

[H.A.S.C. No. 111-89]

**INVESTING IN OUR MILITARY LEADERS:
THE ROLE OF PROFESSIONAL MILITARY
EDUCATION IN OFFICER DEVELOPMENT**

HEARING

BEFORE THE

OVERSIGHT AND INVESTIGATIONS SUBCOMMITTEE

OF THE

COMMITTEE ON ARMED SERVICES
HOUSE OF REPRESENTATIVES

ONE HUNDRED ELEVENTH CONGRESS

FIRST SESSION

HEARING HELD

JULY 28, 2009



U.S. GOVERNMENT PRINTING OFFICE

53-165

WASHINGTON : 2010

OVERSIGHT AND INVESTIGATIONS SUBCOMMITTEE

VIC SNYDER, Arkansas, *Chairman*

JOHN SPRATT, South Carolina
LORETTA SANCHEZ, California
SUSAN A. DAVIS, California
JIM COOPER, Tennessee
JOE SESTAK, Pennsylvania
GLENN NYE, Virginia
CHELLIE PINGREE, Maine

ROB WITTMAN, Virginia
WALTER B. JONES, North Carolina
MIKE ROGERS, Alabama
TRENT FRANKS, Arizona
CATHY McMORRIS RODGERS, Washington
DOUG LAMBORN, Colorado
TODD RUSSELL PLATTS, Pennsylvania

SUZANNE MCKENNA, *Professional Staff Member*

THOMAS HAWLEY, *Professional Staff Member*

TREY HOWARD, *Staff Assistant*

CONTENTS

CHRONOLOGICAL LIST OF HEARINGS

2009

	Page
HEARING:	
Tuesday, July 28, 2009, Investing in Our Military Leaders: The Role of Professional Military Education in Officer Development	1
APPENDIX:	
Tuesday, July 28, 2009	31

TUESDAY, JULY 28, 2009

INVESTING IN OUR MILITARY LEADERS: THE ROLE OF PROFESSIONAL MILITARY EDUCATION IN OFFICER DEVELOPMENT

STATEMENTS PRESENTED BY MEMBERS OF CONGRESS

Skelton, Hon. Ike, a Representative from Missouri, Chairman, Committee on Armed Services	2
Snyder, Hon. Vic, a Representative from Arkansas, Chairman, Oversight and Investigations Subcommittee	1
Wittman, Hon. Rob, a Representative from Virginia, Ranking Member, Oversight and Investigations Subcommittee	2

WITNESSES

Caldwell, Lt. Gen. William B., IV, USA, Commanding General, Combined Arms Center, Deputy Commanding General, Training and Doctrine Command, U.S. Army	5
Lutterloh, Scott, Director, Total Force Requirements Division, U.S. Navy	9
Paxton, Lt. Gen. John M., Jr., USMC, Director of Operations, Joint Staff	3
Sitterly, Daniel R., Director of Force Development, Deputy Chief of Staff, Manpower and Personnel, U.S. Air Force	7
Spiese, Maj. Gen. Melvin G., USMC, Commanding General, Training and Education Command, U.S. Marine Corps	10

APPENDIX

PREPARED STATEMENTS:

Caldwell, Lt. Gen. William B., IV	49
Lutterloh, Scott	84
Paxton, Lt. Gen. John M., Jr.	39
Sitterly, Daniel R.	78
Snyder, Hon. Vic	35
Spiese, Maj. Gen. Melvin G.	96
Wittman, Hon. Rob	37

IV

Page

DOCUMENTS SUBMITTED FOR THE RECORD:	
[There were no Documents submitted.]	
WITNESS RESPONSES TO QUESTIONS ASKED DURING THE HEARING:	
[There were no Questions submitted during the hearing.]	
QUESTIONS SUBMITTED BY MEMBERS POST HEARING:	
Dr. Snyder	117

**INVESTING IN OUR MILITARY LEADERS: THE ROLE OF
PROFESSIONAL MILITARY EDUCATION IN OFFICER
DEVELOPMENT**

HOUSE OF REPRESENTATIVES,
COMMITTEE ON ARMED SERVICES,
OVERSIGHT AND INVESTIGATIONS SUBCOMMITTEE,
Washington, DC, Tuesday, July 28, 2009.

The subcommittee met, pursuant to call, at 1:04 p.m., in room 2212, Rayburn House Office Building, Hon. Vic Snyder (chairman of the subcommittee) presiding.

OPENING STATEMENT OF HON. VIC SNYDER, A REPRESENTATIVE FROM ARKANSAS, CHAIRMAN, OVERSIGHT AND INVESTIGATIONS SUBCOMMITTEE

Dr. SNYDER. If you all could please sit on down.

The hearing will come to order. Welcome to the fifth in a series on hearings on "Officer in Residence Professional Military Education (PME)."

Our hearings, thus far, have examined the mission, curricula and rigor, quality of staff, faculty and students and resources of service and joint institutions from the pre-commissioning and primary levels through to the intermediate and senior PME levels.

Today's hearing will have a broader focus and explore the role of professional military education in overall officer development. PME's main purpose is to contribute to the preparation of our military officers as they progress through their careers for leadership at the tactical, operational and strategic levels.

Our ability to systematically produce exceptional leaders is a result of a very complex system of systems, made all the more challenging by the demands of today's operational environment.

The general model used for developing our military leaders consists of a combination of professional military education, training, and experience, along with mentoring and self-development. The process of leader development, of which PME is a major part, is designed to produce an officer corps made of skilled joint war fighters who are strategically minded, critical thinkers according to the vision of joint officer development.

To achieve that goal, the services need policies and systems to manage and integrate officers' assignments, education, and training. It is a complicated task involving several kinds of inputs. I am sorry. Leader development strategies, visions, PME policies, and assignment policies and processes.

The services and the Chairman of the Joint Chiefs of Staff must identify the attributes they seek in their respective service and joint leaders. They must deliver education and training at the right

time and at the level appropriate in an officer's career. And they must manage assignments to broaden officers' experiences and apply their knowledge and training.

The witnesses for this hearing today have varied responsibilities and authorities in three areas of PME policy, officer assignment policy, and leader development. This is a reflection of the different approaches each organization takes in connecting these things.

I look forward to gaining a better understanding of how well we are doing with this challenging and intricate, but critically important task.

[The prepared statement of Dr. Snyder can be found in the Appendix on page 35.]

Mr. Wittman will be joining us shortly. He asked us to go ahead and begin. Mr. Skelton, any comments to begin with?

STATEMENT OF HON. IKE SKELTON, A REPRESENTATIVE FROM MISSOURI, CHAIRMAN, COMMITTEE ON ARMED SERVICES

The CHAIRMAN. Thank you very much. I compliment you on this excellent job that you are doing in the field of professional military education and those of us that have been interested in it for a good number of years, appreciate your efforts, Dr. Snyder, very, very much.

The whole effort is to educate and identify that golden person that may be in a position to make recommendations or make decisions that lead to positive strategic results. I think an interesting discussion, I think I may have mentioned this to General Caldwell, at one time, that General Peter Pace, not too long before he retired, asked me about the graduates of the National War College, how many could actually sit down and have an intelligent conversation with the late George C. Marshall. And he said three or four. But that is not bad. That is really pretty good if you are producing the strategic trends.

Now everyone in the class can understand strategy. But those that are actually on the cutting edge and make sound recommendations or solid decisions that lead to whatever the end-state is good for a nation, come to pass, those are the golden students that you, hopefully, will be educating. And then, of course, identifying them and then making sure they have the right follow-on assignments. That is your challenge. And I compliment you for your efforts and I wish you well in your endeavors.

Dr. SNYDER. Thank you, Mr. Chairman. And we are joined by Mr. Wittman.

So I take back all his apologies for not being here. Go ahead, Mr. Wittman.

STATEMENT OF HON. ROB WITTMAN, A REPRESENTATIVE FROM VIRGINIA, RANKING MEMBER, OVERSIGHT AND INVESTIGATIONS SUBCOMMITTEE

Mr. WITTMAN. Thank you, Mr. Chairman. Chairman Snyder, Chairman Skelton, thank you so much for your leadership on bringing these issues to the forefront and members of the panel, thank you so much for taking your time out of your busy schedules to join us today.

This afternoon, or this morning, well, actually, this afternoon. Time all runs together up here. So time is relative, as they say.

The subcommittee is conducting its fifth hearing on officer in residence professional military education. And this hearing focuses on how the joint PME (JPME) education requirements fit into overall leadership development for the military services and how well the individual services capitalize on the skills of joint educated officers through carefully managed follow-on assignments.

I note that our witnesses, each well qualified, come from varied communities within their services, reflecting the differences in approach and emphasis we have seen throughout this study. And since the panel collectively provides the subcommittee senior expertise and perspective on joint officer education policy, education programs, assignments and requirement matters, I welcome your views on the overall effectiveness of the joint PME system and how well it serves your respective organizations.

I see no point in making all services adopt the same approach. We should ensure that the broad officer education and training system achieves its intended objectives, both to educate officers in joint matters and to meet specific military service leader development requirements as well.

Our testimony to this point is positive, but your frank assessment of any necessary changes is very welcome.

Thank you, Mr. Chairman, I look forward to hearing from our witnesses.

[The prepared statement of Mr. Wittman can be found in the Appendix on page 37.]

Dr. SNYDER. Thank you, Mr. Wittman, and thanks for all your efforts on this topic and others.

Today, the witnesses are Lieutenant General John Paxton, Director, Operations for the Joint Staff; Lieutenant General William Caldwell, IV, Commanding General, Combined Arms Center, Deputy Commanding General of Training and Doctrine Command in the U.S. Army; Mr. Dan Sitterly, Director of Force Development; Deputy Chief of Staff Manpower and Personnel, U.S. Air Force; Mr. Scott Lutterloh; Director of Total Force Training and Education Division of the U.S. Navy and Brigadier General Melvin Spiese, Commanding General, Training and Education Command, U.S. Marine Corps.

Your written statements will be made a part of the record. I am going to have John put the light on. When the red light goes off, that is the end of five minutes. You all feel free to keep talking if you think you have more to tell us. But we want to give you an idea of where you are at with time.

And we will begin with you, General Paxton, and go down the row.

**STATEMENT OF LT. GEN. JOHN M. PAXTON, JR., USMC,
DIRECTOR OF OPERATIONS, JOINT STAFF**

General PAXTON. Thank you, Mr. Chairman, Mr. Wittman and Chairman Skelton. Thank you very much for taking your time to be with us, sir, and for all of you who have contributed over the years to PME and officer development.

It is a privilege to be with you today, and I thank you for the opportunity to discuss the Chairman's vision for joint officer development. As I begin, I would just like to be clear about my primary role today as the director of operations, I am filling in for the acting director of the Joint Staff.

U.S. military power, today, is unsurpassed on the land, in the sea, and in the air, as well as in space and cyberspace. Our ability to integrate diverse capabilities into a joint whole that is greater than the sum of the service and agency parts is an undeniable North American strategic advantage.

However, I believe that it is our people who are ultimately our greatest strength and our advantage. We repose special trust and confidence in their patriotism, valor, fidelity, and abilities. We recognize that these attributes are formed first by their families and communities, but they are then honed by purposeful development while in our service. Our stewardship of these precious assets is both a sacred trust and a solemn responsibility.

The landmark 1986 Goldwater-Nichols Department of Defense Reorganization Act set the stage for the Department of Defense and put it on the path, which leads us to today's joint force and our approach to joint leader development.

In 2005, Chairman Pace published his vision for joint officer development. This vision subsequently informed the division's strategic plan for joint officer management as well as JPME.

Congress saw fit to support the vision in legislation and the transition to our joint qualified officer, our JQO, vice the previous joint specialty officer, recognizes the broad application of jointness across the Armed Forces.

Chairman Mullen actively supports this vision and is a staunch believer that in order to succeed, the Armed Forces must fundamentally be a learning organization in both word and deed. Inside the context of joint officer development, our approach can best be summed up as the right education for the right officer at the right time. Very similar to what you said, Chairman Skelton, just a moment ago.

Professional military education, both service and joint, is a critical element in our officer development, and it is the foundation of our learning continuum that ensures our Armed Forces are intrinsically learning organizations. Our young officers join and are largely trained and developed in their particular service. Over time, however, they receive training and education in the joint context. They will gain experience, pursue self-development and over the breadth of their careers, become the senior armed—senior leaders of our joint force.

Our developmental efforts must ensure that those officers are properly prepared for their leadership roles at every level of activity and employment. And it is through this that the Armed Forces remain capable of defeating both today's and tomorrow's threats.

Our future joint force requires knowledgeable, empowered, innovative, and decisive leaders capable of succeeding in at least a fluid and perhaps ultimately a chaotic operating environment with a much more comprehensive knowledge of interagency and multi-national cultures and capabilities.

Thank you for the opportunity to be with you today to discuss this vital responsibility for the joint officer development joint professional military education.

[The prepared statement of General Paxton can be found in the Appendix on page 39.]

Dr. SNYDER. General Caldwell.

**STATEMENT OF LT. GEN. WILLIAM B. CALDWELL, IV, USA,
COMMANDING GENERAL, COMBINED ARMS CENTER, DEP-
UTY COMMANDING GENERAL, TRAINING AND DOCTRINE
COMMAND, U.S. ARMY**

General CALDWELL. Chairman Skelton, sir, Chairman Snyder and Congressman Wittman, and just I am, obviously, Lieutenant General Bill Caldwell, Commanding General of the Combined Arms Center and I also serve as the commandant of the Army's Command and General Staff College. On behalf of General Casey, our Army Chief of Staff, and General Marty Dempsey, the commanding general of Training and Doctrine Command, we appreciate the opportunity to speak with you today about our Army's professional military education.

As we all know, 20 years ago, the Skelton Report enabled the Army to focus its professional military education programs to account for the joint environment. Then, as now, this committee's continued advocacy for our professional military education, their efforts has been vital to our sustained health of our leader development and in fact the very security of our nation.

We are absolutely committed to the ideals of education in preparing our next generation of leaders. Leaders that we know that will operate on a complex future that is marked by an air of uncertainty and persistent conflict, where the importance of leader development and professional military education cannot be overstated.

Education helps leaders develop skills to quickly comprehend new and challenging situations, to rapidly build relationships and trust with mission partners and demonstrate competence and confidence in applying the innovative and adaptive solutions required to operate in this uncertain world.

As we look at the future environment and observe the effects of the last eight years on our force and the Army, we understand that we must continue to change. We are working diligently to adapt our institutions and policies to better achieve a balance of professional military education within our leader development and within our Army.

The Army's PME is progressive in nature. It reflects a thorough analysis of education and training to ensure leaders are receiving, as everybody has stated already, the right skills at the right time throughout their lifelong process of learning. We continually review our professional military education to ensure it remains relevant to the force through various internal, external, and accreditation methods. We are consistently taking a critical view of what is relevant, what must change and what outcomes we expect from educating our leaders.

Our assessment is that the professional military education system is in fact achieving its objectives. However, we realize we must

continually adjust to meet the current and the anticipated future demands. We recognize today that not everybody is getting their PME courses in a timely manner, due to current wartime demands and capacity challenges. We are moving forward to meet those challenges.

We also recognize that one component of our Basic Officer Leader Course was ineffective and not meeting capacity demand. General Dempsey's decision this year to realign our Basic Officer Leader Course streamlines initial entry officer education and will in fact reduce the backlog we find of those waiting to attend the course.

We are also in the process of redesigning our captains' career course to enable it to be a more rapid infusion of lessons learned that we are seeing in the field today.

We have also just finished the expansion of our school for advanced military study programs by over 30 percent to ensure that we are meeting the wartime demands that we are experiencing in the force. These initiatives, from redesigning our Basic Officer Leadership Course, improvements in our current advanced operations course at Command and General Staff College, remain priorities for our Army.

We are also considering a Department of Army level selection board for the year-long intermediate level education resident attendance at Command and General Staff College at Fort Leavenworth.

The Army is clearly focused on improving its professional military education. Initiatives such as our Army Development Strategy, our human capital enterprise, emphasis on interagency collaboration and the continued adaptation and changes to each level of professional military education demonstrate that commitment.

Though we are confident in the approach and measures taken to date, we truly need your help in three distinct areas that we think will further help enhance our professional military education.

I appreciate the opportunity to talk about, and address the change in laws, taking away the joint duty authorization list credit for non-host military faculty at JPME I granting institutions.

Although our Army is working on an official position regarding this topic, as the commandant of the Command and General Staff College, I can share with you that we strongly feel this change directly impacts the quality of instruction of our officers attending at the intermediate level education. This is all the more relevant, given that Command and General Staff College, the equivalent PME rates, JPME I accreditation.

The impact of revising the National Security Defense Authorization Act of 2007 is two-fold. My concern is that this change eliminates a powerful incentive for officers from sister services to view this assignment as both developmental and career enhancing, thus perhaps narrowing the aperture of highly-qualified officers seeking those opportunities to teach at sister service institutions.

Second, because our sister service faculty positions have dropped from joint duty authorization lists, they are a much lower, now, priority three. I believe that JPME I positions, and again this is me, I believe that JPME I positions should be considered on the joint duty authorization list by removing the restrictions found in Section 688 of Title 10.

I would like to caveat that our sister services continue to send highly qualified officers to us at the Command and General Staff College. In fact, the recent selection of the Air Force and Navy Elements Commanders for command is indicative of that level of quality.

I would like to also highlight the importance of the interagency participation that we are experiencing at the Command and General Staff College and at our Army War College. Increased participation is essential to our educational outcomes for leader development. The interagency exchange and fellows programs provide an opportunity for students to improve working relationships and further reinforce operational experiences.

We will continue to facilitate one-to-one exchanges to mitigate shortfalls experienced by interagency partners when they commit personnel to an educational opportunity at our Command and General Staff College.

And the last item I would like to emphasize, our comprehensive soldier fitness initiative our Army has just undertaken. The establishment of this comprehensive soldier fitness initiative recognizes the tremendous stress that our soldiers, our family members, and our Department of the Army civilian force has faced during these last 8 years, and it seeks to educate our soldiers to overcome hardships and adverse events, bounce back and in fact grow stronger in the process.

With your continued assistance, we believe we can provide our leaders and our soldiers with that leadership that they need to continue serving in our Army. The evidence that this system is achieving its goals is seen today in the performance of the United States Army.

The Army is performing magnificently in these most demanding times. This has not been achieved without mistakes, pain, and the loss of many comrades.

I do want to also extend an invitation to this committee and to the both of you to come out and visit us at any time you would like at the Command and Combined Arms Center at Fort Leavenworth and the Army's Command and General Staff College or to any of our 17 schools and centers throughout the United States Army. An open invitation, we would love to host you at any time and share with you what we are doing there on our leader development programs.

Thank you.

[The prepared statement of General Caldwell can be found in the Appendix on page 49.]

Dr. SNYDER. Great. Thanks, General. Mr. Sitterly.

STATEMENT OF DANIEL R. SITTERLY, DIRECTOR OF FORCE DEVELOPMENT, DEPUTY CHIEF OF STAFF, MANPOWER AND PERSONNEL, U.S. AIR FORCE

Mr. SITTERLY. Thank you. Chairman Snyder, Chairman Skelton, Ranking Member Wittman, thank you for this opportunity to discuss officer professional military education as the Air Force Director of Force Development, a position I have held since last week, but a job that I have been training for since 1976.

Over the last 33 years, I have been a student and faculty member at Phase 1, 2 and 3 of Non-Commissioned Officer PME (NCOPME), taught at the Community College of the Air Force and have attended and instructed as an officer and as a civilian at intermediate and senior PME.

I mention this because for the first 15 years in the Air Force, I watched PME grow firsthand in our young institution. And for the past 20 years, since Goldwater-Nichols, and since the Skelton Panel, I have watched firsthand PME soar to new heights in the Air Force. And it continues to soar today.

Our secretary and chief of staff have made developing airmen, officers, civilians, and enlisted, at the tactical, operational, and strategic levels, the top priority. In fact, every single PME program has undergone a significant review and revamp in the last 3 years.

The first, our university commander, Major General Fairchild, laid down a challenge to develop officers in residence schools that look ahead to the next conflict as well as looking backwards to study past conflicts. We have accepted that challenge, we have added jointness, we have included developmental constructs, and today our mission focuses on preparing officers to develop, employ, and command air space and cyberspace power in global operations. In short, preparing the world's best officers, leaders, and strategic thinkers.

We recognize in residence PME as essential for development. Therefore, we focus efforts through our force management and development council construct and embarked on a new enduring framework, institutional competencies to manage human capital across the entire enterprise.

As part of our continuum of development education, we have also included a continuum of learning to ensure our airmen receive the right education, mapped at the right competencies, at the right time, throughout their careers. Key to the process, development teams oversee force development, including key aspects of the PME process to meet functional and institutional requirements.

Ultimately, an airman's record of performance and future potential are critical in determining who is selected to attend PME in residence. Military and Air Force civilian students are selected through a rigorous and competitive Air Force-wide selection process.

We also remain focused on the selection of our faculty and our senior staff members, the foundation for a successful PME program. A cadre of military members and civilians with varied educational histories and experiences promotes quality and stability in PME programs and also enhances the learning.

School curricula are influenced by faculty, students, and external feedback and inputs. Operational experiences provide insight into the challenges and opportunities our nation faces. The Air Force remains flexible to ensure our curricula are current and relevant and that students are exposed to the very latest Air Force and joint lessons learned.

The Air Force Learning Committee, another innovation, validates requests to change the PME curricula. This committee, composed of air staff functionals, major commands and air university representatives, balances requested curricula changes with senior

leader priorities and policy. This includes relevant topics of immediate interest to the joint war fighting community as well as inputs from the military education coordination committee.

We have made great progress since the 1989 Skelton Panel reforms. We have soared. Yet more can be done to inculcate a truly joint culture and to produce strategic thinkers.

I want to thank this committee, specifically, for the authority in the FY 2009 NDAA, to allow us to award Ph.Ds to a select group of airmen, who graduate from our premier school of advanced air and space studies. Our next strategic thinkers, if you will. Those golden persons, Mr. Chairman.

Your continued support of our initiatives to grow and to develop high-quality joint airmen is most appreciated and ensures our ability to continue to fly, fight and win in air, space, and cyberspace.

Thank you. I look forward to your questions.

[The prepared statement of Mr. Sitterly can be found in the Appendix on page 78.]

Dr. SNYDER. I did pronounce your name right, didn't I? "Sitterly?"

Mr. SITTERLY. Yes, doctor, that is correct.

Dr. SNYDER. All right. How about Mr. Lutterloh? Is that right?

Mr. LUTTERLOH. Yes, sir, that is exactly right.

Dr. SNYDER. Good. Thank you.

You are recognized.

**STATEMENT OF SCOTT LUTTERLOH, DIRECTOR, TOTAL
FORCE REQUIREMENTS DIVISION, U.S. NAVY**

Mr. LUTTERLOH. Thank you.

Chairman Snyder, Chairman Skelton, Representative Wittman, distinguished members of the Oversight and Investigation Subcommittee, thank you for your leadership, and thank you for the opportunity to appear before you to discuss the Navy's approach to professional military education and developing Navy and joint leaders.

My remarks today will focus on three areas, education governance, balancing competing demands, and key successes.

The Navy has made significant strides in improving access to professional military education in the 20 years since Chief of Naval Operations Admiral Carlisle Trost appeared before the House Committee on Armed Services Panel on Military Education. We are fully committed to professional military education as a key enabler to building a resilient, knowledgeable and adaptive force, ready to meet the demands of a dynamic, multi-mission, and expeditionary environment.

We have placed significant emphasis on a balanced approach to education, which recognizes the foundational importance of operational excellence and the culture of command in fielding a ready maritime force. Our education programs are aligned with the unique professional requirements of Navy specialties that complement and build upon the broad range of war fighting experiences.

The Chief of Naval Operations designated the vice-chief as the Navy's education executive agent to lead Navy's investment in education by enabling unity of effort through coordinated policy, vali-

dated requirements, prioritized resources and standardized processes.

As the executive agent, the vice-chief chairs the advanced education review board that provides oversight of Navy education policies and programs in support of the national military strategy.

Our sailors are fully engaged on the ground, in the air, and at sea in support of operations in Iraq, Afghanistan, Africa, and around the globe. In the face of many competing demands, we have been effective in achieving an appropriate balance that places the highest priority on filling operational and joint billets while preserving resident, professional military education opportunities.

We have achieved a number of key successes over the past 20 years. We established a full continuum of professional military education that spans the career from pre-commissioning through selection to flag. We expanded resident and non-resident opportunities and increased emphasis on the integration of international students in our Naval War College program to build partnerships essential to our nation's interests and security.

Our policies, programs, and processes provide us with the flexibility needed to balance relevant education, develop operational excellence, perform as an expeditionary force, and sustain our culture of command. All critical to joint national and international interests.

On behalf of the Chief of Naval Operations, Admiral Roughead, thank you for your continuing support to assure the Navy's officer corps benefits from a robust program of professional military education.

[The prepared statement of Mr. Lutterloh can be found in the Appendix on page 84.]

Dr. SNYDER. Thank you, Mr. Lutterloh. General Spiese.

STATEMENT OF MAJ. GEN. MELVIN G. SPIESE, USMC, COMMANDING GENERAL, TRAINING AND EDUCATION COMMAND, U.S. MARINE CORPS

General SPIESE. Chairman Snyder, Chairman Skelton, Ranking Member Wittman, thank you for the opportunity to discuss professional military education within the Marine Corps.

The Marine Corps is proud of the programs, students and staff, and faculty associated with our PME. Graduates of our institutions are more prepared than ever to assume positions of increased responsibility.

Critical components of PME are students, faculty, and curricula, and I am pleased to report that all three of these components are extremely strong within the Marine Corps. We have identified deficiencies in facilities and infrastructure and we are working diligently to improve these two areas.

The Marine Corps PME program is a progressive learning system designed to educate Marines by grade throughout their careers. Participation in this program is an institutional expectation. The program consists of resident instruction, distance education, professional self-study, and the Marine Corps Professional Reading Program.

