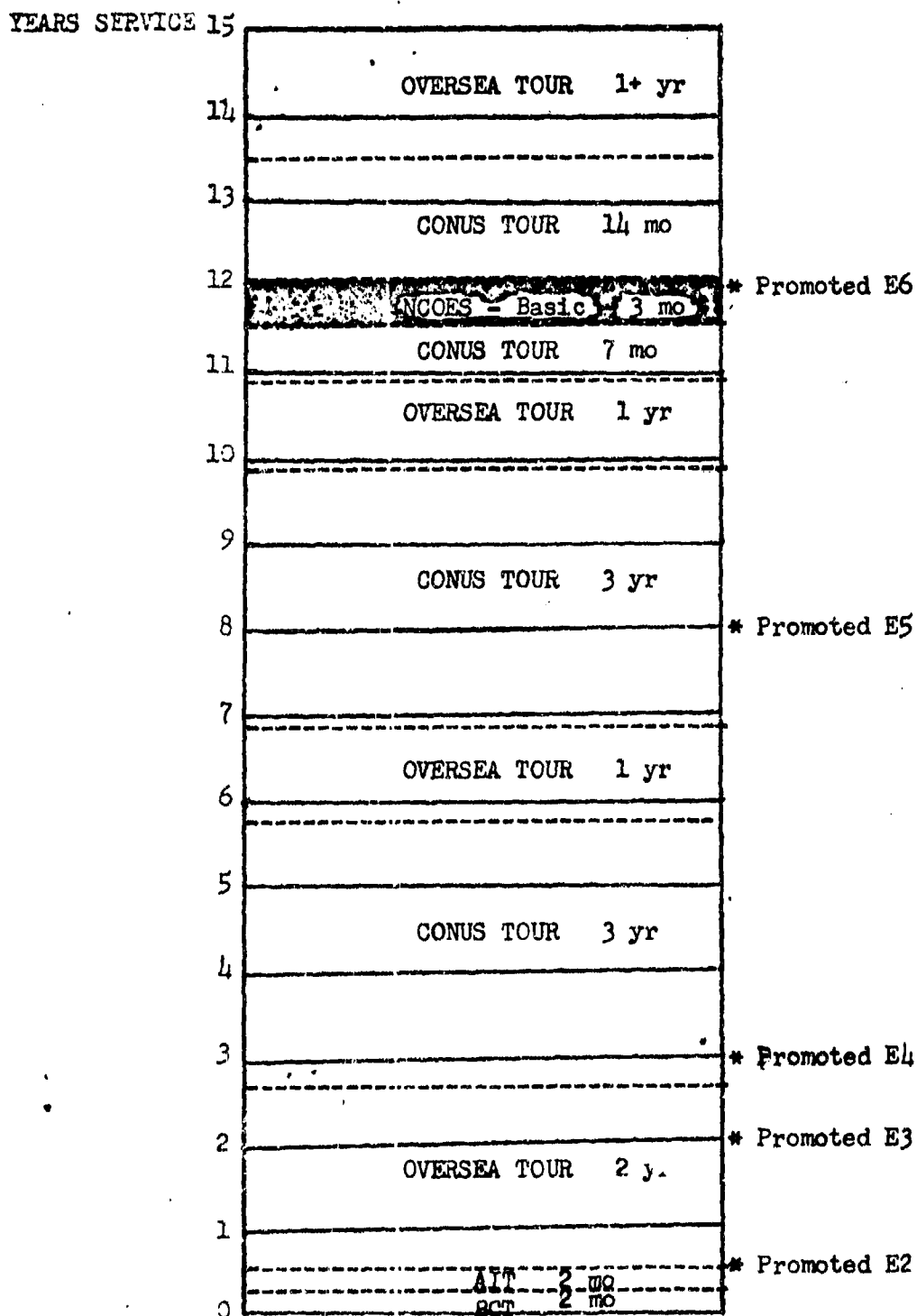


Figure 20

possibilities of their attendance at NCOES courses. Under recently authorized procedures the first opportunity for attendance at NCOES basic course occurs in select branch MOS at the completion of AIT when an extremely limited number of E3 may be designated for NCOES. Those personnel will be ordered directly to service schools for NCOES attendance enroute to their new stations. Execution of this program of E3 selection is waiting for specification of procedures to be followed in its implementation which must include selection procedures and promotion policy.