Today's environment is constantly changing, thus requiring leaders to be able to rapidly adapt and solve complex problems at lower and lower levels of command and responsibility.

The Marine Corps PME provides some solutions to the problems, but more importantly, it focuses on how to think. Critical thinking is more important than ever to the development of our leaders. The Marine Corps fully supports the vision of Generals Breckinridge and Gray, by embracing the educational goal of developing innovative, critical military thinkers, skilled in both the art and science of war.

Our learning outcomes and programs have been developed and vetted that provide progressive educational framework as the material grows more complex, as our students progress through the courses of instruction offered at our schoolhouses. That is the Expeditionary Warfare School, Command and Staff College and the Marine Corps War College at our university.

Although this testimony specifically focuses on resident PME, it is important to note our progress in delivering quality PME for our distance education program as it is the vehicle through which the majority of our Marine officers receive their PME. The Marine Corps commits significant resources to delivering quality distance education through the most modern means available. Our content is derived from and parallel to the resident curricula and we have used current technology to put all students in a collaborative seminar, whether in person or virtually.

I believe the effectiveness of our distance education program can be measured in that 28 of our non-resident students have been selected to participate in the school of advanced war fighting over the last 5 years. This accounts for almost a third of the total Marine officers selected for that very competitive program.

Within the Marine Corps, it is expected that all officers will complete their PME requirements, either through resident or non-resident means. Philosophically, the Corps believes completion of PME makes a Marine more competitive for promotion because completion of each block of PME provides the Marine with the requisite war fighting skills, mental dexterity, and analytical ability to perform at the assigned level of leadership responsibility.

Our resident PME students have already proven themselves to be among the top performers within their peer group and were selected to attend our service schools because of their demonstrated potential for greater service. Upon completion of courses, our PME graduates are assigned to the most highly competitive billets in our operating forces, higher headquarters staffs, and joint positions.

If an officer is not PME complete, he or she is not competitive for a joint assignment, and we would not nominate that officer to a gaining joint commander.

The Commandant of the Marine Corps emphasizes the importance of PME in his Vision and Strategy 2025, when he states, "We must promote PME as a career-long activity."

Officers attending PME are busier than ever, but are eager to participate, learn, and hone their leadership skills. The amount of experience of today's students is nothing short of amazing; particularly of our young officers. We are able to match the same level of

experience in our military faculty, where the vast majority are combat veterans.

At one time there was a line of thought that this high level of operational experience might cause students to be resistant to new ideas. That has not been the case. Today's students are very receptive to change, anxious to share their experiences, and eager to learn from one another.

My written testimony contains a detailed explanation of how we are measuring effectiveness in utilizing the graduates of our program. We do concur with the Army's position regarding a change to include JPME I, non-host military positions on the Joint Duty Assignment List (JDAL). As I stated in my opening paragraph, "Critical components of education are students, faculty, and the curricula, and I am pleased to report that all are superb."

Thank you again for this opportunity to speak with you today, and I welcome your questions.

[The prepared statement of General Spiese can be found in the Appendix on page 96.]

Dr. SNYDER. Thank you, General Spiese.

Before we go to Mr. Skelton for his questions, I want to take advantage of him being here and talk about the issue you just closed with, General Spiese, which is the joint credit, the joint duty assignment list issue. You, I think, four of you, I think, specifically talk about it. I think it is a problem for all of you.

Let me see if I have got this right. The question that we have, and we recognize it was a change in the 2007 Defense Bill, if I am in the position of General Caldwell, and I have an Army officer come to be a faculty member, no one is saying that Army officer should get credit to get joint credit, correct?

But if I have a—

General CALDWELL. Correct, sir. Not at my institute.

Dr. SNYDER. Not at your institution.

But if, in the spirit of all these visits we have made, you always have some folks from the other services. If you had an Air Force officer or a Marine or a Navy officer, who has spent a year or two on an Army base, immersed in the culture of the Army, currently that person doesn't get joint credit for that assignment. Is that correct?

General CALDWELL. That is correct.

Dr. SNYDER. And that was because of the change that was made in the 2007 Defense Bill?

General CALDWELL. That is correct.

Dr. SNYDER. Yes. And how does that hurt you in your ability to get faculty now?

I am directing it to you, General Caldwell, but I assume that they will stick your hand with a sharp pencil if you say something wrong, but—

General CALDWELL. Well, I saw the eye contact—

Dr. SNYDER. [OFF MIKE]

General CALDWELL. The challenge we have is, I understand why the change was made. Because what had occurred is I had been briefed, I was not there. Is that we had taken like our Naval officer or officers and had had them work just Naval issues, teach Naval

subjects. And if that is in fact how they are being utilized, then they should not get JDAL credit. And I concur with that.

However, what we look for is the robustness. We talked about that in the 21st century, anything we do will be in a Joint, Interagency, Intergovernmental, Multinational (JIIM) environment. Going interagency, intergovernmental, multinational.

We in fact tried to build not only the student population to reflect that, but the faculty population too. We have worked very diligently to bring interagency faculty in to teach as part of the Command and General Staff College faculty, recognizing the richness that brings to the educational process.

When we are unable to attract Naval and services and Air Force officers to come to Fort Leavenworth because they don't get the joint accreditation, we may not get the most highest potential serving officers to come.

Throughout their career development process, they are seeking out and want to be serving in some joint billets. If in fact, we have joint billets on our faculty, and we use them as a regular faculty member, not as a Naval officer teaching Naval subjects. They may be a subject matter expert there, but they are part of the overall faculty developmental process that we have, then in fact we have the ability to attract more higher potential serving officers back to our institution.

Dr. SNYDER. It increases your pool of people who are interested, with enthusiasm, to get those jobs?

General CALDWELL. Sir, I can tell you for the Army officers, that as we try to reach out and find some to go to both Air University and the Naval War College, if we want recent combat deployers who have just come out of the fight, they realize that they don't want to stay out too long. They want, within 2 to 3 years, to have the opportunity to again serve if we are still engaged in this conflict. And therefore, during that time period, if they can go to a joint billet, that is where they would prefer to go.

Dr. SNYDER. Do any of you have any comment? General Caldwell will get an A+ there for his description. If any of you have any other comments on that? You are all—I have read your statements, you are all in agreement with that.

Mr. Skelton, for questions?

The CHAIRMAN. Let me ask, I will pick on you first, General Caldwell, if I may.

There are two or three majors in your Command and General Staff College that you think just might have what it takes to be strategic thinkers. How are you going to help guide their career toward that end?

And then, I wish to ask the same question of anyone that wishes to answer about a couple of lieutenant colonels coming out of the Senior War College. How are you going to help guide their career, if you are?

And suppose these two majors are—they think right. The—they give advice right. You have tested them pretty much in the war games and the classroom, et cetera. But their Officer Evaluation Reports (OERs) might or might not make them competitive for battalion command. What are you going to do with these two guys?

General? Are you going to flunk them out and let them go elsewhere? Or what are you going to do with them?

General CALDWELL. Mr. Chairman, that is a great question. And in the past, you are exactly right. Our track has been if you did not go to command, your probability of making general officer are almost—therefore, you could have a much greater influence.

The CHAIRMAN. I am not necessarily saying that they should be generals, but at least in 2006, to have the clout to make recommendations, et cetera—

These two majors are really pretty good guys. They think well. You are really high on them. But they are all right as commanders, as company commanders and they probably might or might not make the cut, depending on the year, to become battalion commander. What are you going to do with them?

General CALDWELL. I think our recent track of establishing a strategist track within the United States Army is a career field. So that we actually have strategists now.

We saw last year the first one—

The CHAIRMAN. At what point do you do that?

General CALDWELL. Sir, it would be during the time you are a field-grade officer. Whether it would be with—you could elect to, you could do it slightly before that too, as a senior captain; that you would like to opt into that area. And for us, part of our job at the Command and General Staff College is to try to help identify those who might have immense potential in that area and encourage them to think about following that particular career field.

So part of our faculty's responsibility is during that year of mentorship with the students of small group dynamics that we have, if they identify somebody like that—

The CHAIRMAN. Is that career field enticing enough for them to someday be an O-6?

General CALDWELL. It is. Yes, Mr. Chairman, it is.

The CHAIRMAN. Despite the fact they will never be a battalion commander?

General CALDWELL. That is correct. And last year was the first time anyone was selected for general officer too, because we—who had not commanded at the brigade command level. And it is because we recognized that there is an invaluable, intangible learning asset there; somebody who has a potential to contribute in a way that others may not be able to, with that kind of strategic thinking. So that we in fact take and encourage that.

The CHAIRMAN. I think the committee would be very interested in your giving a resume of the potential career field along that line.

General CALDWELL. Okay.

The CHAIRMAN. How about the rest of your lieutenant colonels? Is it too late to identify them there? What do you do with them? General? General Paxton?

General PAXTON. No, Mr. Chairman. I don't think it is ever too late to identify them. And I think, if we look at the training piece and the education piece, but as General Caldwell said, there is also a mentorship piece here too. And you get a chance as a leader, and particularly as a general officer or a flag officer, to identify people who bring unique skill sets and unique value to the service.

And you can tell at some point, you can't vote for the institution, but you know when someone may not be quite as competitive as someone else, perhaps, for a command or perhaps a promotion.

But we have an obligation to the individual and to the institution to groom them appropriately and that is when you get into the mentorship aspect, when you can teach them in the den or side bar one at a time. You can proffer their name to a commander who may need someone in an operations billet or a combatant command or a commander's initiative group, and you have mechanisms through the education thing to keep them alive and flourishing in—

The CHAIRMAN. That person has to know that this isn't a dead end?

General PAXTON. Oh, absolutely.

The CHAIRMAN. Am I correct?

General PAXTON. That is correct, sir.

The CHAIRMAN. And how do you do that? How do you do that?

General PAXTON. I think two ways. Number one is to communicate to the individual and then number two, we have an obligation, not necessarily to our JPME, but to our joint officers' development to communicate to the institution at large that there is no one established track record to guarantee promotion or to guarantee command. That we look at the breadth of an officer's exposure and experience, and we try and cultivate that and encourage them.

The CHAIRMAN. Yes, you have been on a number of promotion boards, I suppose.

General PAXTON. I have, sir.

The CHAIRMAN. Is that taken into consideration?

General PAXTON. Absolutely, sir. I mean, obviously there are litmus tests and things that you look for as a baseline at great preponderance. Because failure to do that would be to encourage the wrong skills, I think.

But you also have to look for those idiosyncratic things. Not necessarily that, but something that is out of the mainstream. But someone who has contributed to the service, to the war fight and needs to be promoted, and you find a place for him or her to land, sir.

The CHAIRMAN. And how about the Air Force, Navy, and Marines?

Mr. SITTERLY. Mr. Chairman, as you all know, one of the results of the Skelton panel, your panel, in 1989 was the stand up of the school of Advanced Air and Space Studies, Air University. Since that school has stood up, we have graduated 18 classes now and the culture of that school has been such that combatant commanders are actually requesting graduated students from that school because of the strategic thinking abilities.

The way we get there, and we have a very competitive process at the beginning for Intermediate Developmental Education (IDE), we identified the students, the top 20 percent of our majors, to go into IDE at Air Command and Staff College.

The top percentage of them are identified either by the school, or they are recruited by the Advanced School while they are there. And then, they are actually brought over to a post-IDE school fast.

And what we hope with the legislation that this committee passed for us last year, that this Congress passed, is the next step will be that we identify those students who will complete the Advanced School, and they will do, what we call, "ABD, all but dissertation."

So, they will come to the school, the Advanced School, do the rigor of the thinking and the academics, if you will. They will go back out to the field for another operational assignment. And then, we will bring them back in to do their senior developmental education, and complete a year of their dissertation.

The culture of the Air Force is such that these folks that have completed School of Advanced Air and Space Studies (SAASS) are highly sought after for command and post, and go on quite a ways in their career.

The CHAIRMAN. Mr. Lutterloh.

Mr. LUTTERLOH. Chairman Skelton, thank you for the opportunity to comment on this. The Navy has been looking at this issue seriously over the course of the last year, since my appointment as the division lead for training and education.

I would say that the most positive movement that we have right now, is an initiative originated by the chief naval personnel, by Vice Admiral Ferguson, to create an unrestricted line alternative career track, in which we can take these hot-running officers that may be just a step below some of their peers in terms of operational excellence, and vector them into some of the more strategic positions.

We have not quite ferreted this out yet. But we are on a path to do this.

We believe wholeheartedly that mentorship is a valuable piece of this, continued education across their career path is a piece of this, and specific assignments, whether that be in the strategy cells in the Office of the Chief of Naval Operations (OPNAV) staff in N3/N5, or whether that be as part of the Chief of Naval Operation's (CNO's) strategic study groups. These positions will help them develop into the strategic thinkers that we need.

The CHAIRMAN. In answering that question, I don't want to exclude your first class operational folks from that career path as well. Because, chances are they would be very competitive in a strategic environment, chances are.

I am talking about those others that just might not, but on the other hand could be very, very helpful in strategic thought.

General.

General SPIESE. Mr. Chairman, we believe we do identify our strongest officers for selection going into school. Even though not all of them subsequently we selected for command.

And we identified that through a myriad of both quantitative and non-quantitative qualities to our performance evaluation system. And we do have examples of successful career paths, non-traditional career paths rising to the grade of colonel, not necessarily through command.

So, we identify those, as General Paxton said. We are able to observe those. We get those in the performance evaluations. And we continue to bring them along as we identify them in service.

The CHAIRMAN. Thank you very much. Thank you, Mr. Chairman.

Dr. SNYDER. Mr. Wittman.

Mr. WITTMAN. Thank you, Mr. Chairman. General Caldwell, I will begin with you.

Just want to get a perspective about the current efforts within PME and how students are educated and they are exposed?

Can you give me an idea about how early you think maybe is too early for interagency exposure within PME?

And then also, the progression of service education and joint education and interagency education, is that the right mix? Is that a concept that is current today? Is it a concept that is current today? Is it dated?

And how should we look at, those, joint and interagency student participation in the current efforts with PME? Are there things that need to be changed there, based on the current set of conditions that we face, both internal and external to our service branches?

General CALDWELL. Sir, that is a great question. And one we have been dealing with over time here, because, we do talk about education as a life-long learning process.

So, where do we introduce into and add this mix of experiences along the way?

Our position that we had taken is that, we do in fact need to introduce interagency at a much earlier phase of leader development than we have in the past. Traditionally, it has been at about senior service college level, and about perhaps, 16 to 20 years of service.

Our position now is, given that the young lieutenants today operate in Iraq and Afghanistan, will find the U.S. Agency for International Development (USAID) representative there, will turn and find the U.S. agricultural representative and the ag teams, as we call them, "agricultural teams," will in turn find someone from trade and commerce or justice.

We understand now that, we can't wait that long in an officer's career development and a non-commissioned officer's career development to do that introduction of that.

And so, our position is that at the intermediate level of education, the Command and General Staff College level, we do in fact use a greater level of interagency participation, than we have done in the past.

Two years ago, when I arrived at Fort Leavenworth, and looked at the Command and General Staff College, we only had two from the interagency, and they were both from diplomatic security out of the Department of State.

Former military guys who had decided it would be kind of neat to come back and go to school with their buddies. I mean I talked to both and I understood exactly what they were trying to do.

Today, as we start this year, we will have up to 30. And we will have done the exchange program with the interagency. But we would like to grow it, so that there is one in every single classroom of our 96 classrooms.

So we want to expand this much further than even are today, because they are in fact bringing and adding to the educational process, something that we can't just learn out of textbooks. And so

that when we are participating in our exercises, in our class room discussions, informal, off-duty relationships, it is really a powerful tool to facilitate that.

Last year, I graduated two out of the school for Advanced Military studies from USAID. Today, one of them is serving in the U.S. Central Command as the USAID representative there. The other one is in Afghanistan serving as the senior coordinator there.

That kind of experience that they now bring to those locations, with their background and training they had in USAID, a year of advanced studies at the Command and General Staff College with the Department of Defense, now back into operational environment, we will be trying to integrate those two, is just something you can't replicate in any other kind of fashion.

So, our position is that, and I don't—it is a little longer than I thought. At the Command and General Staff College, we absolutely think it is imperative that we have interagency participation and involvement.

And that without that, the idea of having JIIM, joint interagency intergovernmental and multinational, is you are missing the "I", a huge piece. We have been great at working the joint. We have been great at working the multinational. We have a good international representation and we are growing it.

Just Friday, I was with the chief of the Armed Forces for India. And he and I, again, talked about taking from three Indian students out of Fort Leavenworth, up to nine here in the next year. Because, we recognize the importance of that ally and the need to do more exchange with them.

But the part that we are still challenged in is in the interagency, because there is no formal mechanism. It is all relationship building right now, and studying the conditions that it appears to be lucrative for that. But yet, the incentives don't exist within the other agencies for them to want to send people. It is not career enhancing.

When you talk to my Department of State, Foreign Service officers that just graduated, they will tell you that it is considered a neutral kind of event they just went to.

Yet in fact, in future conflicts, those Foreign Service officers will be absolutely invaluable and have an appreciation, understanding for what the military, not just the Army, but the military brings, because, they have trained for an entire year, and educated for an entire year, for that kind of environment.

Mr. WITTMAN. General Paxton.

General PAXTON. Thank you, Congressman Wittman.

I guess I would like to go back to the first part of that. I don't debate at all what General Caldwell said.

And, I think we all see the merits in the interagency, the intergovernment and the multinational. And there is always a constant debate about how much, and how early?

I would just like to go back to the first part of your question. And just to reinforce what we have always believed, and what has been part of General Pace's doctrine and what Chairman Mullen believes is that the foundation of the bedrock for having a good joint officer, is to have a service officer, somebody who is skilled and accomplished in the art and the science of war fighting. And has mas-

tered the fundamentals of his tradecraft, or her tradecraft, be it soldier, sailor, airmen or Marine.

And we firmly believe that we have to integrate and instill as early as possible, all those intergovernmental, interagency, and multinational things.

But if you—if we don't want to risk the bedrock foundation which is really a solid development of a good officer, who understands war fighting. And I just make that point, sir.

Mr. WITTMAN. Mr. Sitterly.

Mr. SITTERLY. Thank you, congressman for that question. I agree with both of my colleagues.

I think that because of the nature of the environment that we are dealing with today, we are sending younger officers out in smaller groups, in very isolated situations. And I think it is important that we at least educate them on the strategic implication of their tactical actions.

And so, we have, at the Air and Space basic course, as part of our primary developmental education, gone out of our way to partner with the Army at Camp Shelby and take folks out. And sort of give them that flavor at a much earlier age than we did before.

I also agree that the interagency, intergovernmental part of that is important. We have increased our quotas slightly at our war colleges. But, for every position that you give to another person outside of the Air Force, that is one Air Force person that can't.

And like General Paxton suggested, we have to have good Air Force officers before we can have good joint officers. Thank you.

Mr. WITTMAN. Mr. Lutterloh.

Mr. LUTTERLOH. Representative Wittman, thank you very much. You will be pleased to know that our junior officers returning from our ship, from our fleet ship today, are well experienced in many of these operations.

Whether in partnership Africa, or in humanitarian assistance missions around the globe, they are experienced in exactly what you are talking about, not only interagency, but also non-governmental organizations as well. So, our junior officers are experiencing this first hand.

We believe, in the Navy, that this has to be integrated across the board. I agree with General Paxton wholeheartedly. Operational excellence at the service level is foundation to a credible joint commitment.

As we move through that, War College has already integrated international partners. And our post-graduate school has as well. So, we think we are moving along in that regard.

War College has considered interagency and is ready to work with military education coordination councils to make these changes that will lead us into the future.

Post-graduate school is considering a partnership in Europe to work on some of these non-governmental organizations. So, across the board, you see a wave, a movement, that will lead us in this direction.

The last point I would make is that I think that our training and our exercises will have to follow suit. And we will have to do this to reinforce our education with exercises that integrate inter-

national partners, inter-agencies, and even non-governmental organizations to a large extent.

Thank you.

Mr. WITTMAN. General Spiese.

General SPIESE. Congressman Wittman, although Expeditionary Warfare School is a predominantly service specific school, we do present interagency considerations towards the end of the curriculum and the high end exercises, as a reflection of the reality of what is happening on the ground.

It is also a joint school with about one-third of the student population being students from the Air Force, the Army, or international students.

Clearly though, an intermediate level school, command and staff college before the greatest of effort, we have a very broad and expansive, diverse interagency presence. We do have the luxury of being located in the Washington area. So, we have access to a lot of agencies, and opportunities for the student population that we might not otherwise in other locations.

And so, we certainly understand that. It is fully, integral, into all of our curricula, even those where we emphasize the service development of our students.

Mr. WITTMAN. Thank you, Mr. Chairman.

Dr. SNYDER. General Caldwell, you were talking about, you talked in my office and you talked to Congressman Wittman about, your exchange with, and Army officers going to the State Department, or USAID. And you are getting 10 folks back for a year exchange, so you have the students in your class.

Do you think that is ultimately how these needs are going to be met? Or is it going to be that the civilian side has to increase their float, so they have enough people to come to the schools?

Because, they think they benefit greatly. We have talked with some of the State Department and IDE people; they think it is a tremendous experience for them.

Isn't that how this is ultimately going to be solved?

General CALDWELL. Mr. Chairman, I think it is. Obviously, we are trying to—

Dr. SNYDER. You are being creative, you are being creative.

General CALDWELL [continuing]. So we have tried to find a way to incentivize it so they want to come out there by knowing that they would get a replacement person a seat.

I very much appreciate having been to, I don't know, 15 or 20 of our departments and agencies in Washington and personally sitting and talking with senior leadership in each of them over the last year and a half.

That their challenges, they don't have a school account, nor the resources to pay for the moves and the relocations associated with it, to send their people to our institutions.

And so, whenever we can incentivize it so that, if they give up a person, knowing they have no school account, which means that seat does go empty for a year, if we feel it is that important to us in the Army, then we will provide an officer as a backfill recognizing we get tremendous value out of that too.

It is a wonderful interagency experience for that officer, he or she serves in that particular agency or department. Now, we have a

doctor in Health and Human Services (HHS). We have a person who is a civil affairs officer in USAID.

In the Department of State, we have a mixture of combat veterans who have served in both Iraq and Afghanistan. We have really taken and worked who we also put into these exchange programs, so there is a benefit associated with their skill specialty and background too, when we do that.

But longer term, there really—what would be most beneficial, in my personal opinion, is that for the agencies and departments to have some kind of overhead, a school account, whatever that is.

And the funding associated with it, so that they can in fact send people on a life-long professional, developmental track which we, in the Armed Forces, have found is so beneficial to us. In the future, I would think that those in the agencies and departments would want to set up and establish for themselves too.

Dr. SNYDER. Yes. As I think I talked before, just one of the downsides of what we have done for the last some years, decades. Really eviscerating in a lot of ways, USAID and State Department budget and personnel, and we are paying a price for it now in our national security.

Secretary Gates has probably been the best spokesperson. The secretary of defense, he started this a couple, 3 years ago, when President Bush was still president.

That we have to provide financial capability to build up those personnel forces and budgets. And this is one of the reasons that it doesn't get a lot of attention. But it is very important.

General Caldwell, I wanted to ask you also a specific question.

It is my understanding that the Army is going through an evaluation process about the numbers of people they think they can get through the in-residence program.

Do you have any updates on where that is at? We had a pretty robust goal there for a while, is that still the goal? Or is it being reevaluated?

General CALDWELL. Mr. Chairman, I guess what I should start by saying is we said that everybody is going to have an in-residence experience. But, we should have been more clear on it, that there are two kinds of in-residence experiences.

There is the 1-year program, the 10-month program at Fort Leavenworth, Kansas at the Command and General Staff College. And then there is the four-month in-residence program that is a satellite school we have set up.

We are opening up our fourth one here or fifth one really, very shortly at Redstone Arsenal down in Alabama. That will be our fifth location.

But, the key is every major in the United States Army will either go to the 10-month in-residence program or the four-month in-residence program with the rest done by distance learning.

There is a core program, "c-o-r-e", core program that we run at both institutions the same. So, the same four months of instruction, which we feel are inherently required of every military officer to have will be taught to every major still.

And you will get that by in-residence experience. But then for the remainder of the program, obviously there is a much greater richness that is derived out of going to Fort Leavenworth.

We see about 50 percent of our majors will go through the program at Fort Leavenworth, Kansas, which is the 1-year, 10-month program. And then the other 50 percent are going to go through the satellite programs.

Dr. SNYDER. Mr. Wittman.

Mr. WITTMAN. Thank you, Mr. Chairman. Gentlemen, I want to expand a little bit on what Chairman Skelton talked about a little bit earlier, and look at things external to PME and joint PME. And look a little bit about, how do we go about assigning folks after PME, or joint PME?

Are there things that we can do to look at assignments prior to PME?

And what are the best assignments to get the most out of, or to get the best return on, our investment after our folks get out of PME or joint PME?

And General Paxton, I will begin with you. To sort of look externally there, about how do we best prepare folks coming in? Are there better assignments to prepare them?

How do we consider assignments afterwards? And how do we make sure we get the best return on investment in looking at those assignments?

General PAXTON. Thank you, Congressman Wittman.

I think there is a fairly universal agreement that, certainly no education is ever wasted. But to maximize the value of the education, to get the best return on investment, an immediate assignment after school where you apply and practice those skills is the best thing.

We have an inherent mismatch, where I think, in any given year, you get maybe 2,000 students that will go through the JPME process. And yet, there are 11,000 vacancies that need to be filled on the JDAL.

And so, even if you were to take a five-year model there, you are still going to come up short. And that does not account for the demands of the war, the competing priorities of the command pipeline, or a promotion, or things like that. That just inherently put you on a little different track.

So, the best thing for us is to: a) continue the good work we do across the board about selecting and identifying the right folks to go to school, and b) trying to assign them as quickly as possible after their school to the proper follow-on assignment.

And then, we are going to have to work through the "eaches and others," almost on a case-by-case basis about how long they stay in that assignment, where they go to next.

So, I think if the guiding precept is to use it, and to use it as fast as you can. That usually puts us in the best stead, sir.

Mr. WITTMAN. Thank you.

General Caldwell.

General CALDWELL. Sir, what I would say, you know there is the functional training which is to prepare you for some specific kind of—particularly job you can do. And there is the educational experiential training that we hope teaches you how to think, not what to think.

And therefore, turns you onto a life-long learning process of wanting to continue to always expand your horizons, trying dif-

ferent opportunities to evolve your skill sets. So that when you are confronted with something that is never thought of before, it is extremely complex and difficult, and is a real challenge, you have got those skill sets inherently built into you, that allows you to process and assimilate and add some order out of this chaos. And sort of establish what it is we are ultimately trying to answer, or to find a solution for.

And then at that point, take and implement your military playing process and everything else that we have always had in place. And has proven very valid over the years, to then follow through and execute.

Currently in the United States Army, I can tell you, sir. We are challenged in getting everybody to their professional military education. When you asked how we are selecting that right now, we, in fact, are going through a process where we are writing a development strategy, General Dempsey is the lead for the human capital enterprise in the United States Army.

He is going to come back with some implementing portions of that. We have pretty much done the draft already for both the officers and non-commissioned officer, the Army civilian, and the warrant officer piece. That would then help set—put some more timelines on certain things that would occur.

How long would you be in command? When would you have to go do a joint type of billet?

Because we are finding, after these last eight years, and the way we have been continuously engaged, that not all of our officers, non-commissioned officers, warrant officers have been getting to the professional military education that they should be.

And so by developing this leader strategy, with its implementing guidelines, we in fact will add rigor back to the process that we did have before 9/11 on a very predictable, established schedule that everybody understood. That we have gone away from—if we in fact are going to find ourselves in this war for the next 10 to 15, 20 years, which all of us in the United States Army today agree will probably be the norm.

Then we have to find a method by which we are going to ensure that PME is in fact executed to the standard we need to ensure that we have the same Army 20 years from now, that we have today. And that we don't mortgage it off.

Thank you.

Mr. WITTMAN. Mr. Sitterly.

Mr. SITTERLY. Thank you, congressman. I am very excited by what the Air Force started in 2004 with what we called development teams. We have a team of colonels, one stars, and two stars that are responsible, by career field, for every officer from lieutenant all the way through colonel.

Over the last several years, we have watched this mature. So, this team gets together. And along with input from the individuals through a web-based form, along with input from the senior leader, that individual that an officer works for at the base, and the developmental team, they are making vectors to the assignment team on where this individual ought to go next.

So, if the team decides that that person hasn't had a joint assignment yet, or they need to go to command yet, or they may need

more experience on the air staff or the Major Command (MAJCOM). They go do something different. Then, they have direct input into that officer.

So, the developmental teams are also making inputs into folks going to faculty on PME. And they only send their best and their brightest. And so, they have insight into those people when they go into the assignments, and when they come out of the assignments as well.

Thank you.

Mr. WITTMAN. Thank you.

Mr. Lutterloh.

Mr. LUTTERLOH. Congressman Wittman, thank you very much. We believe, in the Navy, that the operational excellence builds considerable flexibility in our officer corps to meet a wide array of requirements in the joint community.

Obviously, joint experience, prior to education, is going to enhance that. But, I believe that all of our operational rules and our critical restricted line rules positioned those officers at JPME level—JPME I level, to effectively understand what is going on.

As we prepare those officers, and Navy's policy right now is, that prior to commander command, all officers must have JPME I completed.

So, we believe that that positions those commanding officers to effectively participate in joint task force operations, joint operations, coalition operations, to a much greater degree than ever before.

As we followed that experience up with JPME II, and work into their careers those joint experiences, I believe we will get considerable pay off.

Mr. WITTMAN. General Spiese.

General SPIESE. Congressman Wittman, consideration for a intermediate level school, not surprisingly, is predominantly based on service-related performance in a younger officer's career.

We are very selective in our assignment process. In particular, joint assignments. They are competitive in nature. And performance, overall, as well as in school, are a consideration for those assignments.

We select resident top-level school at about 13 percent. As a consequence of that, we are very selective in our assignments coming out of top-level school, ensuring we get a solid return on investment for those graduates.

Mr. WITTMAN. Thank you, Mr. Chairman.

Dr. SNYDER. Mr. Sitterly, I have a specific question I want to ask you.

We heard from some Air Force personnel that in order to be competitive for your in-residence—and this is an unfair question to ask a guy who has been on the job for 10 days or something.

But anyway, they told you to come here. So, you are doing the best you can with it.

We have heard from some of the Air Force personnel that in order to be competitive, for in-residence PME that it is helpful to have done distance learning PME, which seems duplicative.

I mean, I don't think that is what distance learning was set up—are they wrong? Or what are your thoughts about that? Or am I asking a question that you are not up to speed on yet?

Mr. SITTERLY. No, I would like to comment—

Dr. SNYDER. Yes.

Mr. SITTERLY [continuing]. Chairman Snyder. Thank you for the question.

Through our selection process, we select the top 15 percent as selects from the order of merit on the promotion boards for senior developmental education, and the top 20 percent for intermediate developmental education, so, a very competitive process to be a select.

The current Air Force policy is that all selects will go to school. You have a three-year window to go at the intermediate level, and a four-year window to go at the senior level.

The current policy is that all of the rest of the officers, who are eligible, are then considered candidates. Everyone is qualified, if you will, to take the distance learning.

The current Air Force policy is that if you are a select, you will go. And that you do not need to take the distance-learning course.

What we have as a policy is that we expect all of the officers to have the next level of PME done by the time they are promoted to the next rank. So, that is the current policy.

Dr. SNYDER. All right, so—well, maybe we will do this as a question for the record, because, we are getting kind of wading around the weeds here.

I wanted to ask, General Spiese?

You made a comment in your written statement about, and I would like you to amplify on. On page 12 and 13, you talk about the hiring authority.

It sounds like you are, needing, a statutory change. Is it a statutory change? Or is it our job or your all job to get it straightened out?

General SPIESE. Mr. Chairman, it is statutory.

Dr. SNYDER. Explain it to us, please.

General SPIESE. Currently, Title 10 Hiring Authority requires linkages to 10-month academic programs. We run a number of other programs out of Marine Corps University that are shorter in length, that do not tie back to a 10-month program.

But, we believe would benefit greatly from the latitude with Title 10 Hiring Authority. In particular, our enlisted professional military education, and the opportunity to seek Title 10 support for our senior staff and NCO professional military education.

We believe that that could bring something to the table for our senior staff non-commissioned officers.

Dr. SNYDER. Let me see if I got this right. Now, are you talking about the hiring authority for faculty?

General SPIESE. Correct, yes.

Dr. SNYDER. So, if you have a 10-month course, you have got some options there that you all want to hire faculty members for 10 months. If you have two 5-month courses in a row, even though it is the same person on your premises for 10 months, you don't have the same hiring authority.

General SPIESE. That is how we understand the statute. And that is how we have been applying the statute. Correct.

Dr. SNYDER. Maybe we could try to look in that document, and see if can sort that out too.

Do the rest of you have that issue? Is that an issue that you all deal with?

General Caldwell? Mr. Sitterly? Mr. Lutterloh?

Mr. LUTTERLOH. Mr. Chairman, from a Navy perspective, I would say that faculty is one of our pre-eminent concerns at the War College. But that said, I have not encountered this issue.

Dr. SNYDER. General Caldwell, you were about to say something?

General CALDWELL. Mr. Chairman, what I was going to say is; I am very much aware what Mel is talking about. Through legal interpretation, because we have tied most of our forces to the 10-month program, we are able to get a legal opinion and hire the faculty where it has been necessary.

But his point is well taken. It takes a tremendous amount of interconnectivity and work-arounds to—

Dr. SNYDER. Yes, it doesn't seem like the kind of thing you all have to worry about.

We have to try to get that straightened out.

General CALDWELL [continuing]. We would welcome the Marine's—

Dr. SNYDER. Yes, why don't you all get your legal folks to make some suggestions, and to work with the staff? And see if we can't get that straightened out.

I wanted to ask—I am about out of time. So, I am going to ask a general question for each of you.

If you were to sit down today with the combatant commanders that are out there, and you are training these folks and sending them to them, do you have a formal mechanism for hearing from them about whether they think that educational products, meaning your officers coming out of schools, is what they need?

And number two, what do you think they would say?

General Paxton.

General PAXTON. Yes, thank you, Mr. Chairman. I believe the mechanism which we do have is probably a little bit more informal, than it is formal. But there are committees and working groups.

When we routinely work out—reach out, and this is at the joint staff level, to the services and to the combatants to manage their input. So, there is not too many initiatives that we undertake, either through JPME or joint officer development.

We are not actively soliciting the input and the left and right lateral limits, if you will, from both the services and the combatant commanders.

I think universally, I believe that they will tell you that the process is working well, both in terms of development, quality, and assignment. There is always an issue with capacity. There is always an issue of how much we can generate how fast.

And there is always an issue of assignment policy. Who gets what?

And it is exacerbated, as General Caldwell said, given the demands of the war, and trying to cycle people in and out of command, and in and out of both Afghanistan and Iraq.

And that is part of the reason we reach out to talk to the combatant commands and the services. So, we can look at this from both the supply side and the demand side, sir.

Dr. SNYDER. General Caldwell.

General CALDWELL. Mr. Chairman, I have served on the combatant command staff in a senior-level position. And, I will tell you what is interesting is each time an officer is nominated by one of the services, if it is a field grade officer, major-level, we are looking to see if they are a graduate of their staff college.

It is the first qualification that you inherently look at on that bio, whether or not you are going to accept an officer or not.

And then, if it is a more senior officer, lieutenant colonel promotable, or a colonel/Navy captain, your question is, did they go to their senior service college?

We actually ask that question before we normally even ask whether they are joint-qualified. Because, the feeling is, we can, if we have to, do on the job training, and teach them the joint qualification requirements they are going to need for that particular skill set, and that particular job. Not for all, but at least for that one.

Much more readily than we can from the one-year in-residence program they probably experienced while going to the Naval War College or the Marine Command and Staff College, or something like that.

But, those are two skill sets I can tell you, Mr. Chairman, that are readily looked at by everybody on a combatant command staff, as we assess an officer that we are looking to bring in to, that have been nominated by the joint staff for duty there.

Dr. SNYDER. Mr. Sitterly.

Mr. SITTERLY. Thank you, Mr. Chairman. We already know that the combatant commanders value our SAASS graduates, because, they ask for specific people to come out to their command.

The other mechanism we use is through the Military Education Coordination Committee. And each year, the chairman looks at the various special areas for emphasis.

And so, last year out of nine different areas that were included in this, those Special Areas of Emphasis (SAEs), I think about eight of them came directly from the combatant commanders back to the committee to consider. And the ninth one came from our Air War College. And that was space of the contested domain.

So, it is an opportunity for us to hear from the combatant commanders, things that we want to put into the joint curriculum at the school to be emphasized. And, it also allows us then in turn to take it to our Air Force learning committee, which we have recently devised to look across the spectrum of education, to see where our shortfalls may be, or to see where we need to emphasize.

Thank you, Mr. Chairman.

Dr. SNYDER. You don't speak, you can last all day.

Why don't you go first, and we will go back to Mr. Lutterloh.

General SPIESE. Thank you, Mr. Chairman. We do have formal mechanisms, of course, for service specific feedback. We do not have anything similar related to the combatant commanders or joint commanders.

However, we understand from informal engagement, as General Paxton had mentioned, that our graduates are well thought of. And we seem to be hitting the mark.

Obviously, you are responsive to Office of the Secretary of Defense (OSD) directives, as it relates to joint requirements inside the joint portions of the curriculum.

Dr. SNYDER. And Mr. Lutterloh.

Mr. LUTTERLOH. Thank you, Mr. Chairman. In our view, the feedback from the Combatant Commands (COCOMs) has been extremely positive on the value of the War College and the joint professional military education it provides.

I think the flexibility of the naval officers is coveted out there. The one area, I think, that we probably stand to improve is on the numbers that we are able to get through that school, and provide that foundation of joint operations.

That said, we have got a number of mechanisms, both informal through surveys that are conducted by the War College. And discussions with other flag officers.

And in particular, our component command that are co-located with the COCOMs, our Navy commands, provide us invaluable feedback.

And lastly, both the CNO and the chief naval personnel regularly conduct boots on ground discussions with those combatant commanders to get that feedback directly.

Dr. SNYDER. Mr. Wittman.

Mr. WITTMAN. All done.

Dr. SNYDER. I want to ask one final question. As you know, Mr. Skelton was involved in this issue, 20 years ago. And did great, great work on a panel they had on this topic. And there were some fairly big changes made in PME.

I think for the last 10 years or so, if not a little bit longer, I don't think this committee, and the Congress, has paid as much attention to the issue that probably we ought to have.

An example might be that issue that we were talking about with regard to the joint duty assignment list. That is really the kind of thing we probably should have picked up on two or three years ago, that was a problem for you.

And I just don't think we—I don't know that we were aware of it, or not at least hadn't given you the opportunity to amplify on it.

Do you think it would be helpful, like we do with the military health care, with recruiting retention, and some other topics, to have some kind of an annual hearing in the Armed Services Committee on the specific topic of professional military education?

I don't except any long answer, but any comments?

General Paxton.

General PAXTON. Yes, thank you, Mr. Chairman. I was going to save some of this to the kind of closing remarks, if you care to be gracious enough, and afforded us the opportunity.

Dr. SNYDER. Yes.

General PAXTON. But, I think, certainly on behalf of the chairman, and I think most of the services, we truly appreciate the support of the committee and the subcommittee.

And, we really think that the success that JPME and Joint Officer Development (JOD) is because of this great relationship that we have had for the better part of the last 25 years.

So with that as a backdrop, I think the continued exchange and dialogue is nothing but helpful, and our only thought, if you will, and certainly not a caveat, is the more that we can just kind of generally outline left and right lateral limits, and the more we can raise the floor without being unnecessarily prescriptive one way or the other, just gives us a lot of latitude.

Because there are a lot of things that are lagging indicators to us, and we certainly couldn't have predicted, given what happened after 9-11, so the pace of PME and the idea of distance learning and non-resident education, and composition of the faculties, a lot of this is a constantly moving target as you well know, sir.

But, thank you for the opportunity. And it is a great dialogue. And I think we would probably support the continued dialogue.

Dr. SNYDER. Yes. Anybody else have any comments?

General Caldwell.

General CALDWELL. Mr. Chairman, I would welcome it. I can tell you, if somebody asked me who I worked for, sometimes I work for Chairman Skelton.

It has been an ongoing continuous dialogue for the last two years I have been in this position. On a regular basis, he will, in fact, engage and ask those various types of questions. Which have one, helped me be much more succinct in what I am trying to achieve on behalf of the United States Army in this position that I am in, and for our future leaders.

But secondly, just as important, it allows that dialogue. So again, a much greater appreciation for how members in Congress can help us move some of these efforts along.

And I think a formal mechanism like this actually is very, very beneficial. I know when Lorry came out and spent time at Fort Leavenworth, her and the whole family; we very much appreciated them being out there. And giving us that opportunity to discuss and go through.

Because, there are a lot more even smaller items we didn't talk about today.

Dr. SNYDER. Right, right.

General CALDWELL. So that we did have the opportunity to sit with her and her staff was there out there and dialogue about, if we could receive assistance here or—

Dr. SNYDER. Yes.

General CALDWELL [continuing]. If you could be more, clear, in your guidance to us that would be very, very helpful.

Dr. SNYDER. Yes.

General CALDWELL. So—

Dr. SNYDER. Some of them are statutory and some of them are money issues. And those are the kinds of things that we can work on.

Any other comments?

I appreciate you all—

Mr. LUTTERLOH. Mr. Chairman.

Dr. SNYDER. Yes.

Mr. LUTTERLOH. From the Navy's standpoint, we would welcome that interaction. We are very grateful for the continued support of this committee and others in Congress, for the Navy in general and for the flexibility that we have within the PME program.

That tyranny of time and increased demands, demands that flexibility. So we would look for continued engagement with that to understand where we need to go and move this ahead.

Dr. SNYDER. Well, thank you all for your time today, and for your service. And I am sure we will have some questions, either informally or formally for the record.

If you have any other comments you would like to make, please feel free to send them over. And we will make them part of this, part of the record.

Anything else, Mr. Wittman?

Mr. WITTMAN. That is it, Mr. Chairman.

Dr. SNYDER. We are adjourned.

[Whereupon, at 2:26 p.m., the subcommittee was adjourned.]

A P P E N D I X

JULY 28, 2009

PREPARED STATEMENTS SUBMITTED FOR THE RECORD

JULY 28, 2009

**Opening Statement of
Chairman Dr. Vic Snyder
Subcommittee on Oversight and Investigations**

**Hearing on “Investing in Our Military Leaders: The Role of
Professional Military Education in Officer Development”
July 28, 2009**

The hearing will come to order.

Good afternoon, and welcome to the fifth in a series of hearings on officer in-residence, Professional Military Education, or “PME.” Our hearings, thus far, have examined the mission; curricula and rigor; quality of staff, faculty and students; and resources of Service and joint institutions from the pre-commissioning and primary levels, through to the intermediate and senior PME levels.

Today’s hearing will have a broader focus and explore the role of professional military education in overall officer development. After all, PME’s main purpose is to contribute to the preparation of our military officers, as they progress through their careers, for leadership at the tactical, operational, and strategic levels. We can’t just take for granted our ability to systematically produce exceptional leaders. It’s actually the result of a very complex system of systems, made all the more challenging by the demands of today’s operational environment.

The general model used for developing our military leaders consists of a combination of professional military education, training, and experience along with mentoring and self-development. The process of leader development, of which PME is a major part, is designed to produce an

officer corps made up of “skilled joint warfighters,” who are “strategically minded” “critical thinkers,” according to the vision for joint officer development.

To achieve that goal, the Services need policies and systems to manage and integrate officers’ assignments, education, and training. It’s a complicated task involving several different kinds of inputs— leader development strategies or visions, PME policies, and assignment policies and processes. The Services and the Chairman of the Joint Chiefs of Staff must identify the attributes they seek in their respective Service and joint leaders. **They must deliver education and training at the right time and at the level appropriate in an officer’s career.** And, they must manage assignments to broaden officers’ experiences and apply their knowledge and training.

The witnesses for this hearing have varied responsibilities and authorities in the three areas of PME policy, officer assignment policy, and leader development. This is a reflection of the different approaches each organization takes in connecting these things. I look forward to gaining a better understanding of how well we are doing with this challenging and intricate but critically important task.

**Statement of Ranking Member Rob Wittman
Subcommittee on Oversight and Investigations
House Armed Services Committee**

**Hearing on Professional Military Education—Role of PME in Officer
Development**

July 28, 2009

Thank you, Chairman Snyder, and good afternoon to our witnesses.

Thank you for being here today.

This afternoon, the subcommittee conducts its fifth hearing on officer in residence professional military education. This hearing focuses on how the joint PME education requirements fit into overall leader development for the military services, and how well the individual services capitalize on the skills of joint educated officers though carefully managed follow on assignments.

I note that our witnesses, each well qualified, come from varied communities within their services, reflecting the differences in approach and emphasis we've seen throughout this study.

Since the panel collectively provides the subcommittee senior expertise and perspective on joint officer education policy, education programs, assignments, and requirements matters, I welcome your views on the overall effectiveness of the joint PME system and how well it serves your respective organizations. While I see no point in making all services adopt the same approach, we should ensure that the broad officer education and training system achieves its intended objectives, both to educate officers in joint matters and to meet specific military service leader development requirements as well. Our testimony to this point is positive, but your frank assessment of any necessary changes is welcome.

Thank you, Mr. Chairman. I look forward to hearing from our witnesses.

NOT FOR PUBLICATION
UNTIL RELEASED BY THE HOUSE
ARMED SERVICES COMMITTEE
SUBCOMMITTEE ON OVERSIGHT
AND INVESTIGATIONS

STATEMENT OF
LtGen JOHN M. PAXTON, USMC
DIRECTOR of OPERATIONS, JOINT STAFF
(Acting For DIRECTOR, JOINT STAFF)
BEFORE THE
SUBCOMMITTEE ON OVERSIGHT AND INVESTIGATIONS
OF THE
HOUSE ARMED SERVICES COMMITTEE
PROFESSIONAL MILITARY EDUCATION POLICY HEARING
28 JULY 2009

Statement of LtGen JOHN M. PAXTON, USMC
House Armed Services Committee
Subcommittee on Oversight and Investigations
28 July, 2009

Mr. Chairman, Mr. Wittman, Members of the Subcommittee. Thank you for the opportunity to meet with you and discuss the Chairman's vision for Joint Officer Development, the significance of Joint Officer Management, and the importance of Joint Professional Military Education.

The Armed Forces of the United States comprise the Active and Reserve components of the Army, Navy, Air Force, Marine Corps and Coast Guard. Each service possesses its own unique traditions and competencies, which contribute to the versatility, flexibility and effectiveness of the joint force. Together we support and defend our Nation, its people, its friends, and its interests worldwide. In conjunction with other U.S. government agencies, we are engaged in strengthening and expanding relationships with international partners. These partnerships contribute to creating and maintaining a stable environment while concurrently deterring potential adversaries.

U.S. military power today is unsurpassed on the land and sea and in the air, space, and cyberspace. The individual Services have evolved capabilities and competencies to maximize effectiveness in these respective domains. Even more important, the ability to integrate our diverse capabilities into a joint whole that is greater than the sum of the Service and Agency parts is an undeniable American strategic advantage.

However, it is our people who ultimately are our greatest strength and advantage. We repose special trust and confidence in their patriotism, valor, fidelity and abilities. We recognize that these attributes are formed first by their families and communities, then honed by purposeful development while in Service. Our stewardship of these precious assets is both a sacred trust and a solemn responsibility.

The landmark 1986 Goldwater-Nichols Department of Defense Reorganization Act set the Department of Defense on the path which led to today's joint force and our approach to joint leader development. In 2005, Chairman Pace published his vision for Joint Officer Development to inform the Department's approach towards developing the leaders for our future joint force. Congress saw fit to support this Vision in legislation; the transition to a "Joint Qualified Officer" or JQO vice the previous Joint Specialty officer approach recognizes the broad application of the Jointness across the Armed Forces. Chairman Mullen actively

supports this vision and is a staunch believer that in order to succeed, the Armed Forces must fundamentally be a learning organization in both word and deed. As both Chief of Naval Operations and as Chairman, he has actively sought to ensure both the relevancy and efficacy of learning inside the Armed Forces. Inside the context of Joint Officer Development, our approach can be summed as “the right education, for the right officer, at the right time.”

Professional Military Education, both Service and Joint, is the critical element in officer development and is the foundation of a joint learning continuum that ensures our Armed Forces are intrinsically learning organizations. As joint leaders, we understand that young officers join and are largely trained and developed in their particular Service. Over time, they receive training and education in a joint context, gain experience, pursue self development, and over the breadth of their careers, become the senior leaders of our joint force. For efficiency, joint learning requirements are often embedded within Service-based learning. Our developmental efforts must ensure that officers are properly prepared for their leadership roles at every level of activity and employment, and through this, ensure that the US Armed forces remain capable of defeating today’s threat and tomorrow’s threat.

The United States enjoys an overwhelming qualitative advantage not only in our fielded capabilities, but in our cognitive approach to our duties. Sustaining and increasing this advantage requires a continual effort combining technology, intellect, and cultural changes across the joint community. We should not lose sight of the fact that the senior leaders of our Armed Forces of tomorrow will be developed, honed and identified within the construct of the PME/JPME system today. Our education system must therefore serve us by meeting the needs of today as well as the expectations of tomorrow.

Joint Professional Military Education (JPME) writ large enhances the total force capability and our capacity to effectively wage traditional and irregular warfare. The JPME system needs to continue to build an officer who understands the strategic implications of tactical actions and the consequences that strategic actions have on the tactical environment. Service delivery of PME, taught in a joint context, instills not only basic Service core competencies; but it enhances joint warfighting and leader competence. JPME and PME work together in effective harmony serving many needs but one goal.

In its fullest sense, education conveys a broad body of knowledge and develops the habits of study and of mind which are essential components of any military professional’s expertise in the art and the science of war. Our JPME system should therefore produce:

(1) Strategically minded officers educated in the profession of arms who possess an intuitive approach to joint warfighting built upon their individual Service competencies. Its' aim is to produce graduates prepared to lead future force envisioned by the Capstone Concept of Joint Operations (CCJO) within a multi-Service, multi-agency, multi-national environment and able to participate in and contribute to informed decision-making on the application of all instruments of national power.

(2) Critical thinkers who view military affairs in the broadest context and are capable of identifying and evaluating likely changes and associated responses affecting the employment of US military forces. JPME graduates should possess acuity of mind at the highest level; gained as a result of a continuum of learning across a lifetime.

(3) Senior officers who, as skilled joint warfighters, can develop and execute national military strategies that effectively employ the Armed Forces in concert with other instruments of national power to achieve the goals of national security strategy and policy.

The future joint force requires knowledgeable, empowered, innovative, and decisive leaders capable of succeeding in fluid and perhaps chaotic operating environments with more comprehensive knowledge of interagency and multinational cultures and capabilities.

I have given you to this point the conceptual framework which drives PME and JPME throughout the Department. Please allow me now to discuss a few particulars of interest in direct response to the issues raised in your invitation to participate in this hearing.

Policy Framework and Authorities

The Chairman is given specific responsibility in Title 10 for formulating policies coordinating the military education and training of members of the armed forces. The Chairman's guidance for the PME system is found in his "Officer PME Policy" or "OPMEP." This instruction is the foundational policy underpinning professional military education and provides for an approach that produces a cadre of officers versed in the topics and issues associated with the significant aspects of "Joint Matters". Additionally, the PME Learning continuum is structured to satisfy statutory educational requirements consistent with Joint qualifications and eligibility criteria for promotion to General and Flag Officer rank.