70. Soldiers not selected for attendance at NCOES basic at the completion of AIT, which will include most of those completing AIT, will receive appropriate subsequent assignment which usually will be to duty in a unit. The next point of eligibility for NCOES basic will be at the time of promotion to grade E4 except in those MOS for which there is no basic course. The best qualified soldiers with the highest potential for further advancement should be selected for NCOES attendance. Inequities in opportunity for NCOES attendance will develop at this time because of differences in assignment patterns. An E4 assigned to a CONUS unit will have the possibility of attending during the period of that assignment. A soldier who goes to a short tour oversea area will have the possibility of attending upon his return from oversea. The soldier assigned to a long tour oversea who remains there for the normal tour will not have the possibility of attendance at NCOES during his first enlistment unless for other reasons he is returned to CONUS before the end of the normal three-year tour or his enlistment, whichever is first.

71. A difficulty will exist in selecting soldiers for the basic NCOES during their first enlistment. Soldiers with the highest leadership potential should be the ones selected for the earliest promotion, and, therefore, the earliest eligibility for attendance at NCOES. Yet unless the Army can be assured that the investment of NCOES in a soldier will bring a return in service beyond the first three-year enlistment, during which period he will serve as a noncommissioned officer, selection of soldiers during the first enlistment will result in sending soldiers to NCOES who later will not reenlist. Yet deferring the selection of soldiers for NCOES basic until they reenlist will have the effect of nullifying the objective of opening early career education and promotion to young soldiers with the greatest potential for noncommissioned officer appointment. The identification of E3 at the end of four or more months service, when they complete AIT, for attendance at NCOES, will be under the greatest hazard of selecting personnel who will not remain in service beyond the first enlistment. An encouraging aspect of this is the possibility of selection in an all-volunteer Army in which all new soldiers are volunteers. Selection for NCOES basic at the earliest stages of service might result in

retention for subsequent enlistment because of the favorable effect such early selection would have on the selected soldier's career motivation.

72. There are many MOS for which currently there is no NCOES course. Some of these are MOS which do not reach the fourth skill level and noncommissioned rank. There are MOS in which progress in grade reaches to E5, E6, and E7 in the second and third skill levels. Some of these MOS have parallel or corresponding development to the fourth and fifth skill levels in noncommissioned ranks. In MOS in which there is no fourth skill level and no noncommissioned officer ranks, reclassification to another MOS is necessary to allow advancement or conversion to noncommissioned ranks and progression to the highest noncommissioned ranks. Other MOS in which there are so few personnel Army-wide that there would be an inadequate pool from which to draw students have no NCOES course. The original designation of MOS in which NCOES courses were to be organized was specified during development of NCOES. There should be further analysis of the applicability of the NCOES to insure that there is a path through NCOES for every qualified enlisted man in every MOS. Tabular analysis, by MOS, of factors which affect the status of each MOS in connection with career progression and NCOES at inclosure 2, Annex G indicates the blank spots in career progression where there is no NCOES course although the MOS does progress to the fourth and fifth skill level.

SECTION M

NCOES ATTENDANCE

73. Although the NCOES is not meant to be a prerequisite for promotion, attendance at the NCOES courses should provide increased opportunity for promotion as a result of qualifying training and award of additional promotion points. Hopefully, enlisted men selected for promotion generally will have attended NCOES courses. Therefore it is necessary to provide an opportunity for qualified noncommissioned officers in every MOS to attend the NCOES. Prerequisites for attendance at NCOES should provide for selection of the best qualified in the numbers necessary to meet promotion requirements. In this respect the NCOES must be tied to promotion and reenlistment criteria. It would be inefficient to provide schooling for marginal performers or for regular personnel who are ineligible for reenlistment. The prerequisites for attendance reduce to four fundamentals: grade, length of service, MOS proficiency, and leadership potential.