The Chairman executes his educational responsibility in harmony with the Service Chiefs. With advice and coordination, he broadly establishes the joint mission of each individual school or college particularly at the Intermediate and Senior Level of education. The Service Chiefs are able to

infuse the nature of their component (land force-Army, maritime force-Navy, Aerospace-Air Force, Expeditionary-Marine Corps) throughout the curricula in order to satisfy Service as well as Joint PME requirements.

Title 10 further structures a three-phase approach to JPME; JPME-I, JPME-II, and CAPSTONE. These phases of JPME shall be "designated and certified by the Secretary of Defense with the advice and assistance of the Chairman of the Joint Chiefs of Staff". The legislative changes dictated in the Ronald W. Reagan National Defense Authorization Act of 2005 have expanded the opportunities for senior officers to receive JPME-II. It reinforced the link between joint officer management and JPME.

Mission and role of the joint in-residence PME system

The gold standard of the PME system is the in-resident method of delivery. Opportunities for substantial professional education, especially JPME-II for senior officers, are relatively rare – particularly for the extended in-residence education that produces a synergy of learning that only comes from daily, face-to-face interaction with fellow students and faculty.

Humans seem to learn best in face-to-face settings; this is especially true when changes in attitude (or affective learning outcomes) are desired, as they are in our JPME approach. For this reason, we broadly understand that JPME delivery has three main components, as follows:

- 1) "What is taught" meaning a joint curriculum based on approved Joint Doctrine and Concepts;
- 2) "Who is taught" meaning a student body with all service participation in percentages to support affective joint learning; and
- 3) "Who teaches" meaning a military faculty with all service participation to support effective affected joint learning.

These three bullet summary points mirror the letter and spirit of legislation but also create a natural and potentially healthy tension with our desire to educate the largest total percentage of the officer corps. Additional space is also provided to DOD Civilians, amongst other populations. Congress has been very generous in its provision to the Department of the resources required to maintain our in-residence approach and has further supported our vibrant non-resident JPME I programs. This said, the restriction limiting JPME II programs to "in-residence" only creates a narrowing of opportunity to achieve this essential education. Practically, each year there are but 2,000 school seats spread across the 8 JPME II venues.

The JPME-II threshold could be enhanced by either increasing the resource requirements to build and populate larger school houses; or with legislative authority to deliver JPME-II by non-resident modes. The

hybrid—a mix of resident and non-resident delivery—approach contained in the Advanced JPME Course tailored for the Reserve Component (RC), offers an exemplar of a successful, seminar based, non-resident delivery program. The absence of joint acculturation among the student population is mitigated by the increased access to the joint learning content. In-residence education is preferred; however, the Department believes a non-resident approach to JPME-II may have future value. Accordingly, the National Defense University has conducted research into developing courses of action to support non-resident delivery options which satisfy Chairman Pace's guidance to ensure students still receive some opportunity to meet face-to-face. Accordingly, the only non-resident options considered as potentially viable are those which protect the primacy of in-resident education, and are seminar based.

System Performance

Broadly, our judgment is that the PME system is meeting its objectives. This is not, to say however, that improvements are not desired, nor possible. They are categorically both desired and possible. Our deeply committed educators are constantly striving to ensure their courses are relevant. They balance timeless requirements such as inculcating clear thinking and clear speech with topical issues of today. Students likewise have this expectation and many of them come directly from combat units and deployments of relevance, and use the academic year to reflect deeply on their experiences. Military Faculty frequently fit this paradigm as well; their experiences also enrich delivery.

Chairman Mullen is prone to ask "are we teaching the right things?" Most recently, this question resulted in a detailed review of the CAPSTONE Course. Following this review, the Chairman issued guidance to both the NDU-President and to the Service Chiefs to enhance the efficacy of the course. The Guidance included enhancing the bridge between JPME II level education, CAPSTONE education, and subsequent courses for Generals and Admirals; and improving the interagency dimension of the course.

Process and indicators of system performance

A time proven Service adage speaks to the fact that it is not what the Commander "expects" but what he "inspects" that ensures desired results. Young leaders throughout the Force are taught that "supervise" is the most important troop leading step. In this vein, the Chairman ensures positive results in JPME through the Process for the Accreditation of Joint Education, referred to as the PAJE. The PAJE, based on the accreditation approach of civilian academia, regularly validates that our Joint Education efforts achieve their objectives. These assessments are conducted routinely on a 6-year cycle (as opposed to civilian academia's

10-year cycle) and whenever substantive changes suggest reassessment. Mirroring the emphasis of legislation, periodic assessments of JPME are specifically conducted for the Phase I, II and CAPSTONE programs. A PAJE certification is thorough and rigorous. Joint accreditation is taken just as seriously if not more seriously by the individual institutions approach to Regional Accreditation of their Masters Degree Programs because JPME satisfies their primary mission. Joint acculturation and an understanding of the tenets of joint matters is the primary focus of Intermediate and Senior level education.

The CJCS' PAJE process serves three purposes: oversight, assessment and improvement. A balanced team of peers and experts work together to assure that each JPME College/School properly executes to standard, and to offer each institution the benefit of the team's findings and recommendations. The PAJE is fundamentally a peer review process which also serves to spread best practices amongst each JPME venue. Curricula content and development, faculty as well as student quality and composition, institutional organization and climate, resourcing, and library and research capabilities form the core for assessment and accreditation from the Chairman.

The Chairman seeks to maintain consistency across the various JPME venues through a regimen of Common Educational Standards. The standards are described in the CJCS OPMEP but are summarily as follows:

1. Develop Joint Awareness, Perspective, and Attitudes;
2. Employ predominantly active and highly effective instructional methods;
3. Assess student achievement;
4. Assess program effectiveness;
5. Conduct quality faculty recruitment, selection, assignment, and performance assessment;
6. Conduct faculty development programs for improving instructional skills and increasing subject matter mastery; and,
7. Provide institutional resources to support the educational process

The relevance of the curricula is bedrock to institutional value. Curricula improvement is actively pursued by the Director Joint Staff-led Military Education Coordination Council which provides Joint oversight to annual updates to curricula topics. This past year, Irregular Warfare, Cyberspace and Cyberspace Operations, Strategic Communication, Information Operations, Security Stability Transition and Reconstruction Operations, and Joint Logistics received additional coverage in either or both the CJCS' Officer PME Policy or his Annual "Special Emphasis" list.

Joint Officer Management

In the Joint Officer Development equation, JPME pairs with Joint Officer Management to produce Joint Qualified Officers (JQOs). Properly educated and experienced JQOs are essential to the department's and service's ability to successfully integrate joint capabilities. JQOs serve as the catalyst for developing and presenting timely, concise, and influential joint military advice in the following areas: operational and contingency planning at the national and strategic level, the employment of forces, roles and missions, the development of joint doctrine, joint policy, and the command and control of organizations and forces under unified command. In addition, JQOs serve a vital role in developing officers assigned to joint organizations for the first time to acclimate and perform their joint responsibilities. When JQOs return to their Service they can provide their unique joint perspective to their organizations.

- Selection of JPME students, faculty, and staff personnel

The selection of students and faculty, up to and including the senior staff of Commandants, Presidents, or Deans, is nominally a Service responsibility. Students at resident JPME I and II schools are generally selected by a Board within the Service. Military faculty is also selected by the Services but is generally subject to vetting by the school or academic institution. Military Faculty at JPME institutions must have certain credentials regarding their own educational qualifications and joint experiences; these are detailed in the CJCS' OPMEP. Chairman oversight is exercised through PAJE validation of appropriate size and composition of the student body student and military faculty. A JPME-II Memorandum of Agreement has been brokered between the Services to ensure the quantity and requisite skill sets within the faculty are in place to satisfy the individual school requirements. A similar MOA is under work for the JPME I schools and should be completed this year.

Regarding Senior Schoolhouse leadership, each selection is carefully weighed. Service Chiefs bear responsibility for the choices made at their schools. The Chairman selects the General/Flag Officer leadership for the NDU Schools and makes a recommendation to the Secretary of Defense regarding the officer to be the NDU President. NDU assignments rely on quality nominations from the Services.

- Future assignments of JPME students and faculty

Post faculty tour assignment or student placement following graduation is also a Service responsibility. Each assignment is a different combination of requirement, skills and individual preferences, but broadly speaking, graduates of resident JPME are prized across DOD and are so handled by the assignment staffs. The Services understand the importance of

managing joint assignments which affect not only future individual promotion eligibility; but most importantly, which ensure the right officers are assigned to support joint commands and staff missions at the right time. The Joint Staff J-1 monitors outplacement and reports annually to congress in order to validate compliance with legislative mandates for placement and promotion targets.

The Chairman has recently written to the Service Chiefs to solicit a greater focus on the early assignment of new Flag Officers to CAPSTONE; and a greater rate of outplacement of JAWS graduates directly in to joint assignments. A soon to be released revision to the Chairman's PME Policy will expect a 100% placement of JAWS graduates directly into a Joint assignment.

- JPME-I Faculty assignment and Joint Experience Credit

Joint duty credit is a faculty quality issue which encourages and facilitates the best and brightest operationally experienced officers to be naturally inclined to seek faculty duty. Currently, the law restricts all but JPME II instructors from inclusion on the Joint Duty Assignment List (JDAL). Although some instructor duties will possibly not provide significant experience in joint matters, there are many that will; and the law should not exclude these positions from consideration. The department should have the capability to evaluate the duties of each position against the statutory definition of "joint matters" and determine if the position meets the standard of providing the officer significant experience in joint matters. Although officers seek JDAL positions, the department does not add positions to the JDAL solely as an incentive for an officer to take an assignment. Joint Matters is a very high threshold and only those positions that meet or exceed the requirements outlined in statute are placed on the JDAL. The department's JDAL validation process will ensure that only the correct JPME faculty positions are included on the JDAL.

Conclusion

The men and women of our Armed Forces are our nation's most important and most cherished strategic resource. Only a force of dedicated, highly educated and well-trained men and women capable of leveraging new ideas will succeed in the complex and fast-paced environment of current and future military operations. Our Armed Forces must exhibit the highest standards of personal and institutional integrity, competence, physical courage and moral courage, as well as dedication to ideals and respect for human dignity. It is imperative that we collectively maintain a sustained emphasis on the highest ideals developed and espoused in our Joint education process. The Congress' continued support of our efforts are viewed as vital and are enormously appreciated.

I stand ready to address your questions. Thank you

49

STATEMENT BY

LTG WILLIAM B. CALDWELL IV

COMMANDING GENERAL

U.S. ARMY COMBINED ARMS CENTER AND COMMANDANT, U.S.
ARMY COMMAND AND GENERAL STAFF COLLEGE

BEFORE

OVERSIGHT & INVESTIGATIONS SUBCOMMITTEE

HOUSE ARMED SERVICES COMMITTEE

THE UNITED STATES HOUSE OF REPRESENTATIVES

FIRST SESSION, 111TH CONGRESS

JULY 28, 2009

NOT FOR PUBLICATION

UNTIL RELEASED BY

THE HOUSE ARMED SERVICES COMMITTEE

Chairman Snyder, Representative Wittman, and the honorable members of the House Armed Services Oversight and Investigations Sub-Committee, I am Lieutenant General Bill Caldwell, the Commanding General of the US Army Combined Arms Center and the Commandant of the U.S. Army Command and General Staff College. On behalf of General George Casey, Army Chief of Staff, and General Marty Dempsey, Commanding General of Training and Doctrine Command, we appreciate the opportunity to speak with you today about our Army's professional military education. We are absolutely committed to the ideals of education in preparing the next generation of our nation's leaders for the challenges of the future. This next generation of leaders will chart a path to the future that is marked by an era of uncertainty and persistent conflict where the importance of leader development and the process of Professional Military Education will be imperative.

Twenty years ago, the Skelton report enabled the Army to focus its professional military education programs to account for the joint environment. Then, as now, the support of this committee was essential to a vibrant and dynamic professional military education. We recognize that your continued advocacy of our professional military education efforts is vital to the sustained health of our leader development and the very security of our nation.

You've asked us to address several questions directly affecting officer professional military education in our Basic Officer Leadership Course, Captains Career Course, Intermediate Level Education at the Command and General Staff College, and the Army War College. Today we'd like to share with you some insights that will better inform your continued work across our armed forces. As we progress through the questions, we'll highlight key aspects of where we are today and how we intend to adapt to better meet the evolving strategic environment. Four themes will resonate within this testimony: Our Army's transformation to meet the changing

security environment; how our maturing Army Leader Development Strategy will guide our professional military education (PME); the benefit from instituting the Army's Human Capital Enterprise, and how joint, interagency, intergovernmental, and multi-national considerations permeate our educational process.

We'd like to begin by describing the context within which the Army's professional military education system operates. The Army is in the midst of unprecedented change, one that goes beyond the visible signs of organizational and material changes. It also includes a focus on improving the ability of our leaders and Soldiers to meet new security environment challenges. This environment is characterized by persistent conflict against adaptive hybrid threats at home and abroad, and includes globalization, technology, population growth, increased resource demands, climate change and natural disasters, and the proliferation of weapons of mass destruction. The Army is shifting its focus and developing its capabilities towards continuous full spectrum operations (Offense, Defense, Stability, and Civil Support) to meet these environments. We have adapted and are continuing to adapt our curriculum for full spectrum operations at the each level of professional military education (PME) to more fully address irregular warfare and stability operations. This continues as a work in progress, since it directly correlates to our current operations in Iraq and Afghanistan.

Our Army's adaptability and agility enhances our ability to engage against the looming threats within the security environment, while preserving our All-Volunteer Force. The changing environment, eight years of war and the requirement to sustain our readiness causes us to think fundamentally different about the integration of Education, Training, and Experiences for our leaders. We have observed the stress of over eight years of sustained conflict on our forces and we are working diligently to adapt institutions and policies to achieve better balance

of professional military education within leader development. This is particularly evident in our PME approach, as we must account for educational changes in our leader development and personnel management policies. We are driving these changes through development of a comprehensive Army Leader Development Strategy. This gets to the heart of the matter: educating the next generation of leaders is vital for our Army and our Nation.

To this end, the Secretary of the Army and Army Chief of Staff have recently appointed General Dempsey, Commanding General for Training and Doctrine Command, as the Army's executive agent for the Human Capital Enterprise (HCE). This also makes him the senior responsible officer for our Army's Leader Development. This decision empowers General Dempsey to influence, establish, and change policies that directly affect our leader development and professional military education objectives.

General Dempsey has vested in me as the Combined Arms Center Commander responsibility for our Army's leader development efforts. Our Center for Army Leadership (CAL), as part of the broader leader development at the Fort Leavenworth Combined Arms Center, is spearheading the development of our comprehensive Army Leader Development Strategy. This strategy will describe the Army's vision for growing its leaders well into the future, predicated on the pillars of leader development: Education, Training, and Experience. The strategy will build upon the foundational doctrinal manuals that so clearly articulate the characteristics we desire in our leaders. We are developing leader imperatives to guide the leader development process and to drive educational initiatives to implement throughout the Army. We are working this effort very closely with all agencies and commands within the Army; this is truly an Army-wide initiative. Many of the remarks within this testimony will underpin how we implement the Army Leader Development Strategy educational pillar.

The Human Capital Enterprise initiative now led by General Dempsey will truly enable synchronization of effort for Army leader development and personnel policies. This new enterprise governance approach will enable the Training and Doctrine Command to pursue adaptations to Army policies and programs needed to build greater flexibility and predictability within the Army. It will also provide leaders who are better prepared to lead our Army. This provides the Army the ability to adopt a more inclusive and holistic approach that will facilitate more efficient and effective use of resources. Tied to the educational pillar, this will ensure the Army accounts for all changes that directly or indirectly affect professional military education. Combining both these recent changes and our ongoing initiatives, we're shaping the future of our PME system to better develop the leader characteristics our Expeditionary Army requires of its officers to lead Full-Spectrum Operations in the 21st Century Security Environment throughout in an era of persistent conflict.

Our professional military education continues to reflect our adaptability to changing conditions and demonstrates the strong emphasis our Army Senior Leaders place on education through agility, adaptability, innovation, and versatility. I'll highlight a few to illustrate the breadth of these policy changes since 2007:

- a. Our Army Chief of Staff strongly supports a comprehensive approach to increase Joint, Interagency, Intergovernmental, and Multi-National (JIIM) awareness in the Command and General Staff College through an Interagency Fellowship and Exchange program and increased attendance for International Officers, Sister Services, and Warrant officers. The interagency fellowship and exchange program has grown steadily since 2007. The Academic Year 2010 resident Intermediate Level Education classes will have 18 students from 14 different governmental agencies.

Similarly, our Army will have 19 military officers as interagency fellows receiving broadening experiences at 12 government agencies. This is definitely an area we want to expand significantly to complement the invaluable presence of our sister service officers and multi-national partners and allies in our professional military education forums.

- b. General Dempsey recognized that one component of our Basic Officer Leader Course providing common core instruction for newly commissioned officers was inefficient and not meeting capacity demand. His decision this year to realign the Basic Officer Leader Course streamlines initial entry officer education and will greatly reduce the backlog of officers waiting to attend the Basic Officer Leader Course.
- c. We are also in the process of redesigning the Captain's Career Course curriculum by September 2009 to enable a more rapid infusion of lessons learned and best practices across all branches and functional areas. This will better develop technically and tactically competent leaders for full spectrum operations who are able to operate within a JIIM environment.
- d. Initiatives to redesign the Basic Officer Leadership Course, and improvements to the current Advanced Operations Course at the Command and General Staff College, remain priorities for the Army. We are also considering a Department of Army level selection board for the year long Intermediate Level Education resident attendance at Fort Leavenworth.
- e. The Commander for Training and Doctrine Command directed our School of Advanced Military Studies (SAMS) to expand from six to nine seminars in 2007.

We completed this expansion this summer. This effectively increases the number of graduates to meet the wartime demands of our Combatant, Corps, and Division Commanders for operational level planners. It will also provide our force a larger cohort of senior officers educated in the advanced application of military studies to inculcate a strategic mindset earlier in their careers. We are truly producing critical, creative thinkers ready for the complex challenges of the 21st century.

We fully recognize professional military education is paramount to an officer's career development. We continuously review our officer professional military education to ensure it remains relevant to our force and national needs. The strategic environment is growing more complex, increasing the demand on education within innovative and dynamic leader development. Our implementation of recommendations from a long series of introspective examinations of leader development requirements in the 1986 Sullivan Report, the Skelton Report, the Army Training and Leader Development Panels from 2000-2004, and the current Army Training and Leader Development Program are indicative of how valuable professional military education is to our leader development. Our current efforts in developing a comprehensive Army Leader Development Strategy continue this focus. We are taking a critical view of what is relevant, what must change, and what outcomes we expect from educating our leaders. Our Center for Army Lessons Learned has a critical role in ensuring we capture and incorporate the right lessons from current operations into our professional military education that will endure over this era of persistent conflict.

A short discussion of how we envision education contributing to our draft Army Leader Development Strategy may provide a better understanding of where we are headed.

The Army expects leaders at successive levels to attain certain abilities cumulatively and progressively over time. These abilities accrue over the span of a leader's career through the balancing of education, training, and experiences – it's a life-long process and journey. The desired characteristics of our most junior leaders clearly differ from those of our more senior leaders who have grown through additional education, training, and experiences. Active and reserve components also differ in breadth and depth. While expertise is narrow early in an officer's career, the breadth and depth of this expertise expands over the course of a career. Progressive development of these characteristics over a career is achieved through a balanced combination of professional military education, training, and experience.

Future leaders require increasing levels of competence in culture, language, information, and Joint, Interagency, Intergovernmental, and Multi-National (JIIM) domains. This requires a sophisticated appreciation of the capabilities and limitations of military power in a geo-political context – demanding leaders understand the influence of culture and language; the impact and utilization of information; and the JIIM environment. Development of these competencies is progressive in nature within leader development and particularly professional military education. Developing these skills and competencies serves as a force multiplier for the Army and enables our leaders to hone their mental agility and forge an expeditionary mindset.

Education complements training and experience, enabling officers to apply appropriate judgment to situations in a complex strategic environment. Education within the Army primarily occurs through professional military and civilian educational opportunities. The progression of cohort schooling requires constant analysis and verification of education and training requirements to ensure leaders are receiving the right skills at the right times. Mental, emotional, and social development is essential in achieving education and experience goals to develop

professional expertise at the highest learning levels. The professional military education system also requires equally innovative, agile and competent instructors and facilitators to provide this level of education. Assigning or hiring high quality teachers to these essential positions is an investment in our leaders' development. These leaders' presence in professional military education settings is critical to character and competence development, and they also serve as inspirational role models in the institutional setting.

The Army educates leaders to achieve higher-level intellectual abilities, and introduces life-long and timed education outcomes for the leaders' progressive development. Education helps leaders make key transitions along their career progression; particularly transitions from direct to organizational level, and organizational to strategic levels of leadership. Educational efforts do not focus on a single learning style or teaching style, or educating to a common denominator. Rather, education efforts use multiple approaches that support individual learning styles to accelerate individual learning.

Our professional military education system (PME) is designed to support both the Active and Reserve components. Therefore, PME includes resident, non-resident, and blended-learning course (a combination of resident and distance learning) designs that leverage formal instruction, and the learning opportunities provided by the internet and other technologies. Education requires engaged learning that contributes to life-long learning skills grounded in critical thinking, problem solving, and decision making. Military education also helps leaders develop skills to quickly comprehend and understand new and changing situations, rapidly build relationships and trust with mission partners, and demonstrate competence and confidence in applying innovative and adaptive solutions required to operate in an uncertain world.

We trust this review of our Army's vision for officer professional military education has now set the stage for answering your questions and providing a context from which to draw conclusions about this testimony.

Please allow us to recap the questions to ensure we meet your intent for this testimony. This distinguished committee has asked us to address nine questions concerning officer professional military education. These questions focus on the following areas: Army Policy Framework and authorities for PME; the purpose and mission of professional military education; the achievement of system objectives; the process and indicators for measuring success; the role of resident professional military; the selection process for students, military and civilian faculty, and senior school staff; the role resident professional military education plays in future assignments of students and faculty; the process for professional military education decision-making; and the impacts of taking away Joint Duty Authorization List credit for non-host military faculty.

We will address each question in turn, offering an appraisal of our current actions and, where appropriate, how we are changing our professional military education to meet new operational demands.

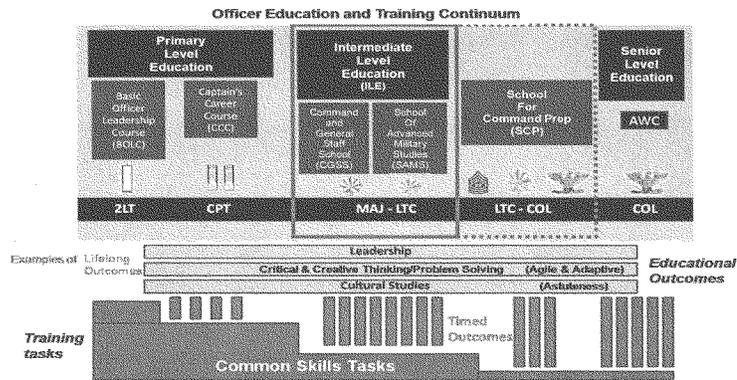
1. Army policy framework and authorities for professional military education

The policy framework and authorities that form the basis of the Army's system of professional military education is established through several statutory and regulatory documents. Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 1800.01C, *Officer Professional Military Education Policy*, implements our US Code Title 10 responsibilities, Army Regulation 350-1, *Army Training and Leader Development*, establishes professional military

education requirements across the Army, and Department of the Army Pamphlet 600-3, *Commissioned Officer Professional Development and Career Management*, describes progressive career requirements.

The growth and development of a successful military leader is achieved through a deliberate and balanced leader development approach of education, training, and experience. We train leaders and Soldiers to accomplish the tasks that we know are a part of defending our Nation, and we educate them to succeed in the complexity of the contemporary operating environment against hybrid threats. The professional military education framework is designed to afford Army officers the opportunities to gain knowledge required to succeed one to two levels beyond their rank in a progressive manner. Our Non-Commissioned Officer and Civilian Education Systems mirror this framework in order to prepare all Army leaders to effectively operate in a security environment characterized by growing complexity, ill-structured problems, and decentralized operations.

Officer Professional Development Model



The graphic above will help you understand how the Army approaches leader development. This chart outlines the lifespan of the typical Army career; displaying ranks achieved, schools attended, and institutional training/educational outcomes required. Modeling the professional military education process depicted above must account for three types of outcomes:

- 1) Lifelong professional military education outcomes are objectives across the entire military career, but increase in level of cognitive and affective complexity with time. An example is the inculcation of culture throughout each professional military education level. These are represented above in the orange boxes.
- 2) Timed professional military outcomes are introduced at the appropriate level of experience or as they become required for the next stage of development. Examples include the shift from the military decision-making process to campaign planning, These are represented above in the red boxes.
- 3) Training outcomes which are linked to specific ranks and are derived from the Critical Common Task Lists developed and managed by the US Army Training and Doctrine Command. These are also timed outcomes. They are represented above in the blue boxes.

The green areas of the diagram are of great importance in this depiction of the officer development continuum because they represent the officer's working experiences. While the educational opportunities associated with a career are easily mapped, the experience gained over time is more variable, depending on decisions made along the timeline. Along with educational opportunities, leadership, and key developmental positions from lieutenant through colonel are relatively known events.

The educational opportunities displayed as gray boxes are metered out in discrete blocks, but in reality they represent a continuum of education as part of an overall developmental process. Each block must build on the education and experience that preceded it. Each discrete course also must take into account the experience and education that will follow. This is critical because there is never enough time to teach everything in one particular event, such as the Captains Career Course or the Intermediate Level Education.

2. Purpose and mission of resident professional military education system

The mission of officer professional military education (PME) is to produce a corps of leaders who are fully competent in technical, tactical, and leadership skills, knowledge, and experience. It helps leaders make key transitions along their career progression; particularly transitions from direct to organizational and organizational to strategic levels of leadership. Officer leader development is a continuous process that begins with pre-commissioning /pre-appointment training and education. The Officer Education System prepares commissioned officers for increased responsibilities and successful performance to better lead formations, exercise judgment, and accomplish missions. They are knowledgeable of how the Army runs, prepared to operate in joint, interagency, intergovernmental, and multinational environments, and demonstrate confidence, integrity, critical judgment, and responsibility. These leaders can also operate in an environment of complexity, ambiguity, and rapid change, build effective teams amid organizational and technological change, and adapt to and solve problems creatively. This is a life-long journey that also includes self-development.

3. Is the system achieving its objectives?

The evidence that this system of professional military education is achieving its goals is seen in the performance of the United States Army today. Our Army is performing magnificently in these most demanding times and this is because of the superb leadership seen at every level of command or staff position. We have learned, innovated, adapted, anticipated, and changed to meet new challenges while holding tightly to our Army values and warrior ethos. All the lessons of history teach us what today's conditions reaffirm, that we cannot abandon the development of our leaders for the expedient demands of today's missions. This reinforces the notion that a balance of education, training, and experience is much preferable to focusing predominately on a single pillar.

Our assessment is the professional military education system is in fact achieving its objectives. However, we continuously adjust to meet current and anticipated future demands. We recognize that not everyone is getting the PME courses in a timely manner due to capacity challenges and current wartime demands. For example, we have identified a backlog issue for the Basic Officer Leadership Course. As mentioned earlier, the realignment of the Basic Officer Leadership Course will greatly reduce this backlog. Additionally not all of our officers are attending Intermediate Level Education at the Command and General Staff College in a timely manner. We recognize this affects full implementation of our PME and are taking proactive measures to address this particular shortfall. One measure of note is to align PME with the Army Force Generation (ARFORGEN) Model to more closely match PME throughput with deploying unit cycles.

Our draft Army Leader Development Strategy is specifically aligning educational outcomes and objectives to characteristics in our Joint and Army doctrine to further ensure we develop the leaders our force needs. FM 6-22, *Army Leadership*, articulates clear and relevant

attributes that we want in our leaders: character, presence and intellect; who leads, develops, and achieves. We complement these characteristics with those codified in FM 3-0, *Operations*, and the *Capstone Concept for Joint Operations* (CCJO). This ensures our leader development efforts remain nested and relevant across the Army and Joint force.

We need Congress' assistance to provide true Joint, Interagency, Intergovernmental, and Multi-National representation at the Command and General Staff College.

4. The process and indicators used to measure the professional military education system's performance:

Guidance contained in Training and Doctrine Command Regulations specify the means by which the Army evaluates its professional military education system performance. Comprehensive in nature, these documents are also under revision to align with current operational requirements.

Among the processes and indicators used to measure performance of officer professional military education is the Army Quality Assurance program for training and education, established in 2002. Its purpose is to ensure the effectiveness and efficiency of institutional training and education. The Quality Assurance program achieves that purpose by means of three functions: **internal evaluation, external evaluation, and accreditation.**

- **Internal evaluation** consists of systems whereby each Army school monitors its own processes and makes indicated adjustments. These systems include: surveys of student reaction to instructional programs; assessments of student performance; faculty post-instructional conferences, and compliance-oriented inspections of operating procedure. Quality Assurance Offices at each institution and schoolhouse provide another measure of internal evaluation.

- **External evaluation** is the function by which a school measures the degree to which its graduates can perform successfully on the job. External evaluation is accomplished primarily by means of electronic surveys of graduates and their supervisors in units. External evaluation surveys are administered six months after graduation. Our Center for Army Leadership also commissions an annual comprehensive survey known as the Leadership Assessment Survey to identify trends in leader development across our Army. Feedback from across the Army is also a key indicator of performance.
- **Accreditation** is a formal assessment of an Army school against a comprehensive set of thirty written standards. The accreditation process begins with the school making a self-assessment by applying the standards and making indicated improvements. Following the self-assessment, a team of experts makes a pre-accreditation/assistance visit. Typically such a visit lasts a week. During that time evaluators gather data by means of interviews; focus groups with students, staff and faculty; review of documents and records, and direct observation of instruction. The data is compared to criteria specified in the standards and an assessment is made. A written report of accreditation to the chain of command provides an overall assessment as well as detailed, specific observations, findings and recommendations.

All three degree granting institutions within the Army domain – the United States Military Academy, Command and General Staff College, and the Army War College – must answer to their respective regional academic accreditation agencies as duly empowered by the Department of Education. This academic accreditation ensures that curricula, faculty and learning outcomes are consonant with standards recognized in the world of civilian education, and that students are well served from an academic perspective. In other words, academic

accreditation verifies that each institution has the resources and programs in place to award recognized degrees at their respective levels--undergraduate for United States Military Academy and master's level for the Command and General Staff College and the Army War College.

All three institutions have consistently satisfied the requirements to meet civilian accreditation. The United States Military Academy receives its accreditation from the Middle States Commission of Higher Education (MSCHE). West Point submitted a periodic review report in 2005 and will undergo review of reaffirmation of accreditation in September 2009. The 2009 USMA self study was completed in June 2009, signed by the USMA Superintendent and Secretary of the Army, and submitted to MSCHE. The Command and General Staff most recently underwent accreditation review by the Higher Learning Commission of the North Central Association of Colleges and Schools in 2006. The college received high marks and a maximum extension of academic accreditation for a period of ten years. The Army War College most recently underwent accreditation review for award of a Master of Strategic Studies (MSS) degree by the Middle States Commission on Higher Education (MSCHE) and received reaffirmation on 23 June 2009 for a period of five years.

The Command and General Staff College and Army War College must also receive accreditation from Joint and Training and Doctrine Command level accreditation sources. For example, the Training and Doctrine Command Quality Assurance Office accredits institutions based on a set of criteria across Doctrine, Organization, Training, Material, Leader Development and Education, Personnel, and Facilities (DOTML-PF) every three years. The Process for Accreditation of Joint Education (PAJE) accreditation team consists of members from Sister Service Intermediate Colleges, the Joint Staff (J7), the Office of the Secretary of Defense, and the National Defense University. They rate each standard and learning area as designated in

CJCSI 1800-01C, *Officer Professional Military Education Policy (OPMEP)*, 22 Dec 05.

Accreditations are valid for six years.

In February 2008, the Command and General Staff College was accredited to award Joint Professional Military Education Phase I for its resident and non-resident programs. The College received accreditation status for six years. In addition, the College was accredited by the Training and Doctrine Command in March 2008. The accreditation status is valid for three years. In September 2007, the War College was certified to award Joint Professional Military Education Phase II for its Resident Education Program. It will be reviewed in September 2009 for accreditation status for a period of four to six years. The Distance Education Program was reaffirmed to award Joint Professional Military Education Phase I in September 2004 and will be reviewed for reaffirmation in September 2009 for a reaffirmation status period of four to six years.

This tri-level accreditation approach provides both an internal Army and external joint and civilian education look at the quality of professional military education, and ensures an unbiased perspective of these qualifications. In summary, all PME programs are completely accredited by their accreditation bodies.

5. Role resident professional military education plays in overall officer and DA civilian development

Resident professional military education is crucial to an officer's development. Several factors positively affect the role of resident professional military education. These include personal and professional interaction among peers, relationship building and networking, the learning environment, the ability to focus and reflect, and the emphasis on our Army value systems.

The ability to interact with fellow branch officers, other Army branches, sister services, interagency, and multi-national partners and allies significantly enhances the educational experiences for these officers. Officers recognize the value of the interactions just described, and the ability to establish critical friendships and professional relationships that will enhance future operations in a JIIM environment. Our current actions in Pakistan speak to this rapport, as we have a direct connection with the Pakistani Chief of the Army Staff because of his attendance at the Command and General Staff College.

This interaction and rapport development is progressive over time. Officers attending the Basic Officer Leadership Courses interact with fellow branch officers and a limited number of sister service and international officers. The Captains Career Course, though primarily branch specific, comprise international officers, limited sister services (primarily Marines) and officers from other Army branches. Multi-branch Intermediate Education Level students are exposed for the first time to other sister service officers in the classroom, in addition to interagency and multi-national students. This diversity of student demographics is expanded upon at the Army War College.

Our graduate level courses at the Command and General Staff College and Army War College use the Adult Learning Model to facilitate instruction. This highly effective model is only applicable in an in-resident course; distance learning does not provide for the interaction so beneficial to in-resident professional military education. Resident PME also provides valuable time for officers to focus and reflect on their profession, without the daily distractions of garrison requirements or operational deployments. This same reflective period allows for reemphasizing the foundational Army values that underpin our profession.

Joint education and training for our military leaders is paying enormous dividends. We now need similar support from the Congress for interagency education and training. This is critical if we are to understand each other's capabilities and constraints prior to showing up on the battlefield or at a national disaster together. Our experience with interagency partners' is they have a limited ability to fill even small numbers of student seats due to insufficient staffing. Our Army has instituted a limited interagency exchange where we send Army officers to backfill select interagency personnel to mitigate the loss of productivity. Though effective and certainly beneficial to us as well, this is still an area for improvement. National leaders should allocate sufficient resources (both personnel and funding) to civilian departments and agencies to enable them to study and learn with the military in order to generate educated and fully trained teams to address crises using the comprehensive whole of government approach.

The demands of wartime requirements and resource constraints have precluded resident attendance in some cases. Our use of Distance Learning technologies allows us to reach the total force, but this is an enabling capability and not the preferred solution. In fact, our surveys of graduating students across all methods of instruction (resident, distance learning, and blended learning) clearly indicate a desire for resident instruction. The Leadership Assessment Survey also clearly depicts resident instruction as the best and most productive means of learning.

6. Selection process for students, military and DA civilian faculty

Selection of officers for leader training and education courses is linked to promotions, future assignments, and career management models. The educational selection process varies at each level of an officer's development. The officer professional military education requirements that must be completed in residence are determined by statute, regulation, and an assessment of

educational outcomes. AR 350-1 establishes the policy for which courses, by component, must be attended as a residence course.

The Basic Officer Leadership Course is an entirely resident course for both Active and Reserve component officers. The active component Captains Career Course is entirely a resident course. The Reserve Component Captains Career Course provides the same educational outcomes as the active component Captains Career Course, but follows a 13-month model which includes a distance learning common core phase, two 15-day resident periods, and 11 months for completing branch specific distance learning phases.

While the Army policy is Universal Intermediate Level Education, in reality this is a two-pronged approach. All Army Competitive Category officers attend Intermediate Level Education in residence, either as part of the Fort Leavenworth 10 month course, or over 4 months at a satellite campus. Decisions for attendance are handled at Human Resource Command and are currently a function of availability for school attendance and specific branch requirements. There is a cost to this approach. Indicators suggest that many of our upper 50% of mid-grade officers continue to fill repeated operational requirements vice attending professional military education within the desired developmental window. This is a risk we take seriously and intend to correct. We are considering the return of a centralized selection board process to provide resident Intermediate Level Education at Fort Leavenworth for our most successful officers with the highest potential and satellite instruction for the equally important remainder of our officer population. Most important, all will have an associated required attendance date.

One area that we are working hard, and frankly need your help, is to build capacity for a truly Joint, Interagency, Intergovernmental, and Multi-National enabled staff groups at the

Command and General Staff College. Our capstone doctrinal manual FM 3.0 *Operations* recognizes that "military power cannot, by itself restore or guarantee stable peace. It however, will establish global, regional, and local conditions that allow the other instruments of national power.....to exert their full influence." Joint Professional Military Education Phase I accreditation includes maintaining a proper ratio of air and sea service personnel in the classroom. We'd like to expand this further so that there is a comparable interagency presence in each small group class of 16 students. Right now we are fortunate to spread a limited number of interagency across each in residence Intermediate Level Education class at Fort Leavenworth. Optimally, one in each small group would truly replicate the more likely conditions students will encounter in their next assignment. The interagency perspective and enhanced dialogue further makes this an appealing opportunity. This supports our efforts to achieve better interoperability across our force to meet the requirements for a JIIM environment.

Finally, Army War College resident attendance is a competitive board selection process. The Army War College conducts both a resident education program and a distance education program. Successful completion of either program results in the awarding of a Army War College Diploma and a Master of Strategic Studies Degree. Resident education program graduates also receive Joint Professional Military Education Phase II credit. Distance education program graduates receive Joint Professional Military Education Phase I credit.

The success of institutional education and training depends on having experienced faculty who are leadership mentors, role models, and teachers. Our military and civilian faculties across the Army are all superb professionals and experts in their field. They represent the best qualities in our educational system and serve as true role models for our developing leaders. For example, the Command and General Staff College and the Army War College, with their emphasis on the

adult-learning model, demand a high-quality faculty with advanced educational skills, subject-matter expertise, relevant experience, and sufficient continuity to allow for professional development. These faculty characteristics are essential to achieve the graduate level educational outcomes of these schools.

We are working very diligently to achieve a 30:70 ratio of military to civilian faculty at the Command and General Staff College. The true benefits of a mixed faculty entail differing perspectives to broaden the learning aperture of our students. While many of our civilian faculty is indeed retired military, we also hire purely academic faculty as well to ensure our academic credentials demonstrate our commitment to excellence. Two challenges affect the quality within this target ratio. First, the current demands of the war preclude the sustained assignment of our best and brightest officers, creating a mixed quality of instructors. Second is the challenge of recruiting and retaining the top tier faculty because of our commitment to teaching. Publishing and research are more difficult with the teaching loads required at military schools, and restrictive copyright laws make us less attractive to many scholars.

Military faculty assignment decisions vary by level of professional military education schooling. The United States Military Academy faculty represents a blend of excellence, drawn from three distinct categories of individuals: long-term senior military faculty, rotating military faculty, and Title 10 civilian faculty. Senior military faculty is selected from national searches among regular army officers for skills and capacities in the areas of intellectual prowess, leadership, and mentoring. USMA selects rotating military faculty from among a list of highly competitive captains and majors, often promoted below the zone. These officers are sent to graduate school for two years to receive a master's degree, then serve as USMA faculty for a three-year rotation before returning to the field.

Individual branch commandants make nominative assignments for faculty at the Basic Officer Leadership Course and Captains Career Course. These officers are primarily successful company commanders. The Command and General Staff College and the Army War College require a much broader mix of officers on faculty to meet educational outcomes. The Command and General Staff College military faculty positions, though not all nominative, are filled by officers with strong educational and operational backgrounds; some are very competitive for command or other career enhancing positions. In fact, command and promotion rates for military faculty continue in a favorable trend. The Army War College military faculty positions (usually colonel-level or equivalent) are nominative. As a minimum, Army officers must possess the specialized experience and knowledge required by Department Chairs, be Senior Service Level College graduates, have a proven record of high potential for outstanding performance of duty, have earned a Master's Degree, and be approved by the Commandant for reassignment to the Army War College.

Civilian faculty is hired through the Civilian Personnel Office process, similar to Title 5, but specifically designed for college faculty. We prepare a job description for each faculty position (Title 10) listing the preferred qualifications we are seeking. The positions are advertised on Civilian Personnel on Line and academic and professional journals such as the Chronicle of Higher Education to attract qualified applicants. Because such positions are term-limited appointments, the provisions allow us to adapt faculty composition to meet the evolving demands of the contemporary operating environment on our curriculum.

7. Selection process for military assigned to senior positions – Commandants, commanders, Presidents, Deans

This selection process is coordinated through Human Resources Command with the Department of Army staff and senior Army leadership. There is no specific selection board; it is part of decision-making at the senior officer level. Appointments are nominative in nature, require the gaining command concurrence, and ultimately are approved by the Army Chief of Staff.

8. Role resident professional military education, for students and faculty, plays in future assignments

Officer professional development is a responsibility shared by all. Life cycle development models portray the full range of training, education, and experiences for the development of our future leaders. The Officer Personnel Management System is an evolutionary system that balances the needs of the Army with the aspirations and developmental requirements of the entire officer corps; warrant, company, and field grade. Inherently flexible, the system is designed to respond to a variety of doctrinal, proponent, commander, and individual initiatives to meet emerging needs.

Since professional military education is progressive in nature, it builds upon previous education, training, and operational experiences, and prepares our officers for the next higher level of responsibility. As mentioned earlier, the Army invests substantially in the professional military education of its officers. The direct correlation of education to future assignments is acquiring the education and training in a professional military education environment to operate effectively in the force and garner further broadening experiences. This applies solely to the students; a high quality military faculty, growing and learning while teaching, also sets conditions for their utilization in a variety of future assignments.

Clearly the level of professional military education completed affects future assignments of officers. For instance, Intermediate Level Education graduates can expect to serve on a Division or Corps staff before beginning a key developmental assignment in their respective branch. The likelihood of a follow-on JIIM assignment increases after Intermediate Level Education, as we expect this level of leader to apply their education, training, and experiences within a JIIM environment.

Resident professional military education enhances an officer's ability to operate in a JIIM environment through the personal and professional rapport established with fellow Army and sister service officers, interagency and intergovernmental personnel, and our allies and coalition partners in the academic setting. The same holds true for military faculty, as the faculty also gains experience by interacting with these Joint, Interagency, Intergovernmental, and Multi-National partners.

This leads to another area in which we are adapting to the strategic environment and remaining relevant in our PME is within the information domain. The media has a tremendous role in world affairs that directly affect Army operations. We recognize both the potential impacts on our leaders and the tremendous opportunities it provides to us. We have taken proactive measures to educate our officers accordingly, particularly with resident professional military education. One example is at the Command and General Staff College, where all officers must complete four engagement requirements related to media operations. These include writing an article or opinion editorial for publication, engagement with a media source (TV, radio, or newspaper), public speaking with local audiences to get the message out about our great Army, and touching the Blogosphere. The response from our officers has been very

positive; they understand the significance of this domain and its relevance to their future assignments.

9. Process to manage significant change in professional military education system

There are multiple Army level venues for instituting educational changes with wide-ranging impacts promulgated through a systemic process. As mentioned earlier, the Training and Doctrine Command is responsible for Army leader development. Thus, recommended changes to professional military education begin with this command. Our draft Army Leader Development Strategy provides further rigor to this process by providing the strategic vision that will inform implementation plans and derive professional military education initiatives for Army level consideration. Intermediate staffs review these initiatives, analyze impacts to related personnel and force generation systems within our Army and coordinate with affected agencies. General Dempsey chairs the quarterly Prepare the Army meetings, analyzes recommendations and forwards specific issues and changes for decision by the Army Chief of Staff.

Our sister services, to their credit, continue to send highly qualified officers to the Command and General Staff College as faculty, for they also see a clear benefit to the joint force in doing so. The recent selection of the Air Force Element and Navy Element Commanders for command is indicative of this level of quality. However, there are indications the services cannot sustain this effort and still meet service and joint requirements. Further, this creates a second order effect by decreasing the number of viable career officers with potential for further promotion, thus degrading the quality of faculty.

Though we've addressed your specific questions above, we'd like to take this opportunity to discuss a related topic that may provide additional background for your committee's work.

Comprehensive Soldier Fitness (CSF) is an Army-wide initiative to increase the resiliency and well-being of our leaders and Soldiers. Establishment of the CSF program recognizes the tremendous stress that our Soldiers, Family members, and DA civilians face during this time of war. It seeks to educate Soldiers to overcome hardships and adverse events, bounce back, and grow stronger in the process. The objective for CSF is a fit, resilient, and ready Army comprised of individuals with "Strong Minds and Strong Bodies."

Our professional military education system provides a forum to educate, develop, and influence leaders to support Comprehensive Soldier Fitness and inculcate it into every aspect of our Army. This effort will increase the resilience of Soldiers, Families, and Army Civilians through five dimensions of strength: Physical, Emotional, Social, Spiritual, and Family. This will assure an Army of balanced, healthy, self-confident Soldiers, Families, and Army Civilians. Resilience and total fitness enables them to thrive in an era of high operational tempo and persistent conflict. We as an Army truly grasp the significance of this endeavor, made even more critical in this era of persistent conflict. We are confident you share our concerns about the health and well-being of the tremendous men and women comprising our All-Volunteer Army.

To recap the earlier testimony, the Army is clearly focused on improving its professional military education. Initiatives such as the Army Leader Development Strategy, Human Capital Enterprise, emphasis on interagency collaboration, and continuous adaptation and changes to each level of professional military education all demonstrate that commitment. We are confident of our approach and measures taken to date

Finally, we extend an open invitation to each of you or your staff members to visit the Combined Arms Center at Fort Leavenworth or any of our professional military schools and

centers of excellence across the Training and Doctrine Command. We believe this will lend more context and understanding of the direction our Army is headed with professional military education.

DEPARTMENT OF THE AIR FORCE
PRESENTATION TO THE COMMITTEE ON ARMED SERVICES
SUBCOMMITTEE ON OVERSIGHT AND INVESTIGATIONS
UNITED STATES HOUSE OF REPRESENTATIVES

SUBJECT: OFFICER IN-RESIDENCE PROFESSIONAL MILITARY EDUCATION

STATEMENT OF: MR. DANIEL R. SITTERLY
DIRECTOR OF FORCE DEVELOPMENT
UNITED STATES AIR FORCE

JULY 28, 2009

NOT FOR PUBLICATION UNTIL RELEASED BY
THE COMMITTEE ON ARMED SERVICES
UNITED STATES HOUSE OF REPRESENTATIVES

Introduction

Our Professional Military Education (PME) system is designed to prepare our officers at the tactical, operational and strategic levels for command and staff leadership opportunities. The Air Force Secretary and Chief of Staff have made developing our Airmen a top priority for the United States Air Force. In 1946, the first Air University Commander, Major General Fairchild, laid down a challenge to develop pre-war officer in-residence schools that look ahead to the next conflict versus post-war schools looking backwards to past conflicts. The mission today focuses on preparing officers to develop, employ and command air, space, and cyberspace power in Joint, Combined, and Multinational operations; in short, preparing the world's best joint strategic leaders. In addition, in-residence PME provides our Air Force members with the skills and knowledge to make strategic decisions in progressively more demanding leadership positions within the national security environment. PME strengthens the abilities and skills of our personnel to lead as strategic thinkers, planners and warfighters.

Development

In-residence PME is essential for officer and civilian development and ensures personnel receive the right education at the right time throughout their careers. PME expands knowledge and increases understanding of the role air, space and cyberspace power has in times of peace and war. PME prepares Air Force personnel to anticipate and meet diverse challenges across the range of military operations and is instrumental in building a professional corps.

Career Field Managers and Development Teams oversee force development to meet functional and institutional, tactical, operational, and strategic leadership requirements. Each group evaluates developmental opportunities and provides input into the selection process. Ultimately, an Airman's record of performance is critical in determining who is selected to attend PME in residence.

Employing Change

PME curricula meet Air Force goals for currency and relevance through a number of guiding apparatus. Curricula incorporate current doctrine to ensure students are exposed to the very latest in terms of Air Force and Joint lessons learned. Further, the Air Force Learning Committee (AFLC), chaired by the Director, Force Development, validates functional injects to PME curricula. The AFLC, comprised of Air Staff functionals, Major Command and Air University representatives, balances requested topics with senior leader priorities to determine which should be included in our PME programs. Relevant topics of immediate interest to the joint staff are also included as appropriate and directed.

School curricula are also influenced by faculty subject-matter experts across Air University, as well as student input. Their feedback is shaped by recent operational experiences and, through case studies and lessons learned, provides insight into the challenges and opportunities our nation faces, and in particular, our military forces. Their valuable input enhances the curricula and keeps it current, relevant, and specific to the needs of today's military professionals. One of the greatest challenges in adjudicating recommendations for special interest topics is a lack of understanding of the difference between training and education. To more effectively mediate the addition of interest items, the Air Force is establishing the baseline for PME curriculum through the AFLC, which will ensure Air Force requirements are balanced with special interest topics.

Operational lessons learned are also critical to employing changes to in-residence PME. Air University captures educationally appropriate lessons learned in several ways, to include: 1) the CJCSI 1800.01C, Officer Professional Military Education Policy (OPMEP) or Joint Special Areas of Emphasis tasked for inclusion; 2) functional requests evaluated by the AFLC and determined to be aligned with AF senior leader priorities; 3) new curriculum development

research or clarification/amplification of required topic discussions; or 4) codified Air Force doctrine used for reference and study in academic programs.

Selection

Military and Air Force civilian students are selected for PME through a rigorous and competitive, Air Force-wide selection process. The officer institutional developmental continuum identifies the continuous PME opportunities available throughout an officer's career—from the basic level, through intermediate, and ultimately, at the strategic level. There are approximately 670 in-residence Intermediate Developmental Education (IDE) seats and 260 in-residence Senior Developmental Education (SDE) seats available for Academic Year 2010.

At the Basic Developmental Education (BDE) level, Air and Space Basic Course attendees are selected based on availability and must attend before they reach their 18th month of service following commission. The Air Force Personnel Center works with Major Commands and bases to ensure expedient attendance. At the IDE level, Squadron Officer School attendees are selected at the base level by the Wing Commander or equivalent, with an 80% opportunity rate for in-residence attendance.

The IDE/SDE selection process begins with results of promotion boards. The top 20% of promotees to major and top 15% of promotees to lieutenant colonel are identified as 'Selects.' Air Force policy is all 'Selects' will attend in-residence developmental education during their window of eligibility. Once officers are in their window of eligibility, they complete a preference sheet which is forwarded to the career field Development Team by their Senior Rater. Once convened, the Development Team rank orders all 'Selects' and a smaller number of 'Candidates,' (officers who are eligible, but not designated as a 'Select' by the promotion board).

Since school seats are pre-determined based on total number of school seats available, number of 'Selects' in each career field, and the eligible population of 'Selects' and 'Candidates,'

each Development Team selects primaries and alternates based on the number of allotted school seats. The Development Team recommendations then go before the Developmental Education Designation Board, which is chaired by the Deputy Chief of Staff, Manpower and Personnel, to select the highest caliber officers to attend PME.