74. NCOES eligibility for the Basic and Advance Courses is a function of grade and length of service (Figure 14, Page 41). Particularly noticeable is the arbitrary cutoff at 15 years of service in grades E6 and E7. The minimum prerequisite with respect to MOS proficiency should

be a standard score of 100 which is identical with reenlistment criteria. This would provide an opportunity for the upper half of the personnel in a given MOS to attend NCOES. The leadership capabilities and future potential of NCO must be an ingredient in selecting personnel for attendance at NCOES. These attributes are subjective and will be a function of the judgment of unit commanders which should be reflected in the enlisted efficiency report. Approximately two-thirds of those personnel who qualify by grade, length of service, and MOS proficiency score should have the capabilities and potential for future progression as noncommissioned officers and, as eligible, would be recommended by their unit commanders to attend.

75. Considering the aforementioned, the formula for the number of personnel qualified to attend NCOES is easily computed. To ensure that there is an adequate reservoir of qualified and trained men, provision should be made to enable every qualified man to attend the NCOES, thus to provide incentive for future advancement as well as the professional development essential to a viable Noncommissioned Officer Corps. This formula, simply, is:

$$\frac{\text{Number of NCO in grade}}{\text{Years of eligibility}} \times \frac{\text{Percent}}{\text{MCS proficiency}} \times \frac{\text{Percent}}{\text{Leadership qualified}}$$

76. The percent qualified in MOS proficiency (standard score of 100 or more) is 50%. The percent leadership qualified is approximately 66%. Thus one third the number of NCO in grade divided by the years of eligibility is the annual requirement for NCOES schooling. The years of eligibility for each grade, as indicated in Figure 14, are:

E4 - 7 years
E5 - 11 years
E6 - 12 years
E7 - 8 years

77. Some allowance must be made for E3 to attend the Basic courses and for E5 to attend the Advance courses. Utilizing actual enlisted resources in the Army as of September 1971, it appears that there would be a requirement for approximately 12,000 NCO attending the Basic NCOES and approximately 4,500 NCO attending the Advance NCOES annually. This calculation is greater than the Department of Army planned annual input of 11,000 NCO for the Basic and Advance NCOES. Naturally at the inception of any program there is a large backlog. It is believed that some form of constructive credit must be granted to qualified non-commissioned officers whose experience obviously qualifies them for higher noncommissioned responsibility to help reduce this backlog and provide equal opportunities for promotion.

78. The input for NCOES Basic courses will come from field units and from Advance Individual Training graduates. Attendance from field units will be from among personnel who will return to their units upon completion of their course and from among those who are enroute between stations of assignment. It is estimated that fifty percent of the NCOES basic input should come from units to which students will return upon completion of their courses. The other fifty percent input will be divided so that twenty-five percent is furnished from among soldiers enroute between stations who have been recommended and selected for NCOES. The remaining twenty-five percent should be obtained from among selected graduates of Advance Individual Training. Quotas assigned in these cases will be mandatory. Attendance at NCOES Advance courses will be provided, to the extent possible, through DA, OPO, as possible from selection from E6 and E7 whose records are managed there. The balance of input for NCOES Advance should be through mandatory quota assigned field organizations.

SECTION N

GENERAL EDUCATIONAL DEVELOPMENT

79. Tabular data presented in inclosure 3, Annex G indicate the situation within the Army with respect to educational qualifications compared to grade and show that the Army has not achieved its objectives for educational qualification. There is a need for continuation and expansion of programs designed to raise the general educational level of Army personnel, including noncommissioned officers. The possibility of presenting educational opportunities as a part of a noncommissioned officer education program can not be overlooked. At the Engineer School which leads the service schools in progress in NCOES, graduating the first class in August 1971, an electives program already is a part of the program of instruction. The electives program has the purpose of providing education in technical subjects related to engineer noncommissioned officer career development, thus improving professional technical knowledge, while at the same time providing incentive and educational credit toward the possibility of high school, junior college, or baccalaureate degree. The program is similar to that at several other service schools which have officer elective programs which are administered with cooperation of an under contract with civilian institutions.

80. The practicality of such programs for the NCOES courses must be examined. In the present initial stages of the Engineer School program, no difficulty is being anticipated in tailoring educational programs to fit the NCOES. Whether or not unanticipated difficulties will make a uniform educational program in conjunction with NCOES impossible will be seen in time. The development of educational electives programs at the service schools must remain a function of each service school

commandant because of wide differences in the type of education compatible with NCOES courses and variation in the availability of civilian educational institutions which might cooperate in presentation of such programs.