Civilians are selected through a similar selection process, but meet the Civilian Developmental Education Board, chaired by a Senior Executive Service-level panel prior to meeting the Developmental Education Designation Board. Selection of sister service and interagency students is done through those respective organizations. Selection of international officers is coordinated through the Secretary of the Air Force International Affairs office.

Faculty

Selection of faculty and senior staff are key to successful implementation of PME. Based on the school's unique mission needs, having the right faculty mix ensures the civilian-military faculty ratio promotes quality and stability in PME programs. The OPMEP requires 75% of the military faculty be graduates of an IDE/SDE-level PME program or be Joint Qualified Officers. Faculty selection is based on recognized academic and operational expertise.

All Air Force military faculty members are selected via the Air Force assignment system. Air University interfaces closely with the Air Force Personnel Center or Air Force Senior Leader Officer Management (Colonel's Group) to ensure highly qualified individuals are assigned as faculty to meet mission requirements of the schools.

Strategies for recruiting and retaining civilian faculty are also determined by the mission needs of the school. Schools follow rigorous recruiting and screening processes to hire civilian faculty members. They are often assisted by Civilian Personnel Offices, which place recruiting advertisements in USA Jobs, the Chronicle of Higher Education, and targeted professional journals. General criteria used for evaluating candidates for initial appointment include

professional competence, as evidenced by educational achievement and experience (degrees earned or other professional recognition), academic activity and service, publishing record, evidence of effective teaching, reputation in a field of academic or professional specialization, and promise of significant contribution to the mission and operation of Air University and its schools.

Military faculty manning is an ongoing challenge at service intermediate-level colleges. Air Command and Staff College is currently minimally manned and has difficulty meeting the 4:1 student-to-faculty ratio mandated by the Chairman in the OPMEP. A 4:1 student-to-faculty ratio is the accreditation standard for intermediate-level college resident programs. Small student-to-faculty ratios are essential to ensuring quality instruction.

At the Service senior-level colleges, the faculty mix is evenly balanced among approximately one-third Air Force colonels, one-third civilian PhDs, and one-third sister service, interagency, and international officers and civilians. Augmenting the assigned faculty are additional Air Force colonels and civilian PhDs assigned to Air University Academic Centers, but teaching at the college. These officers and civilians increase the cadre by the approximately 15% needed to meet the OPMEP-required student-to-faculty ration of 3.5-to-1.

Conclusion

Air University successfully incorporates joint curriculum that meets CJCSI 1800.01C (OPMEP) guidance, while at the same time maintains a distinctive air, space, and cyberspace understanding that meets Air Force requirements. The Process of Accreditation of Joint Education has also provided the desired accountability needed to ensure schools continue to meet the intent of the legislation. 'Jointness' has become the primary language at Air University and the Air Force is achieving objectives to provide PME to the Total Force.

**NOT FOR PUBLICATION
UNTIL RELEASED BY THE
HOUSE ARMED SERVICES COMMITTEE**

**STATEMENT OF
MR. SCOTT LUTTERLOH
DIRECTOR, TRAINING AND EDUCATION DIVISION
(OPNAV N15)
BEFORE THE
SUBCOMMITTEE ON
OVERSIGHT AND INVESTIGATIONS
OF THE
HOUSE ARMED SERVICES COMMITTEE
ON
NAVY PROFESSIONAL MILITARY EDUCATION
JULY 28, 2009**

**NOT FOR PUBLICATION
UNTIL RELEASED BY THE
HOUSE ARMED SERVICES COMMITTEE**

INTRODUCTION

Chairman Snyder, Representative Wittman, and distinguished members of the Oversight and Investigations Subcommittee, I am honored to have the opportunity to appear before you to discuss the U.S. Navy's approach to Professional Military Education (PME) in developing Navy and joint leaders.

Navy has made significant strides in improving jointness and access to PME in over 20 years since then-Chief of Naval Operations (CNO), Admiral Carlisle Trost, appeared before the House Armed Services Committee Panel on Military Education. Today, I will highlight Navy PME policies and joint education achievements, which contribute to implementation of a maritime strategy that promotes peace and prevails in conflict.

Navy has fully embraced PME as a key enabler in building a resilient, knowledgeable, and adaptive force, ready to meet the demands of dynamic, fast-paced multi-mission environments. We place significant emphasis on a balanced approach to education, which recognizes the importance of operational competency and the culture of command in fielding a ready maritime force. This calls for education programs aligned with the unique professional requirements of certain Navy specialties, and that complement and build upon a broad range of warfighting experiences.

PME enhances Navy's operational excellence by providing meaningful and relevant education throughout the career continuum to develop a cadre of leaders who are strategically

mindful, capable of critical thinking and adept in naval and joint warfare. The common core of Navy knowledge, coupled with essential Joint knowledge, complements officer development in mission critical areas to deliver our Nation's Naval Warfare capabilities.

PME POLICY AND AUTHORITIES

The Chairman of the Joint Chiefs of Staff (CJCS) promulgates required PME curricula and content through Officer Professional Military Education Policy (OPMEP) guidance. The OPMEP establishes policies, procedures, objectives and responsibilities for PME and Joint Professional Military Education (JPME). CJCS is responsible for:

- (1) Formulating policies for coordinating the military education and training of members of the Armed Forces;
- (2) Advising and assisting the Secretary of Defense (SECDEF) by periodically reviewing and revising the curriculum of each school of National Defense University (NDU) (and of any other JPME school) to enhance the education and training of officers in joint matters; and
- (3) Advising and assisting SECDEF through designation and certification of all elements of a JPME program including Phases I and II for officers in grades O-3 through O-6, and CAPSTONE for general/flag officers.

The OPMEP assigns the services with the responsibility for conducting service-specific PME.

Because Joint leaders are comprised of leaders of the individual military services, Navy has, over the last 10 years, conducted a series of education reviews, rendered key decisions and taken specific steps to produce a true continuum of PME. In 2004, the Chief of Naval

Operations (CNO) approved Navy's PME Continuum, which provides a framework for a career continuum learning program that enables mission accomplishment and provides for personal and professional development. Learning components of this continuum include:

- Advanced Education - education beyond the secondary level ranging from college preparatory to Doctoral-level programs;
- NPME - core Navy knowledge in Military Studies, Professionalism, and National and Global Security;
- JPME – skills that enhance Navy's ability to provide unique and complementary warfighting to Joint Force Commanders from-the-sea ; and
- Leadership Development – learning tailored to leadership positions and roles

Additionally, United States Naval War College (NWC) initiated a number of key program adjustments to integrate PME into the War College core curriculum. These include:

- Introduction of a primary level course for junior officers performing at the "deckplate" level, and a course to prepare flag officers for duties as Maritime Component Commanders;
- Restructuring of in-residence programs to create distinct curricula for the intermediate and senior level programs;
- Reinvention of non-resident programs to increase access of high quality academic curricula paralleling that of the resident program to officers and civilians; and
- Implementation of a Naval Operational Planner Course to develop operational-level leaders with depth in operational-level planning.

NWC IN-RESIDENCE PME PROGRAMS

Through training, education, leadership and assessment activities, NWC provides PME programs that are current, rigorous, relevant, and accessible to the maximum number of qualified U.S. officers and Navy enlisted personnel, Government civilian employees, non-governmental organizations and international officers. NWC seeks to develop leaders of character, who trust and have confidence in each other, and who are operationally and strategically minded, critical thinkers, proficient in joint matters, and who are skilled naval and joint warfighters. NWC operates under the following major mission elements:

- Developing strategic and operational leaders;
- Supporting CNO in defining the future Navy and its roles and missions;
- Supporting combat readiness; and
- Strengthening maritime security cooperation.

The first mission function, developing strategic and operational leaders, is the main focus of NWC academic programs, and is the principal responsibility of the academic faculty, assisted by the NWC research, analysis and gaming faculty.

NWC supports the requirements of the Secretary of the Navy, CNO, Combatant Commanders, Navy and Marine Component Commanders, numbered Fleet Commanders, the U.S. Intelligence Community and other departments and agencies of the U.S. Government. The desired effect is a program of focused forward-thinking with timely research, analysis, and gaming that anticipates future operational and strategic challenges; develops and assesses strategic and operational concepts to overcome those challenges; assesses the risk associated

with these concepts; and provides analytical products that inform Navy's leadership and helps shape key decisions. This educational skill development leads to forward thinking traits that support the ability of the Navy's Joint Force Maritime and Navy Component Commanders to function more effectively as Joint or Navy operational commanders.

ASSESSMENT OF PERFORMANCE

Periodic assessments of JPME are conducted for all levels of military education. Precommissioning and primary JPME assessment is directed by the Chairman and executed through triennial reporting requirements that provide oversight of education methodology, validation/feedback mechanisms, focus improvement areas and recommendations. Through a formal Process for Accreditation of Joint Education (PAJE), JPME assessments are conducted at all Service and joint Intermediate Level Colleges (ILC) and Senior Level Colleges (SLC). This process prescribes procedural guidelines for program assessment of institutions seeking JPME accreditation. For General/Flag Officer JPME, assessment consists of an annual review of curricula of the Joint Flag Officer Warfighting Course (JFOWC), CAPSTONE, and PINNACLE courses.

The Secretary of Defense, with the advice and assistance of the CJCS, periodically reviews and revises the curricula of joint educational programs to enhance the education and training of officers in joint matters. Capitalizing on existing activities, the aforementioned review process broadly identifies the components necessary to ensure that NPME and JPME are current and properly executed.

ROLE OF IN-RESIDENCE PME IN DEVELOPMENT OF NAVAL OFFICERS AND DEPARTMENT OF THE NAVY CIVILIANS

NWC prepares students for transition from duties in technical and tactical operations to responsibilities that require a broad understanding of national policy and strategy, resource allocation and management, interagency, and multinational combined operations. This accomplishes three critical objectives:

- (1) It imparts a healthy skepticism about easy solutions.
- (2) It exposes students to a tremendous variety of valuable experience.
- (3) It provides a classical education that allows professionals to think differently and more effectively.

Graduates are prepared to continue self-education throughout the remainder of their careers, are more intellectually adaptable as circumstances change, and are more perceptive in the face of ambiguity.

SELECTION OF STUDENTS, FACULTY AND STAFF

Officers are screened for Service College eligibility based upon the results of the O-4 and O-5 statutory promotion selection boards. The top 50 percent selected for promotion to O-4 are categorized as "Intermediate Service College eligible," while the top 50 percent selected for promotion to O-5 are "Senior Service College eligible." Officers selected for promotion but not

within the top 50 percent may be administratively screened and approved by a flag officer for Service College attendance. All officers selected for promotion to O-6 are eligible for Senior Service Colleges. All officers screened as Senior Service College eligible must undergo an administrative screening process that requires flag-level approval prior to attendance.

Service College faculty is comprised of civilian professors, U.S. and international military officers, and representatives from selected U.S. Government departments and agencies. Military faculty members are assigned through the normal detailing process. Billet announcements displaying the required skill sets and arrival timing are advertised to assignment officers, also referred to as detailers, who canvass potential candidates possessing the required skills and who may be interested in serving as faculty. Those interested and qualified candidates are nominated to the respective Service College for approval of assignment. Selection of the President of the NWC is accomplished through a highly competitive administrative slating and nominative process, and ultimate appointment by the Secretary of the Navy. The NWC Dean of Students is selected by the NWC President from a list of nominees provided by the Navy Personnel Command.

Military faculty members in the NWC teaching departments are proven performers with the ranks of captain or colonel (O-6) and commander or lieutenant colonel (O-5). Emphasis for selection to a faculty position is placed on O-5 or higher command experience; a joint or service component operational tour; a joint, service headquarters or Washington, D.C. tour; and completion of a senior Service College. Waivers to this policy are granted when considered against other relative operational background experience. Currently, all faculty members have

the requisite PME and hold a master's degree, while 18 percent possess a PhD or are enrolled as doctoral candidates. Within the NWC Joint Military Operations (JMO) Department's military faculty, about 70 percent have held O-5 command, and over 90 percent are graduates of intermediate or senior level service college and hold a master's degree; over 40 percent hold multiple masters degrees. All are proven performers in their respective operational arenas.

Upon nearing conclusion of their Service College assignments, faculty and staff follow-on assignments are negotiated through the normal detailing process. To the maximum extent possible, officers are offered follow-on utilization tours that leverage the education experience and permit them to continue developing operational and strategic competencies, while enabling them to continue pursuit of career milestones.

Priority business rules for post-graduation assignments have been formalized, and procedures implemented to track the actual assignments, which are proposed by the respective community detailers. A large proportion of those students are assigned to their next career milestone billet (typically a command tour or department head tour). Of those not sent directly to a milestone billet, the majority are assigned joint billets and a small percentage are assigned to major staffs (3/4 star level). The priorities established by these rules are:

- (1) Joint Task Force Headquarters/ Inter-Agency, Navy Operational Command or Equivalent Career Milestone;
- (2) Joint Operational;
- (3) Joint Support;
- (4) Major Staff Billets with high Joint content;

(5) Other USN Billets with high Joint content; and

(6) Major Staff.

PME graduates have the advantage of competing for a career enhancing priority follow-on assignment.

JOINT DUTY ASSIGNMENT LIST (JDAL) CREDIT FOR INSTRUCTORS

Under title 10, U. S. Code, assignment as an instructor responsible for preparing and presenting courses as part of a program designated by the SECDEF as JPME Phase II, qualifies as a Joint Duty Assignment. NWC's College of Naval Command and Staff, and the College of Naval Warfare are both located in Newport, Rhode Island. This facilitates the opportunity for NWC faculty to prepare and teach both JPME Phase I and JPME Phase II courses and thus receive joint duty assignment credit. However, Navy officers assigned as faculty at the Air Command and Staff College or the Army Command and General Staff College, where only JPME Phase I programs are provided, do not have the opportunity to receive joint duty assignment credit. This inequity presents a challenge in Navy's assignment detailing process when identifying highly-qualified officers for assignment to other Service College faculty billets.

PROCESS USED TO MAKE SIGNIFICANT POLICY CHANGES

Navy develops and modifies policy to support execution of the maritime strategy. In the case of PME, Navy has convened a series of senior level panels over the past 10 years to explore and assess opportunities for improved support of the strategy. Resulting PME policy decisions

have been made by the CNO with the advice of his most senior leaders. Policy requiring completion of JPME Phase I prior to screening for Commander Command enhances the skills of commanding officers while signaling the importance of JPME and continuous learning. Its implementation relied upon appropriate lead time and availability of flexible opportunities to complete JPME.

In May 2009, Navy established an Advanced Education Review Board under the direction of the Vice Chief of Naval Operations to optimize education policy coordination and integration across the Navy. PME policy falls under the purview of this board.

PME PROGRAM OPPORTUNITIES

Navy has made significant progress in providing PME learning options to reach a wide audience. Since 2004, quotas for resident PME at NWC, other Service Colleges, and the National Defense University (NDU) have increased by approximately 20 percent. NWC began expanding nonresident opportunities in 1996. The first major change in delivery came when NWC established an additional instructional location on the campus of the Naval Postgraduate School (NPS) in 1999. On campus, NWC faculty delivered an intermediate-level course restructured as elective courses designed to be embedded in the School's graduate programs under its quarterly construct. In 1999, 29 students completed the program, and today we average over 200 completions per year.

Over 700 in-residence enrollments are planned at NWC, other Service Colleges and NDU in Fiscal Year 2010. Over 3000 NWC non-resident enrollments are planned through courses delivered in conjunction with pursuit of a graduate degree at NPS, via Fleet Seminar programs offered at 20 fleet concentration area locations, and electronically via the web or CD-ROM. These non-resident opportunities provide essential flexibility to concurrently educate larger numbers of officers as they continue to fulfill career milestone assignments and meet demanding operational schedules.

CONCLUSION

Navy continues to prepare our officers to meet a wide range of operational demands through a mix of professional military education, joint and naval experience, and Joint and Naval individual training. Our policies, programs and processes provide the necessary means to balance relevant education, development of operational competency, performance as an expeditionary force and sustainment of our command culture. Thank you for your continuing support in expanding opportunities for Navy officers to benefit from a robust and flexible program of professional military education. Your efforts in enacting such enabling legislation has contributed to their enhanced joint warfighting expertise and expanded opportunities for competitive assignment within the joint arena.

96

STATEMENT BY

MAJOR GENERAL (sel) MELVIN SPIESE
COMMANDING GENERAL
TRAINING AND EDUCATION COMMAND
QUANTICO, VA

BEFORE

OVERSIGHT & INVESTIGATIONS SUBCOMMITTEE
HOUSE ARMED SERVICES COMMITTEE
THE UNITED STATES HOUSE OF REPRESENTATIVES
FIRST SESSION, 111TH CONGRESS

JULY 28, 2009

NOT FOR PUBLICATION

UNTIL RELEASED BY

THE HOUSE ARMED SERVICES COMMITTEE

Chairman Snyder, Ranking Member Wittman, distinguished sub-committee members. Good afternoon. Thank you for permitting me to discuss Professional Military Education (PME) within the Marine Corps. The Marine Corps is very proud of the programs, students, and staff and faculty associated with PME. Graduates of our institutions are more prepared than ever to assume positions of increased responsibility. The critical components of PME are students, faculty, and curricula and I am pleased to report that all three of these components are extremely strong within your Marine Corps. We have identified deficiencies in facilities and infrastructure and are working diligently to improve these two areas. This testimony will address students, faculty, and curricula in the context of the questions raised in your letter of invitation.

Policy and Authority

The policy framework and authority for Marine Corps Professional Military Education (PME) are contained in Marine Corps Order 1553.4B. This order forms the basis of the Marine Corps' PME system and states that PME is a career long study of the foundations of the military profession, designed to equip Marines with the analytical skills necessary to exercise sound military judgment in contemporary operations. The Marine Corps PME program is a progressive learning system designed to educate Marines by-grade throughout their careers. Participation in this program is an institutional expectation. The program consists of resident instruction, distance education, professional self-study, and The Marine Corps Professional Reading Program.

MCO 1553.4B designates the President of Marine Corps University (MCU) as the PME advocate for the Marine Corps and charges him to "develop, implement, and monitor policies and programs in order to maintain the relevance of the PME continuum, keep the force educated, and ensure the goals are accomplished." We have been very fortunate to have great leaders, including the

current Commandant of the Marine Corps, to fulfill this mission and strengthen the number and quality of PME programs.

The lines of authority for PME within the Marine Corps are clear and concise. The President of MCU is also dual-hatted as the Commander of Education Command. Education Command and Training Command form Training and Education Command (TECOM), located at Quantico, VA. TECOM falls directly under the Deputy Commandant for Combat Development and Integration, also at Quantico. Since the Deputy Commandant works directly for the Commandant of the Marine Corps, this provides a concise, well-structured line of authority.

Purpose and Mission of Resident USMC PME

USMC PME develops the professional competence of its Marine, other service, international, and civilian students through a comprehensive series of progressive programs. Graduates are prepared to perform with increased effectiveness in service, joint and multinational environments at the tactical, operational and strategic levels of war, as well as in crises ranging from humanitarian assistance to combat. This education is accomplished through appropriate curricula using lectures, seminars, symposia, practical exercises, case studies and independent study led by a competent academic and professional faculty augmented by distinguished visiting scholars and senior government officials.

The vision of world-class resident PME programs can be traced to several leaders of USMC education. Brigadier General Breckinridge, the 1934 Commandant of Marine Corps Schools (the precursor to Marine Corps University), articulated his goals for his PME students, "I do not want such a person to be hammered down by narrowness and dogmas: to have their mind cramped by compulsory details. It is my constant ambition to see the Marine

officers filled with ambition, initiative, and originality; and they can get these attributes only by liberality of thought – broad thought – thought that differs from precedent and the compulsory imprint of others.” This thoughtful passage provides the foundation for our current philosophy for PME.

General Al Gray's philosophy on education mirrored that of Brigadier General Breckinridge and in 1988 testimony before the House Armed Services Committee posited that PME should “... teach military judgment rather than knowledge. Knowledge is of course important for developing judgment, but should be taught in the context of teaching military judgment, not as material to be memorized.” In addition to providing his philosophy on the purpose of PME, General Gray very specifically addresses what should be taught in a PME institution. He indicates, “...the material should grow more complex...” as the Marine student progresses through the various PME schoolhouses. Additionally, he states “History should be used to teach officers military judgment, not to make academic historians or simply teach facts.” He also states, “The focus of effort should be teaching through doing, through case studies, historical and present-day, real and hypothetical; presented in war games, map exercises, sand table exercises, free-play, force-on-force “three day wars” and the like.”

The vision of these two giants of education forms the basis of USMC PME. The Marine Corps fully supports these views and has embraced the educational goal of developing innovative, critical military thinkers skilled in both the art and science of war. Learning outcomes and programs have been developed and vetted that provide progressive educational framework where the material grows more complex as the student progresses through the courses of instruction offered at the PME schoolhouses of Expeditionary Warfare School (EWS), Command and Staff College (CSC), and the Marine Corps War College (MCWAR) at Marine Corps University.

General Gray's desire to use the study of history as the conduit through which students develop the capacity to be creative, innovative military thinkers inspired Command and Staff College to include that concept within its mission statement: "Informed by the study of history and culture, CSC educates and trains its joint, multinational, and interagency professionals in order to produce skilled warfighting leaders able to overcome diverse 21st century security challenges." All of the MCU's colleges and schools use the study of history as the backdrop for evaluating military operations from tactical, operational, and strategic perspectives; developing innovative warfighting tactics and strategies; analyzing the influence of the Diplomatic, Informational, Military, and Economic (DIME) components on operational success; and integrating the joint and interagency components of successful military operations, among others. For instance, MCWAR uses the historical study of WWI and II, the Cold War, Malaya, the Vietnam War, North Korea, Iraq, and China to investigate the development of strategy using various models which include the alignment of ends, ways and means to achieve military/political victory. Likewise, Command and Staff College's Culture and Interagency Operations block of instruction studies Imperial Warfare in Africa, the Philippine Insurrection, the Huk Rebellion, WWI and II, Afghanistan and other historical eras and battles to develop students who are able to analyze foreign cultures and the instruments of U.S. national power in terms of their role in combating insurgency and terrorism within today's contemporary security challenges. Expeditionary Warfare School, like the other schoolhouses, uses the study of history as the mechanism for developing student analytical skills. Through its Battle Studies component of the curriculum, EWS presents historical case studies of the Chosin Reservoir, Guadalcanal, Normandy and Operation OVERLORD, Fallujah, Gallipoli, Inchon, the Falklands, and Okinawa. Throughout the University, student emphasis is on the development of critical analysis skills using the historical case study approach, informed by theory and doctrine.

General Gray's call to utilize "...case studies, historical and present-day, real and hypothetical; presented in war games, map exercises, ...force-on-force "three day wars" and the like" is also fully embraced. Each PME schoolhouse utilizes the delivery methods General Gray espouses. For example, in addition to the War College's case study approach to the study of history, following 14 days of planning, MCWAR participates in a capstone 6-day multi-war college Joint Land Aerospace Sea Simulation (JLASS) exercise at Maxwell AFB in which sister service war colleges conduct a simulated exercise with emphasizes interagency cooperation. In the JLASS exercise, MCWAR plays the role of both Northern Command and Southern Command Headquarters. The other PME colleges also use hands-on exercises as a teaching construct. Within its Warfighting From The Sea block of instruction, Command and Staff College includes Barbary Dagger, Pacific Challenge, COIN Exercise, Catastrophic & Disruptive Exercise and the capstone Nine Innings wargaming exercises. Expeditionary Warfare School also extensively utilizes case study and practical application exercises such as its Command and Control 17-hour Hopewell Gap Recon Exercise, MAGTF BARBARY DREADNOUGHT 36-hour exercise, Current Operations 24-hour exercise, and NATIVE FURY Maritime Pre-Positioning Force 8.5-hour exercise, among many others.

USMC PME provides a unique opportunity for selected students to immerse themselves in a study of their profession. Today's environment is constantly changing, thus requiring leaders to be able to rapidly adapt and solve complex problems at lower and lower levels. USMC PME provides some solutions to problems, but more importantly, it focuses on "how to think." Critical thinking is more important than ever in the development of our leaders. This is best accomplished through reading, reflecting, writing, discussions with others, case studies, and practical exercises. The seminar format and Socratic Method of instruction at our PME institutions reinforces the value of critical thinking and creative problem solving.

Achieving the Objectives

USMC PME programs are producing graduates who are extremely well prepared to meet the challenges of complex Service, joint, and multinational requirements. As requirements change, so do the curricula of the educational institutions. A series of internal and external assessments ensure that the curricula are meeting the needs of the operating forces and providing students with the education they need, and demand.

MCO 1553.4B has established a set of objectives and measurements to assess the effectiveness of the PME experience. The objectives are: develop officers educated and skilled in the employment of combat forces and the conduct of war; develop officers with the knowledge and critical thinking skills to analyze situations, in an environment of ambiguity and uncertainty, then make sound decisions in progressively more demanding positions; develop officers whose professional backgrounds and military education will improve the operational excellence of both single-service and joint military forces throughout the spectrum of war; and develop strategic thinkers and operational level warfighters that excel in the application of MAGTF combat power throughout the spectrum of conflict. Each academic year graduates and reporting seniors are asked how well the USMC PME system is meeting the above stated objectives. Below are the results from the most recent survey:

- Graduates are educated and skilled in the employment of combat forces and the conduct of war

Graduates – 96%	Reporting Seniors – 100%
-----------------	--------------------------

- Graduates have improved their critical thinking and analysis while attending USMC PME

Graduates – 97%	Reporting Seniors – 90%
-----------------	-------------------------

- Graduates increased their ability to make complex decisions in demanding positions
Graduates – 96% Reporting Seniors – 100%
- USMC PME prepared graduates for operational excellence of both single-service and joint military forces throughout the spectrum of war
Graduates – 94% Reporting Seniors – 100%
- USMC PME develops strategic thinkers and operational level warfighters that excel in the application of MAGTF combat power throughout the spectrum of conflict
Graduates – 94% Reporting Seniors – 100%
- USMC PME experience prepared graduates for assignments of greater responsibility
Graduates – 94%
- Would recommend USMC PME attendance to their peers or subordinates
Graduates – 97% Reporting Seniors – 100%
- USMC PME improved student leadership skills
Graduates – 87%

These data illustrate that USMC PME is producing strategic thinkers, well-versed in critical thinking and complex problem solving.