81. A disadvantage to the inclusion of educational programs during the short courses of ten to fourteen weeks of the NCOES basic is the difficulty of adapting a single semester electives course to a period that short. For some students the adjustment to an academic atmosphere is difficult enough without adding the distraction of peripheral education not essential to the fundamental objectives of the NCOES course and such students might not benefit from an electives program even in a more permanent environment, such as at home station. Nonetheless, the presentation of opportunities for general educational development both at service schools and at home stations for NCOES students undoubtedly can have a beneficial effect by providing greater opportunity for and encouraging continuing application to general educational development.

SECTION O

INFORMATION PROGRAM

82. The Noncommissioned Officer Education System has been adopted by the Army and is the existing, or current, program for noncommissioned officer education and professional development. The program has been undersubscribed and indications are that it will continue to be undersubscribed. Not all of the attendees have met the prerequisites for the course and some students have had to be released because of failure to meet prerequisites and for lack of motivation. One of the reasons for these conditions is the lack of information available on the program.

83. Excessive turbulence and delays in the NCOES program have prevented good publicity. In some instances fact sheets or articles have been delayed as much as ten months. Release of information about NCOES courses and opportunities has been inhibited by concern that the program might change by the date of publication.

84. Many information media have long lead times from submission of an article or script to distribution. A projected story for TIPS Magazine will require nearly five months. The Army Reports (TAR) film series typically require six or more months. The long lead times reflect the need for timely, current information and the need to stabilize the non-commissioned officer education and professional development program and adhere to scheduled phases. Such stabilization would provide a good basis for a publicity and information program which would be accurate when published.

85. The current Noncommissioned Officer Education System offers an

opportunity to feature the theme of professionalism both in troop information programs and public information. The need to stress professionalism has been generally recognized since experience with the initial publicity concerning the Modern Volunteer Army. A coordinated information program would assist in insuring that NCOES quotas are utilized properly.

SECTION P

SUMMARY

86. The selection of an educational and professional development program for the Army, in view of the existence of the present Noncommissioned Officer Education System, does not require the attention that should be given to full development of the program that is in existence. The present NCOES can be modified in a variety of ways to the extent necessary to adapt it to the exigencies and realities of conditions and priorities within the Army today. NCOES does possess the main features for a successful noncommissioned educational program and has been repeatedly increased in theory and in development. The practical difficulties which are being encountered today can be overcome by full commitment to the System even while limiting the numbers of noncommissioned officers admitted. The practical experience which will be given by full development to the extent outlined in original planning will provide a basis for sound modification and adaptation to the needs of the Army with the roles and missions of the future.

PART VIII

CONCLUSIONS

87. The Noncommissioned Officer Education System satisfies requirements for a program for noncommissioned officer education and professional development and should be completely implemented as early as possible.

88. The Noncommissioned Officer Education System possesses the capability of satisfying Army requirements for noncommissioned officer training including the development of noncommissioned officers through selection of highly qualified soldiers completing AIT, justifying early termination of the Skill Development Base Program in favor of NCOES, specifically by the end of FY 72 or earlier.

89. The Noncommissioned Officer Education System should be given greater flexibility in adapting courses to personnel availability by emphasis on the common subject phase of instruction presented to all MOS while providing additional options in presenting ACMF and MOS training.

90. Professionalism in the Noncommissioned Officer Corps will be developed best through an organized educational program which presents relevant instruction and training followed by field service which extends, under professional leadership, the opportunity to practice what has been learned.

91. Motivation of the Noncommissioned Officer Corps will be accomplished best through the increased professional opportunity of a progressive career development educational program linked with adequate utilization in duty assignments and adequate career compensation.

92. Standards for noncommissioned officer professional performance are established by training and schooling in the Army training centers and Army service schools and are maintained by insistence on adherence to those standards and continued training in duty assignments.

93. Service school courses are being converted to adapt to the noncommissioned Officer Education System but should be examined to insure that there is no duplication of courses between current specialist and functional courses and NCOES.