Overall Officer and Civilian Development

Within the Marine Corps, it is expected that all officers will complete their PME requirements, either through resident or non-resident means. Philosophically, the Corps believes completion of PME makes a Marine more

competitive for promotion because completion of each block of PME provides the Marine with the requisite warfighting skills, mental dexterity, and analytical ability to perform at the assigned level of leadership responsibility. Ideally, officers who demonstrate the ability to “make sound decisions in progressively more demanding positions” are promoted to the top leadership positions in the Corps. The Commandant of the Marine Corps emphasizes the importance of PME in his *Vision & Strategy 2025* when he states, “We must promote PME as a career-long activity...”

Resident officer PME opportunities in the Marine Corps consist of attendance at one of the three Marine Corps formal in-resident schoolhouses, attendance at an equivalent sister service or joint schoolhouse, or attendance at an approved Foreign Service schoolhouse. All three venues provide Marine Corps students the opportunity to develop their analytical abilities while honing their warfighting expertise. The interaction among foreign, sister service, agency, and Marine students within the same classroom (present in all three venues), fosters the development of strategic thinking across the broad spectrum of war, one of the goals of the PME program. Within the resident Marine Corps PME courses, the mix of host/non-host students is a mandated 60/40 ratio for the Senior Level PME schoolhouses, as articulated in the Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 1800.01C. The 60/40 ration indicates no greater than 60% of the student body may be Marine or Navy students and no less than 40% of the students may be non-Marine/Navy students. This mandated mixture of students enables the Marine Corps to produce graduates who not only possess Marine Corps-specific warfighting skills, but also an expanded appreciation of the capabilities our sister service, agency, and allied cohorts bring to the fight.

The Marine Corps resident PME curricula are developed in a stair-step approach. The initial Career-Level resident (and non-resident) PME course for captains is the Expeditionary Warfare School, whose curriculum focuses on the

tactical level of war, with special emphasis on the Marine Air Ground Task Force (MAGTF) operations. The following Intermediate Level PME course is Command and Staff College for majors with an emphasis on the operational level of war. The following Senior Level PME course is the Marine Corps War College for lieutenant colonels focusing on the strategic level of war. The stair-step approach to PME curricula content fosters the development of warfighting abilities and mental alacrity appropriate for students of a PME system designed to prepare graduates for the assumption of "progressively more demanding positions" within the operating forces.

Although this testimony specifically focuses on resident PME, it is important to note our progress in delivering quality PME through our distance education program, as it is the vehicle through which the majority of Marine officers receive PME. The Marine Corps commits significant resources to deliver quality distance education through the most modern means available. Our content is derived from and parallel to the resident curricula, and we have used current technology to put all students into collaborative seminars, whether in person or virtually. We have taken novel approaches which include a hybrid resident-non resident program that provides for half the student population to be international officers. The program has two resident phases of about six weeks, with 26 weeks of collaborative on-line seminar. The effectiveness of the program can be seen in the doubling of students in three years of experimentation, and expansion with Army and Air Force officers, as well as government civilians. Notably, this is the second year that Canada has committed eight active duty majors to participation in the program. I believe the effectiveness of our distance education program can be measured in that 28 of our non-resident students have been selected to participate in School of Advanced Warfighting (SAW) over the last five years. This accounts for almost a third of the total Marine officers selected for that very competitive program.

Resident professional Military Education provides limited opportunity for civilian leader development. DoD and interagency civilians attend our more senior programs, but throughput is inadequate to develop the entire civilian workforce. Therefore, Marine Corps University, in cooperation with Manpower and Reserve Affairs (M&RA), will soon establish a series of progressive programs for civilians, very similar to those of the officer corps. These programs are particularly important as more and more civilians assume leadership positions within our Corps.

Selection Process for Student, Faculty, and Military Personnel on Senior Staff

The Marine Corps fully recognizes that quality personnel are the key to rigorous, effective PME programs. All personnel actions are carefully screened to ensure the most qualified students attend resident education, the most qualified faculty develop and deliver the programs, and the most qualified leaders are selected to head our PME Programs.

All USMC students attending resident PME are selected by a board convened by M&RA. The board uses a non-biased process to select those officers who have demonstrated the highest levels of leadership and academic performance thus far in their career and possess the greatest potential for future service as senior leaders in our Corps. Appropriate numbers are also selected from each Military Occupational Specialty to ensure a representative combination of disciplines for classroom seminars. Other services use a similar process to select students to attend Marine Corps PME programs. Civilian and interagency students are selected based on established criteria similar to those of military students. These processes continue to select excellent students for all programs. Increasingly, students arrive at our programs with extensive operational experience. Students with OIF/OEF experience in our AY08-09 classes were as follows:

MCWAR – 11 out of 19 students (58%)

SAW – 23 out of 24 students (96%)

CSC – 158 out of 192 students (82%)

EWS – 191 out of 237 students (81%)

These data are particularly significant in that the student totals include civilian and international students. At one time there was one line of thought that this high level of operational experience might cause students to be resistant to new ideas. That has not been the case. Today's students are very receptive to change, anxious to share their experiences, and to learn from the experiences of others.

Only the best military and civilian personnel are selected as faculty at our PME institutions. Desired credentials for our military faculty are as follows:

- MCWAR: O6, Top-level School complete, master's degree, Joint Qualified Officer, recent operational experience
- SAW: O6/O5, Top-level school complete, master's degree, recent operational experience
- CSC: O5, Top-level school desired, master's degree, recent operational experience, O5 command desired
- EWS: O5/O4, recent operational experience, company-level command, Intermediate Level School desired

Similar to the student demographics, the military faculty have extensive operational experience. The number of military faculty with OIF/OEF experience compared to the total number is as follows for each college/school:

MCWAR – 3 out of 4 faculty (75%)

SAW – 2 out of 2 faculty (100%)

CSC – 15 out of 19 faculty (79%)

EWS – 24 out of 25 faculty (96%)

This is particularly important in that our faculty must be able to relate to the experiences of their students. It is also important as a mechanism to ensure that our curricula are relevant and meet the needs of the operating force.

Marine Corps University, in cooperation with M&RA, has been very successful in identifying military faculty who have the requisite education, experience, and expertise to educate our future leaders. We are fortunate that MCU, TECOM, and M&RA are all located aboard Marine Corps Base Quantico, thus making face-to-face coordination a reality. In fact, MCU and M&RA discuss the assignment of all faculty for our PME programs. Each file is carefully reviewed to ensure potential faculty possesses the requisite skills, abilities, and attitude to educate our future leaders. Our military faculty represents the best the Marine Corps has to offer. Typically Quantico is not their terminal assignment. Because our requirements are stringent, faculty are continually selected for promotion, command, and follow-on assignment to demanding positions. Recently, CSC experienced an 88% turnover in its military faculty at the end of the academic year. However, we will accept the high turnover of military personnel, and associated faculty development, in order to provide the very best instruction to our students.

We demand high standards for our civilian faculty as well. Civilian faculty are selected via a board comprised of MCU faculty and leadership. Recommendations of the board are forwarded to the President of MCU who is the ultimate hiring authority under the provisions of Title 10, USC. Required credentials for civilian faculty include a terminal degree from a regionally accredited institution, education/teaching experience, evidence of scholarly research and publications, and familiarity with current national security issues. Desired credentials include an understanding of PME and familiarity with military policies and procedures. All current faculty possess these credentials. However,

Title 10 authority is limited to 10-month PME programs. This hiring authority is needed for PME programs that are less than 10 months in duration, but are offered several times throughout the year. This additional hiring authority will greatly enhance the quality of the faculty for critical programs.

Similar procedures are used to select senior civilian and military personnel to lead our USMC PME programs. Similar to military faculty, all school directors are selected based on their experience and expertise. Selection of the school directors is a nominative process with several general officers choosing from a list of highly competitive, accomplished Marine colonels. Directors of MCWAR, CSC, and EWS are required to have commanded in the grade of colonel, be a JQO, possess a master's degree, be a TLS graduate, and have recent operational experience. Stability of directors is generally good and they do not consider Quantico as their final assignment. Many receive additional tours based on promotion or assignment to other highly demanding positions –. In fact, the record of MCU school directors being promoted to brigadier general is superb. The last four directors of EWS have been selected for promotion to brigadier general. Three years ago the director of CSC was selected for promotion. Our schools are being led by the best of the Corps. Similarly, deans, or academic heads, are selected based on their record of scholarly accomplishment, educational credentials, and familiarity with national security issues. The Vice President for Academic Affairs and Deans of all degree producing schools have a terminal degree, record of excellence in education, and experience in national security issues.

The senior leadership of the Marine Corps carefully considers the selection of the President of MCU. From 1989 until 2004, the President of the University was an active duty brigadier general. Many future leaders in the Marine Corps including Gen James Conway, current Commandant of the Marine Corps, and Gen Peter Pace, recent Chairman of the Joint Chiefs of Staff, held this pivotal position. In 2004, MajGen (Ret) Donald Gardner was selected to lead

MCU and USMC PME. Gen Gardner's extensive experience in education, leadership, and history provided stability for five years during a period of transition for many programs. In 2009, MajGen Neller was selected to head MCU. In all cases, the selection was vetted with the highest level within the Marine Corps.

Role of PME in Future Assignments of Marine Officers

As stated earlier, our resident PME students have already proven themselves to be among the top performers within their peer group and were selected to attend our service schools because of their demonstrated potential for greater service. Upon completion of the courses, our PME graduates are assigned to the most highly competitive billets in our operating forces, higher headquarters staffs and joint positions. Our officer assignment policies are governed by MCO P1300.8R and look to balance the needs of the Marine Corps, the particular circumstances of that officer's career path, and the individual desires of the officer. For example, if Major Jones served as a battalion executive officer prior to attending Command and Staff College, he/she would most likely be assigned to a joint billet. That officer would most certainly have the PMOS experiences at the rank of major and would be ready for a complex, demanding tour with the Joint Staff or COCOM HQ. If Major Jones had been assigned to one of our Recruit Training Depots prior to resident PME, he/she would most likely be assigned as a battalion/regiment staff officer upon completion of the course. Our officer assignments personnel strive to place our PME graduates into critical, demanding billets within our Corps and at external/joint commands. 10 U.S.C. 38 prescribes policies for Joint Duty Assignment List (JDAL) assignments and MCO P1300.8R recognizes the laws and guidelines governing joint duty assignments. If an officer is not PME complete, he/she is not competitive for a joint assignment and we would not nominate that officer to the gaining joint commander.

Decision Process for Significant Change

Significant decisions within the Marine Corps are vetted through a variety of forums. Concepts and processes are usually discussed during General Officer Symposium involving all general officers and SESs, or during Executive Off-Sites involving only the Generals and Lieutenant Generals of the Marine Corps. The Marine Corps Requirements Oversight Council (MROC) is the forum where detailed discussion is held to resolve manning, budgetary, and command and control issues. The Assistant Commandant of the Marine Corps chairs the MROC with membership from the offices of all deputy commandants. The relatively small size of the Marine Corps makes coordination somewhat easier than in many larger organizations. The decision to create Marine Corps University was the vision of General Al Gray, 29th Commandant of the Marine Corps. In July 1988, General Gray testified before the HASC and said, "Quantico will be the intellectual think tank of your Marine Corps." A year later General Gray signed ALMAR 128/89 establishing Marine Corps University. He understood the importance of professional military education and clearly saw the need for an overarching structure to assist the individual schools in developing and delivering current, relevant curricula.

The Marine Corps also understands the need to be able to make significant changes in curricula in response to changing operational issues, feedback from the operating forces, and policy guidance. As an example, several years ago we recognized the need to integrate culture and language into the curricula of our schools. Because of the processes in place, streamline command structure, and small size of our organization, we were able to implement meaningful change to our programs in a very short timeframe. MCU has established processes to systematically review curricular content and student achievement of approved learning outcomes. Marine Corps University utilizes three main mechanisms for curricular review. The first is the Curriculum Review Board (CRB). The Curriculum Review Board is the University oversight

mechanism to direct long-range, strategic planning, coordination, and integration of the PME Continuum within the curricula of MCU. Course content and assessment data related to the accomplishment of established student learning outcomes are reviewed to ensure a progressive, systematic building-block approach is utilized throughout resident and distance education course development. The CRB reviews curricula, evaluates the incorporation of the PME Continuum within the programs of instruction, identifies linkages/gaps among the various MCU programs of instruction, and evaluates the academic rigor of the programs. The J-7 indicated MCU's CRB process will be marketed to the other PME institutions as a "best practice" to be emulated. Besides the CRB, the University conducts Course Content Review Boards (CCRB). In these internal academic reviews, faculty members who develop and teach the instructional programs analyze data from periodic student and faculty course surveys as well as results of CRB-approved assessment measures related to approved student learning outcomes. Faculty members also analyze feedback from surveys from graduates and their supervisors regarding the perceived relevance of the instruction presented in the course or sub-course. Finally, the Director, Institutional Research, Assessment, and Planning (Dir, IRAP), works closely with each school/college/academy to assist them in developing assessment measures in addition to designing surveys for course evaluation as well as surveys of graduates and reporting seniors of graduates.

JDAL Credit for Non-Host Military Faculty

As described earlier, we seek to identify the most qualified military and civilian faculty for all USMC PME Programs. This is true for USMC officers, as well as officers from other services. One aspect that attracts the most promising officers is the ability to receive joint credit while serving at a sister-service educational institution. Awarding of joint credit at JPME I institutions is certainly warranted due to the amount of joint material in the curriculum and the responsibilities of joint faculty. Sister service faculty are totally immersed in the

culture, operations, and capabilities of the host service. There is no better way to understand material than to teach it to others and that is exactly what sister service faculty do at our institutions. This is an exceptional joint experience tour for these officers. By rescinded the listing of JPME I faculty as part of the JDAL, the FY07 NDAA made recruitment of high-quality military faculty much more difficult and created a significant obstacle in attracting the best faculty to educate our leaders. Today an officer must balance requirements for joint duty, command tours, staff tours, and various service related assignments. Officers are hard pressed to include all requirements and must take advantage of every opportunity to receive credit where it is appropriate. Assignment to a position on the JDAL is considered to be a "standard" path to earning joint qualifications. While officers still have the capability to self-nominate based on their experiences, this hardly seems appropriate if we are serious about quality joint education. In short, not giving JDAL credit to non-host military faculty at the JPME I schools will certainly not help the recruitment, nor retention, of the "top shelf" military faculty.

Summary

In summary, your Marine Corps Professional Military Education system is extremely strong. On a daily basis we prepare our young men and women for the complexities of today's world. As I stated in my opening paragraph, the critical components of education are students, faculty, and curricula and I am pleased to report that all are superb. We have a long range plan to improve our facilities and infrastructure and we look forward to continuing to provide a world-class education for our leaders.

Thank you, Mr. Chairman, for the chance to speak with you today. I welcome the Sub-Committee's questions.

QUESTIONS SUBMITTED BY MEMBERS POST HEARING

JULY 28, 2009

QUESTIONS SUBMITTED BY DR. SNYDER

Dr. SNYDER. There can be a tension between Service assignments necessary for an officer's career development and the needs of the joint force. From the joint force perspective, can you comment on how to best manage that tension? What is the optimal balance of Service and joint competency over a career? Given that current operational demands in Afghanistan and Iraq may continue for the foreseeable future, is there currently enough time in a 20–30 year career to optimize both?

General PAXTON. The department continues to make significant strides to ensure officer career development includes Service and joint competencies. As evidenced by the operations in Afghanistan and Iraq, joint warfare is the way the department operates. Some of the success in these operations is due in part to joint competencies becoming a significant part of Service officer development. Every officer is likely to be affected to some degree by joint considerations. As such, joint competencies must continue to become an inherent, embedded part of Service officer development.

The department's strategic approach to managing joint officers provides the mechanism to adjust and evaluate the proper mix of Service/joint development in a 20–30 year career. The recent legislative changes to joint officer management and the implementation of the joint qualification system (JQS) allows the department needed flexibility to provide officers joint experiences and the ability to recognize the joint experience officers receive. The department can now recognize joint experience where it occurs and the intensity of the environment where the officer serves. The Services now have the flexibility to provide their officers joint experiences of a shorter duration than the normal three-year joint duty assignment. Officers serving in joint matters duties in Iraq and Afghanistan can gain the needed experience to earn the joint qualified officer designation based on 12 months service in these duties and completion of the required joint education. Limited Joint Professional Military Education (JPME) Phase II opportunities and scheduling difficulties creates some delays in the officer's joint development. The legislative authority to create a distance-learning component for JPME II would provide the department a much-needed flexibility to develop joint qualified officers.

Dr. SNYDER. Can you comment on how many general and flag officers are receiving waivers from attending the CAPSTONE course, the joint PME for newly selected one-stars? Why are they receiving these waivers? What impact does not attending the CAPSTONE course have on those officers' ability to operate in the joint arena? We have heard that CAPSTONE, in the past, may not have been as rigorous as it should have been. Can you comment on how you ensure that the CAPSTONE course is suitably rigorous and focused on appropriately targeted high-level strategic considerations? Currently, the National Defense University supports the CAPSTONE courses, but without dedicated faculty and resources specifically devoted to the CAPSTONE program. Is this arrangement, seemingly ad hoc, the long term solution or is a more structured arrangement under consideration?

General PAXTON. In the past 5 years, the Department granted 11 CAPSTONE waivers against a total population of 606 required to attend CAPSTONE. The percentage of those receiving waivers over this 5 year period is less than 2%.

These waivers were granted only to officers whom the Secretary of Defense determined had demonstrated a mastery of the learning objectives of the CAPSTONE course. As these officers were determined to have mastered the required joint learning, there was no discernable impact on the officers' ability to operate in the joint arena.

CAPSTONE follows an executive education type approach, deemed appropriate to both the short duration (6 weeks) and non-degree character of the course. This approach recognizes that the principal student body (Active Component General and Flag Officers) possess, almost universally, both JPME I and JPME II experiences and credentials. The question of academic rigor must therefore be viewed in a different light than the 10-month resident JPME programs.

CAPSTONE annually conducts a self-assessment under the supervision of the NDU President, as advised by both the Joint Staff J7 and the course's Senior Mentors—all retired 4-star G/FOs. All JPME programs routinely conduct such a self-assessment.

The legislative designation (NDAA 2005) of CAPSTONE as the third tier in a sequenced approach to JPME effectively caused CAPSTONE to be viewed as “JPME III.” It was therefore determined that an external evaluation analogous to the Process for the Accreditation of Joint Education (PAJE) was required.

Joint Staff J7 organized an independent review of CAPSTONE at the direction of CJCS. Catapult Consultants were hired to form the backbone of the effort and each Service provided a serving G/FO in augmentation. The review effort received the personal attention of the CJCS; ADM Mullen provided in person guidance up front, was kept informed along the way, and received the results in a personal session.

The review found that CAPSTONE, as a baseline joint experience for G/FOs, met requirements as established in law and policy. The review found that there was no indication of any broad discontent with the course, finding that critique points were on the margins, and of no pattern. The review further noted that CAPSTONE lacked a mechanism to demonstrate achievement of course objectives.

As a result of the CAPSTONE review, in June 2009, CJCS issued specific guidance to the NDU President. This guidance (copy provided to the O&I Staff) directed four adjustments: 1) a curriculum review to ensure linkages with other JPME courses (both above and below CAPSTONE); 2) a heightened focus on the inter-agency dimension—i.e., “How Washington works”; 3) the establishment of an end-of-course assessment mechanism; and 4) an adjustment in curricula content in the CAPSTONE Executive Development (Spouses) sub-course.

The institutional architecture in place at NDU for the CAPSTONE course is categorically not *ad hoc*; the organizational construct of a Director, small operations staff and Senior Mentors is considered appropriate and consistent with the executive education model. The course methodology puts CAPSTONE Fellows in the presence of senior leaders inside and outside of the DOD and allows them to interact. This approach has been found effective in meeting the course objectives, drawing near universal support from Fellows, Graduates, Senior Leadership and the like.

CAPSTONE is adequately resourced by NDU.

Dr. SNYDER. “Professional ethics” does not appear as a discrete learning area in the officer military education policy (the OPMEP). Should it be a part of joint education or is it left to the Services to teach? Can you comment on how professional ethics is made part of PME?

General PAXTON. Joint Publication 1 “*Doctrine of the Armed Forces of the United States*”¹ establishes in Chapter 1 (*Foundations*) that U.S. military service is based on values that U.S. military experience has proven to be vital for operational success. It further notes that the values of joint service adhere to the most idealistic societal norms, are common to all the Services, and represent the essence of military professionalism. First among the five values, and further specifically marked as the foremost value, is Integrity.

Integrity is understood to be “... the cornerstone for building trust. American Service men and women must be able to rely on each other, regardless of the challenge at hand; they must individually and collectively say what they mean and do what they say.”²

It is impossible to separate integrity from ethical behavior, especially for an officer corps to whom has been “... reposed special trust and confidence in their patriotism, valor, fidelity and abilities.” Inculcating ethical behavior is therefore a bedrock requirement, common to all developmental efforts, across the Services. Given the philosophy of the CJCS’ Joint Officer Development Vision that “*Joint officers are built upon Service officers*”³ it is completely appropriate that the Services have the primary responsibility to develop professionalism and professional ethics in their personnel.

The OPMEP however, is not mute on the subject of values and ethics. The Officer PME continuum notes that the continuum links each educational level so that each builds upon the knowledge and *values* (emphasis added) gained in the previous levels.⁴ Specific to the Precommissioning level of the continuum, the OPMEP focuses efforts to inculcating a foundation in “... leadership, management, *ethics* (emphasis added), and other subjects necessary to prepare them to serve as commissioned officers.”⁵ Both the General/Flag Officer and Senior levels of the Officer PME continuum JPME venues have joint learning objectives that go to the skills necessary

¹ Joint Publication 1, *Doctrine of the Armed Forces of the United States*, 2 May 2007, w/Change 1, 20 March 2009.

² *Ibid*; pg 1–3.

³ Pace, General Peter. “*CJCS Vision for Joint officer Development*” November 2005, page 1.

⁴ CJCSI 1800.01d “*Officer PME Policy*” 15 July 2009, page A–A–1.

⁵ *Ibid*; page A–A–3.

to build and sustain ethical organizations and to further evaluate the ethical ramifications of specific historical and contemporary national security decisions.⁶

The Joint Staff notes and concurs with the input of the various JPME institutions to the HASC O&I's similar query to them; in their totality, the answers further underpin that Ethics is a vibrant part of PME/JPME.

Dr. SNYDER. The Joint Advanced Warfighting School (JAWS) at the Joint Forces Staff College was created from within the existing faculty and facilities. Is this course currently adequately resourced by the National Defense University?

General PAXTON. The Joint Advanced Warfighting School (JAWS) is adequately resourced. There are no significant budget issues at this time. JAWS has dedicated classrooms which have the most advanced technology of any at JFSC. The school has adequate faculty to meet the mission; however there is no redundancy to allow for seamless turn-over of faculty or additional tasking of faculty to include research and writing time. Additionally, the Director must teach in order to meet the student to faculty ratio of 3.5:1.

Dr. SNYDER. The OPMEP requires the Academies to submit a report every three years. No one can find the 2006 version but your staff (DJ7) told us the inputs weren't very useful so they are deleting the requirement for the report for Sep/Oct 2009. Do you think that if the OPMEP is going to require something, it should be measured? Should the OPMEP dispense with the joint requirement fully if oversight is not provided at the joint level?

General PAXTON. The 2005 OPMEP (version 01c) required triennially a report from the Services concerning their overall assessment of how well joint learning objectives at the precommissioning and primary levels of education were addressed. The 2009 OPMEP (version 01d) eliminated the triennial requirement.

The elimination of the triennial report requirement followed from the first (and only) experience in producing (the Services) and collecting/evaluating (Joint Staff J7) the report, which occurred between October 2006 and June 2007. The inputs collectively exposed a flawed approach in that unverified self-assessments are of diminished value as an oversight mechanism. Further, that the process proved burdensome administratively to all participants further increased concerns as to the value of approach. Accordingly, the working group from the Military Education Coordination Council (MECC) that produced the OPMEP 01d version recommended elimination of the requirement.

The data collected in 2006 and 2007 was of varying quality and coverage, but broadly exposed that multi-year undergraduate precommissioning programs (Service Academies and ROTC) reported meeting the joint learning areas. Short-duration precommissioning programs (such as OCS, OTS, etc.) inputs ranged from "meeting" the requirements (AF OTS, Army OCS) to "partially meeting" (Navy OIS, OCS) to "not meeting" (USMC OCS). Results from the Primary venue also varied: "meeting" were the Army's Captains Course and BOLC III; the Marine Corps' Expeditionary Warfare School; the Air Force's Squadron Officers College, Air and Space Basic Course and Squadron Officers School; and the Navy's Primary PME Course (DL), the Surface Warfare School's Division and Department Head courses, the Naval Supply School and Naval Intelligence Basic courses. Next, the Navy reported that its Submarine Officer Basic course "partially" met requirements. Last, the Navy reported that its Naval Explosive Ordnance Disposal School and Marines reported its Officer Basic Course as not meeting requirements.

There is a value in establishing joint learning early in a career and the joint learning areas at the precommissioning and primary levels of education have been purposely maintained in the 2009 version of the OPMEP. This said, the question of how much oversight of the delivery of precommissioning and primary joint learning is appropriate and accordingly what method of oversight serves best, has yet to be resolved. These questions are slated to be addressed by the MECC in the coming year.