94. The noncommissioned officer academies are well-established, fill an essential role in noncommissioned officer career development by presenting fundamental leadership training to many noncommissioned officers, and have a place in noncommissioned officer education and professional development for the foreseeable future.

95. Drill sergeant schools specialize in training noncommissioned officers for basic combat training duties in Army training centers and can not be replaced by the Noncommissioned Officer Education System or any other education and professional development program as long as basic combat training is presented in Army training centers.
96. Troop schools are essential to commanders in discharging their responsibilities for training, are not necessarily superfluous because of current and developing educational programs, including NCOES, and should not be abolished unless adequate independent analysis has established them as unessential.
97. Procurement of qualified students for the current Noncommissioned Officer Education System under present procedures of field solicitation for basic courses is not satisfactory and should be modified to insure selection of the best-qualified students in adequate numbers to meet established Army requirements for NCOES training.
98. Shortages of temporary duty funds because of allocation to and support of other requirements with priorities set above support of attendance at Noncommissioned Officer Education System courses may be unduly curtailing enlisted attendance at NCOES.
99. Promotion point scores awarded for attendance at Noncommissioned Officer Education System courses unfairly grant, in accordance with existing regulation, only one point per week of service school attendance, comparing unfavorably with promotion point score awards for school courses of a similar nature, and should be revised to award a higher number of points.
100. General educational development programs in association with the Noncommissioned Officer Education System or other noncommissioned officer educational and training programs at service schools may be advantageous but must be developed by individual service schools because of wide variance in programs and resources and should not replace extensive general educational development programs at other stations.
101. The lack of information on the Noncommissioned Officer Education System available to individuals, commanders, and staffs throughout the Army is severely hurting the progress of the NCOES program and should be remedied with drastic measures including immediate publication of an Army Regulation establishing NCOES and prescribing pertinent regulatory conditions, and wide use of the Army Information Program to publicize the opportunities and procedures of the program.
102. Assignment patterns of enlisted men will prevent many soldiers from attending Noncommissioned Officer Education System courses in competition with contemporaries because assignments remove them from eligibility consideration.

103. There may be military occupational specialties in which the opportunity to attend a Noncommissioned Officer Education System course is not available.

... by awarding this study recommendations

PART IX

RECOMMENDATIONS

- 104. Retain the present Noncommissioned Officer Education System, as the Army's program for noncommissioned officer education and professional development and implement it fully as rapidly as possible; (NCOES)
- 105. Examine the Noncommissioned Officer Education System and make modification to insure that every soldier in every military occupational specialty has a career path through NCOES to noncommissioned officer rank; (NCOES)
- 106. Develop, insofar as possible, programs of instruction within NCOES which will include all MOS, consolidating instruction to insure flexibility in accommodating all MOS within programmed classes at each service school regardless of variations in ACMF and MOS training;
- 107. Continue to analyze service school courses to eliminate duplication between NCOES and specialized and functional courses;
- 108. Terminate the Skill Development Base Program as rapidly as possible, by 30 June 1972, or earlier, in favor of earlier expansion of NCOES;
- 109. Retain the present organization of noncommissioned officer academies for the foreseeable future; and
- 110. Develop an NCOES student procurement system to replace current solicitation procedures for procurement of best-qualified students, by establishment of mandatory quota requirements, which must be met, based on distribution of personnel within major organizations by MOS and rank. X
- 111. Provide for fund support of travel and temporary duty to attend Noncommissioned Officer Education System courses through allocation of specified funds which can not be converted to other use by the installation sending personnel to school.
- 112. Revise promotion point scoring immediately to award an appropriate point score, consistent with awards for similar educational and training programs, for attendance at Noncommissioned Officer Education System courses.
- 113. Publish an Army Regulation on the Noncommissioned Officer Education System to include prerequisites for attendance.
- 114. Encourage the expansion of general educational development programs at all stations to permit wider academic qualification of all personnel and where feasible in connection with NCOES courses.

115. Develop an extensive information plan for the dissemination of information on the Noncommissioned Officer Education System through Army information channels.

116. Adapt the Enlisted Efficiency Report to include appropriate remark, similar to that included in Officer Efficiency Reports, as to potential for further schooling, specifically NCOES.