Dr. SNYDER. There was an Army decision to send at least 50% of each Army 0-4 year group to in-residence ILE at Leavenworth. What is the impact on OPMEP fulfillment/accreditation? What is the impact on education quality in terms of number and joint faculty/student mix? What is the impact on other Services wanting to send faculty and students there given the OPMEP accreditation implications?

General PAXTON. The Joint Staff understands that the Army's intent for resident ILE is for approximately 76% of its eligible officers to attend a resident JPME I program (to include other service venues). The remainder is to attend a non-resident program. This intent fundamentally posits an increase in the number of officers from all Services attending the ILE program at Fort Leavenworth.

⁶*Ibid*; pages E-E-3; E-F-4; E-G-4; E-I-3; and E-K-2.

The increase in the size of the resident population at Leavenworth has caused CGSC to be out of compliance with mandated OPMEP standards regarding student mix. Currently, 11 of the 92 staff groups (approximately 12%) now in session ¹ have only 1 officer from *either* the Air Force or Sea Services, vice the mandated 1 from *each* of the other Services. 176 students, of which approximately 154 are U.S. officers (143 Army) are negatively effected. These students are not positioned to fully receive the desired cross-service affected learning experience.

Army mitigation efforts (to include replacing the missing U.S. military officer with an interagency representative) are not considered adequate; the intent of the mandated service mix goes to establishing jointness amongst the Services, not the interagency. This is especially true at the intermediate level where officers are transitioning from tactical perspectives, but are still very much developing as Service members. Concentrating CGSC's Other Service military faculty (17 total of which 7 are from the Sea Services) to the lacking groups is also inadequate both in numbers and effect. First, the number of Sea Service Faculty is less than the number of Seminars without Sea Service representation. Second, the concentration of the other service faculty in 12% of the staff groups leaves the remainder of the staff groups with diminished access to other service faculty.

The Army's resident and non-resident JPME I programs were last accredited in February, 2008. Accordingly, they are not due a PAJE re-certification until 2014; this said, the OPMEP allows for CJCS to re-visit certification as need dictates. Given the issue, it is likely that such a revisit will occur in the Fall, 2009. A negative outcome from such a re-visit, especially if accreditation were to be withdrawn, would have a dramatic impact on other service participation at CGSC.

Dr. SNYDER. The joint schools feel as if they are orphans in the budget wars, that they don't have a champion like the Services do. Can you reassure us that the joint/DOD budget process understand the value that you and the Chairman put on fully funding, specifically, the National War College, Industrial College of the Armed Forces, and Joint Forces Staff College?

General PAXTON. The Chairman and I take every opportunity to emphasize to Department organizations involved in the budget process the value we place on Joint Professional Military Education (JPME).

The vast majority of JPME funding is contained in the National Defense University's (NDU) budget. On behalf of the Chairman, I endorse NDU's budget submission each year and forward it to the OSD Comptroller. Further, Joint Staff leadership endorses to Department leadership the unfunded requirements NDU submits for Department review through both the annual Program and Budget Review process as well as the Omnibus reprogramming request sent to Congress for consideration. Wherever the Programming, Planning, Budgeting, and Execution system provides an opportunity for us to do so, we ensure DOD organizations understand the importance we place on JPME. In fact, we have codified our support of JPME in a CJCS Instruction dealing with JPME and NDU matters.

Dr. SNYDER. Do you feel the officer management system for your Service complements the PME/JPME system? We've repeatedly heard the critique that they are not closely aligned. Are there policy changes that need to be made so officers have time to attend the requisite schools and complete key developmental assignments for promotion purposes, but more importantly for leader development purposes?

General CALDWELL. Currently officers are being held, by the Defense Officer Personnel Management Act (DOPMA), to a rigid time-based promotion system. Too often professional development finds itself in stiff competition with the heavy demand of Army requirements. Inevitably, meeting Army requirements wins out and we try to "work in" professional development. While it is considered essential to the development of an officer, it is not always mandatory. Meeting specific gates for promotion has become the driving factor in an officer's fixed career timeline. While DOPMA was sufficient during a time of peace with relatively fixed assignment patterns, its lack of flexibility hinders today's Army's ability to balance increasing professional developmental demands while maintaining a continuously deployed force in a dynamic and challenging time. To bring change we would recommend modifications to Title 10 (DOPMA) that will add flexibility in the promotion timeline while preserving the goodness of "up and out." The Department of Defense (DOD) should move away from a rigid time-based promotion system to a flexible, "window of time" based system. This will allow the Army, and the sister services, to ensure that its officers can achieve the desired competencies to be effective senior leaders, give them the requisite amount of time necessary to achieve those competencies, all while maintaining their sanity and their families.

¹Courses 09-02 and 10-01 in aggregate.

Dr. SNYDER. The Chairman uses a Military Education Coordination Council (MECC) in a formal process to “build” the Officer Professional Military Education Policy (the OPMEP). Recognizing the Service Chiefs’ prerogatives in terms of “managing the quality and content” of Service-specific curriculum at their PME institutions, does your Service have a similar formal process for determining and integrating Service-specific curriculum throughout your school system, and how does that process tie into your overall leader development strategy?

General CALDWELL. Yes, the Army has a formal process similar to the Military Education Coordination Council (MECC). The Training and Doctrine Command (TRADOC) Common Core process is documented in TRADOC regulation 350–70. The process provides streamlined, consolidated, and standardized training development (TD) policy and guidance for the TD process, product development, management, planning, and resourcing, as well as student testing (test design, development, validation, administration) and test management.

This process surveys the Army for input on potential new content, modification of current content, or deletion of outdated content. A board evaluates recommendations, selects tasks and subject areas for training and education in Professional Military Education (PME) and ensures vertical and horizontal integration across officer and enlisted cohorts as well as between Army components. Training and education content is continually updated through Needs Analysis. The Needs Analysis addresses training and education solutions to Soldier performance deficiencies and for future capabilities that require changes to the way the Army trains and educates its Soldiers and leaders.

The process ensures that outcomes identified in the Army Leader Development Strategy (ALDS) are addressed in the PME common core. The TRADOC Commander is the approval authority. Branch proponents use a similar process to determine branch specific training and education requirements, with the branch chief as the approval authority.

Dr. SNYDER. We have heard that officers are arriving at the combatant commands and joint task forces for joint duty assignments, even for operational planning billets, without having completed JPME II. Some combatant commanders have issued policies barring their staff officers’ attendance at the 10-week JPME II course. They believe the Services should be sending officers who are fully qualified and ready to serve in their assignments, rather than having the combatant commander forced to give up these officers for 10 weeks. Can you comment on what is causing this to happen? Isn’t this detrimental to the force and to the officers involved? Can you comment on the utility of officers attending the JPME II ten-week course after completing or late into joint assignments? It’s perceived as a perfunctory requirement (in the nature of “square-filling”) necessary for promotion, instead of as a useful part of professional development.

General CALDWELL. Army policy is to send officers slated for joint positions to Joint Professional Military Education (JPME), phase II enroute to their joint duty assignments. Due to the limited number of seats, no more than 79, available for each class, coupled with the critical timing of many senior officer moves, a number of the officers are not able to attend JPME II prior to arriving at the combatant command. This is particularly true during the summer months when the largest numbers of military personnel relocate. Today’s high operational tempo also makes it exceptionally difficult at times to release officers from the theaters of operation to provide them with the professional military education that is important to future effectiveness in strategic assignments. Sending officers at a later date, regardless of when, still enhances their professional education, and can even offer added value to an officer’s development by adding current doctrine and practice to their previous exposure to joint concepts from their previous assignment to a joint position.

Dr. SNYDER. The Skelton Panel considered faculty as the determinant factor in quality education. What policies do your Services have to ensure that the highest quality military faculty is assigned to the Service and joint PME institutions including to your other Service counterparts’ institutions? What policies do you have in place concerning faculty follow-on assignments?

General CALDWELL. The Army Human Resource Command (HRC) in conjunction with the Combined Arms Center (CAC) at Fort Leavenworth, Kansas and the U.S. Army War College (USAWC) at Carlisle Barracks, Pennsylvania, outlines strict criteria for the faculty prior to assignment as instructors. CAC and USAWC list in detail the requirements necessary to be considered for an instructor and then HRC nominates officers against the positions. At a minimum the criteria contains a requirement for recent deployment experience and completion of the officers’ Key and Developmental assignment. Due to the current demands on the force, both the quality and the quantity of who is available require balancing on the part of HRC. It is to the benefit of our Army, the services and the officer students to provide the

best quality officers as our instructors. Officers must be accepted by CAC or USAWC to be assigned as instructors, although those available for consideration are limited today. While there is no set policy in place for an instructor's follow-on assignment, HRC usually utilizes their skills in deploying units or other assignments that will take advantage of the unique skills that they have acquired as an instructor.

Dr. SNYDER. "Professional ethics" does not appear as a discrete learning area in the officer military education policy (the OPMEP). Can you comment on how professional ethics is made part of PME?

General CALDWELL. Professional ethics is a critical component of our professional military education. It is the basis of who we are as a profession.

The planned sequence for professional military education (PME) integration is Basic Combat Training (BCT), the Non-Commissioned Officer Education System (NCOES), the Basic Officer Leaders Course (BOLC), Intermediate-Level Education (ILE), and the Civilian Education System (CES). Each moral development redesign will address Active Component and Reserve Component courses simultaneously. The objective "supporting socialization of the professional military ethic across the Army culture and profession" will require spiral moral development in units as the courses are redesigned.

Beyond the preparation of these junior officers and non-commissioned officers, at the Command and General Staff College (CGSC) ethics are taught as part of the leadership curriculum. A portion of this instruction deals specifically with the tenets of ethical organizations, while the remainder utilizes case study methodology to put students into ethically challenging situations to evoke responses and require critical thought. This thread of ethical decision-making runs throughout the leadership instruction for ILE.

General Casey designated the United States Military Academy (USMA) as the Army Center of Excellence (COE) for the Professional Military Ethic (ACPME) in April 2008. In March 2009, USMA became the Force Modernization Proponent for Ethics and Moral Development with the mission of assessing the professional military ethic of the force, integrating knowledge of the professional military ethic, accelerating moral development in individuals and units, and supporting socialization of the professional military ethic across the Army culture and profession. To accomplish these objectives, during fiscal years 2008 and 2009 ACPME personnel interviewed two hundred and fifty Soldiers who recently returned from combat and conducted fourteen separate studies; published nine articles on moral development and the professional military ethic in *Army Magazine*, *Army Communicator*, *Army Times*, and *Joint Forces Quarterly*; developed eighty standard case studies, fifteen video case studies, an interactive video learning simulation, and an ethical module of the America's Army video game.

To support the objective of assessing the professional military ethic of the force, ACPME conducted a curriculum assessment of ethics related instruction currently conducted across the Training and Doctrine Command (TRADOC) and has begun analyzing the moral development "skill level" required for each rank.

Dr. SNYDER. The ten-week Joint Combined Warfighting School (JCWS) at the Joint Forces Staff College was originally designed as an operational planning course for Service intermediate level school graduates (i.e., majors and lieutenant commanders) on their way to a joint assignment. The JCWS has seen a significant number of more senior officers (e.g., colonels and Navy captains) and officers who have already completed a joint assignment in attendance. What changes need to be made to your officer management policies and practices to avoid what appears to be a misuse of the course, making its completion a perfunctory exercise only needed in order to be competitive for promotion to general or flag officer?

General CALDWELL. We make every attempt to get our majors to the Joint Combined Warfighting School and will continue to do so as often as possible. However, the Army has experienced, and will continue to experience for the foreseeable future, a shortage of several thousand majors and captains across our force. The high demand for these officers generated by Army modular capability growth, and overall manpower growth to meet the demands of the operational theaters and our generating forces affects our ability to release some officers to this useful training. Officers who have attended after their joint assignment are part of the group that was unable to meet the necessary timing/availability when they were reassigned. The other challenge we have faced in getting officers fully joint qualified is the accreditation of the Senior Service College (SSC). Until 2007, the U.S. Army War College (USAWC) was not a Joint Professional Military Education (JPME) II producing course. The small number of colonels that are now attending the Joint Combined Warfighting School are those senior officers who, for a variety of reasons, were unable to attend JPME II producing courses at the appropriate time or went to Senior

Service Schools that were not JPME II producing courses. The Army is working to make the best use possible of all JPME to ensure that we meet our obligations to support the Joint warfight.

Dr. SNYDER. We've heard concerns expressed by military students that the quality of the participating military department civilians is well below that of the military personnel. How does your military department select its civilian students for intermediate and senior level PME schools? Is there a process analogous to a selection board?

General CALDWELL. Civilian and military students bring different sets of experiences to the U.S. Army War College (USAWC) seminar. Few civilian students will have been exposed to the same types of experiences as military students. Civilians are less likely to have moved or changed jobs as frequently, been deployed to an active theater, or been involved in the planning and execution of operations—resulting in less experience with respect to major portions of the curriculum. Civilian students bring different perspectives on the curriculum and frequently offer wider world views on less military-technical issues. The integration of civilian students creates professional development for them, and in turn, adds to the military Officer's professional development; both military and civilian students need a better understanding of their counterparts.

Civilians selected for senior level professional military education (PME) go through a multi-level screening. The nomination process starts with an annual Army-wide solicitation. Interested applicants must meet a strict list of eligibility requirements, including completion of Army leadership development training known as the Civilian Education System (CES), a minimum of a baccalaureate degree from an accredited institution and demonstrated leadership experience. Applicants must obtain a letter or recommendation from a general officer (GO) or Senior Executive Service (SES) within their chain of command for their package to be forwarded to their respective command headquarters. Each command establishes internal deadlines for receipt of applications, holds a selection board composed of command GO and SES personnel and generates an Order-of-Merit List (OML) with their recommendations to the Civilian Human Resources (HRC) Agency, Training Management Office (CHRA-TMO), which manages the Army-wide PME selection board. CHRA-TMO arranges for six GO and SES board members, ensuring that appropriate demographic representation is reflected in the board membership. The civilian PME selection board follows a memorandum of instruction (MOI) whose guidelines are reviewed and approved by legal counsel, establishing an OML for all quotas. The selection board results are further reviewed by legal review for compliance with the MOI before submission of names to Senior Service Colleges.

Dr. SNYDER. Is PME completion career-enhancing for military department civilians? If so, how? We've heard that after PME completion, they often return to the same job with the same level of responsibility with virtually no recognition of what these civilian students gained from the PME experience. The Air Force apparently has at least the beginnings of a different program. Can you describe that and whether you think it could serve as a benchmark?

General CALDWELL. PME completion is a significant element in distinguishing most Army civilian senior leaders. The Civilian Human Resources Agency, Training Management Office (CHRA-TMO), manages the Army-wide Graduate Placement Program (GPP) which seeks to match PME graduates with enterprise-level positions, taking advantage of the skills acquired. The GPP was established in 2003 as a result of a Vice Chief of Staff memorandum directing placement of civilian PME graduates similar to that of military PME graduates. Placement rates for PME graduates all exceed the 90th percentile. For 2009, 92% were placed in new positions requiring PME knowledge and skills with 8% returned to their former position. For 2008, 97% were placed and 3% were returned to their previous assignment. 2007 and 2006 witnessed 94% placement rates.

The Central Talent Management Office (CTMO) was established in early 2009 to manage the Army Senior Civilian workforce. CTMO goals include: providing civilians the opportunity for assignments with multiple commands and educational opportunities, cultivate senior civilian leaders with a joint mindset through joint assignments, develop senior leaders who are comfortable operating in a global, multi-cultural environment and lay the groundwork for a program that will develop interchangeable senior leaders. This program will improve succession planning through forecasting and knowledge transfer as well as reduce the loss of productivity associated with under-lap. Additionally, this approach will minimize the return of graduates to their former positions. There is no question that we can do better in this entire process for the vast majority of our Army civilian workforce. We recognize there are shortfalls and are working to improve our system.

We will contact the Air Force to determine if their program has aspects that are readily applicable for the Army, and to learn from what they have done for their civilian development program.

Dr. SNYDER. We've seen that there are very few in-residence PME billets available to Reserve Component (RC) officers, notwithstanding their significant contribution to current operations in Afghanistan and Iraq. When PME billets do become available, it can be complicated for RC officers to fill them. The slots are often offered at the last minute, i.e., once it becomes clear that active duty personnel will not be able to fill those seats. In addition, attendance will require Reserve and Guard officers to take ten months time away from their civilian careers and often will require relocation. What is your Service doing to ensure that its RC officers undergo the leader development necessary to fully integrate with their active duty counterparts in joint operations?

General CALDWELL. For the reasons acknowledged above, and because officer professional military education (PME) courses generally run from six months to one year, while the Army is able to send some reserve component (RC) officers, it is very difficult for most RC officers to attend PME courses in residence. There are multiple options for RC officers to undergo leader development. The most challenging development is at the major and colonel level. All majors have the option to enroll in the distance learning Intermediate Level Education (ILE) at their convenience or compete for selection for resident instruction. RC officers at the lieutenant colonel and colonel level must complete for selection for resident or Distance Education Program (DEP) Senior Staff College (SSC) education. Considerable effort has been made in recent years to ensure that these non-resident PME courses are up to date and highly relevant to the contemporary operating environment faced by today's deploying Soldiers. In addition, the non-resident ILE common core course includes all of the Joint PME learning areas. Hence, all RC Officer who complete the non-resident course earn the same Joint Professional Military Education (JPME), phase I credit as their peers who attend the resident course.

The Chief of the Army Reserve (CAR) receives an annual allocation for the resident and DEP versions of the SSC from the Training and Doctrine Command (TRADOC). In addition, the CAR receives an annual allocation for resident ILE. Based upon the number of seats, the Department of Army Secretariat conducts the Professional Development Education (PDE) Board and publishes a list of primary and alternate candidates to attend the versions of these courses. Human Resources Command (HRC), St. Louis, manages the Order-of-Merit (OML) lists, which are used throughout the process and not violated for convenience of individual Soldiers or commands. Allocation for resident ILE and SSC, while not excessive, is proportional to the Active Component (AC).

Dr. SNYDER. There was an Army decision to send at least 50% of each Army 0-4 year group to in-residence ILE at Leavenworth. What is the impact on OPMEP fulfillment/accreditation? What is the impact on education quality in terms of number and joint faculty/student mix? What is the impact on other Services wanting to send faculty and students there given the OPMEP accreditation implications?

General CALDWELL. The Army, by policy, provides an Intermediate Level Education (ILE) education to all active duty majors and the opportunity for the same level of education to National Guard and Reserve majors through distance learning programs. For many years selection to attend resident Command and General Staff College (CGSC) was made by a Department of Army (DA) Selection Board. This board selected approximately 50 percent of the eligible Officers to come to resident CGSC, while the remainder was required to complete the course by correspondence. All Officers were required to complete CGSC, resident or non-resident, to remain competitive for promotion to Lieutenant Colonel.

In 2004, the Army made the decision to take a different direction in selecting students to attend CGSC. There were a number of reasons for changing this policy. First, if CGSC was needed for success for assignments as a major and beyond, why should the Army provide less than half of the Officers the requisite in resident education? Secondly, the operational environment was growing more complex increasing the demand on education for leader development. Primarily for these reasons the Army moved forward to implement universal resident ILE for all active duty majors.

Universal ILE has two parts: a common core and a credentialing course. The current 10 month resident CGSC experience consists of two courses: a 14-week core course which emphasized joint educational outcomes, and a 28-week Advanced Operations Course. It was setup so the resident course was primarily oriented toward branch officers—those officers who serve in duty positions directly related to their basic branch (infantry, armor, artillery, etc.), while most officers serving in specialty branches and career fields attend one of our resident satellite campuses where they

take the 14-week Core Course and then complete a follow-on credentialing course based on their unique specialty.

Under current policy, approximately 75 percent of active duty officers should come to Fort Leavenworth for CGSC, but the throughput capacity to accommodate this was never established. Also, given today's operational demand the Army simply cannot man the operational force and have 75 percent of a year group attend CGSC. This has resulted in a backlog of officers waiting to attend the 10 month and 4 month resident courses. The Army is currently reexamining this issue as we do have unfilled seats in each resident program due to the operational force not being able to release majors to attend their PME. What we have also found is that an unintended consequence of this policy has been the demand for increased student numbers from our sister services to support the increased number of staff groups.

Educationally, the concept of universal ILE for all majors is an intriguing debate for the Army. Currently, it is unsupported due to the operational demands of the force, yet we also recognize the critical importance of education. We therefore are working diligently to find the most optimal solution to balance the competing demands.

The impact of the Army decision to increase the number of students attending the resident ILE at Fort Leavenworth has raised the need for more non-host military students to meet the requirement of 1 Air Force (AF) and 1 sea service student in each staff group. The Army requested sufficient joint officers to meet our growing number of staff groups, but the sister services have been unable to support our request. The last agreed to number of sister service officers was 80 per year, while at full capacity the Army ILE requirement would be for at least 96 officers. We are currently short 1 AF and 9 sea service officers. The Education Branch of the Joint Staff is aware of this shortfall, and we have proposed what we believe is a solution to this shortfall. We have worked diligently over the past two years to increase our Interagency (IA) student participation. This year we have 18 IA students in the 10 month resident program. This number of students from the Joint, Intergovernmental, Interagency and Multinational (JIIM) perspective more than mitigate the shortfall of the joint officers. We have proposed and do maintain the IA students should be part of the accreditation process – it's how we truly operate around the world today and will continue to do so in the 21st century. CGSC has taken actions to mitigate the lack of sister service students in these staff groups, but recognizes that this does not bring us into compliance with Officer Professional Military Education Policy (OPMEP) standards. Joint accreditation is an absolute must for CGSC to keep its sister service students. Resolution of this issue will require senior level Department of Defense (DOD) decisions.

Dr. SNYDER. Do you feel the officer management system for your Service complements the PME/JPMB system? We've repeatedly heard the critique that they are not closely aligned. Are there policy changes that need to be made so officers have time to attend the requisite schools and complete key developmental assignments for promotion purposes, but more importantly for leader development purposes?

Mr. LUTTERLOH. The Navy officer management system complements the PME/JPME system through seeking to satisfy the educational requirements of eligible officers when and where best introduced into their individual and community specific career paths. Navy officer career paths generally provide sufficient time between operational or milestone assignments for Service College eligible officers to enhance their skills through resident PME/JPME courses at various points in their careers. Every effort is made to satisfy these requirements through resident course attendance, but not all eligible officers get this opportunity due to competing requirements. Where transfer timing or community specific manning requirements preclude the ability to send eligible officers to resident courses, the Navy has compensated through increasing the available opportunities to achieve PME/JPME in non-resident education programs. These programs (Fleet Seminar Program, Web-Enabled Program, and CD-ROM Program) are part of Naval War College's College of Distance Education and provide flexibility for those officers that are unable to attend resident courses to gain concurrent education while fulfilling their career milestone assignments and meet demanding operational schedules. Balancing the key assignments with PME/JPME is unique to each officer's career.

No policy changes are recommended at this time.

Dr. SNYDER. The Chairman uses a Military Education Coordination Council (MECC) in a formal process to "build" the Officer Professional Military Education Policy (the OPMEP). Recognizing the Service Chiefs' prerogatives in terms of "managing the quality and content" of Service-specific curriculum at their PME institutions, does your Service have a similar formal process for determining and integrating Service-specific curriculum throughout your school system, and how does that process tie into your overall leader development strategy?

Mr. LUTTERLOH. In October of 2008, the Navy implemented the Advanced Education Review Board (AERB) for oversight of Navy's education strategy, policy, resources, and execution including professional military education. The AERB process is based on the MECC model with a standing working group and sub-working groups as needed. The Vice Chief of Naval Operations (VCNO) heads the AERB and acts as the CNO's executive agent for advanced education. He is tasked with ensuring education policy is integrated across the U.S. Naval Academy (USNA), Naval Reserve Officer Training Corps (NROTC), the Naval War College (NWC), and the Naval Postgraduate School (NPS), and with ensuring education strategy is appropriately resourced. The AERB monitors policy and will direct policy changes to advanced education including professional military education as required.

Since March of 2005, the President of the NWC has been responsible for the content, its development, and the measures of effectiveness that go along with this responsibility for Navy Professional Military Education (PME). The goal is to provide the Navy's Total Force with a standardized, comprehensive understanding of the Navy and its warfighting capabilities through a PME Continuum. For officers, pre-commissioning PME had been and continues to be successfully conducted by the USNA and the Navy Education and Training Command's (NETC) NROTC and officer commissioning or indoctrination programs. They developed a new program for primary-level professional military education and desegregated the intermediate and senior-level programs at the NWC. In May 2005, the VCNO approved the educational outcomes developed for the senior, intermediate, and primary programs that had been developed by the NWC faculty and staffed with the Navy's senior community and operational flag leadership.

The NWC faculty then determined the curricular content necessary to deliver the approved, educational outcomes for the senior and intermediate programs. For the primary-level program, NWC faculty members worked with key representatives from the operating fleet and the Navy's communities to determine the curricular content to achieve the desired learning outcomes. The NWC continually assesses the effectiveness of its educational programs including the validity of the educational outcomes which underlie every level of the PME Continuum. When changes should be required for those outcomes, the AERB process will be used to examine and, if judged prudent, approve and implement those changes. Sustaining alignment for the Navy's PME Continuum is principally the responsibility of the NWC and its faculty for the Navy's primary, intermediate, senior, and flag officer courses. The USNA and the NETC continue to deliver and assess the pre-commissioning programs.

Service-specific guidance is provided to the USNA and the NETC for accession-level knowledge, skills, and abilities of leaders in the Navy and Marine Corps. The NWC, charged with the remainder of the officer PME Continuum, is tasked with developing operational and strategic level leaders as part of its overall mission. Curricular elements aimed at building operational and strategic-level leaders are embedded throughout the primary, intermediate, senior, and flag-level courses. Professional military education at each of these levels involves developing habits of thought, transferring broad bodies of professional knowledge, maritime and joint, and developing key attributes, such as critical thinking, effective communication, risk management, and change management.

The Advanced Education Review Board, the curricular review process, the presence of senior Naval leadership across campus, and thesis requirements ensure every curriculum at NPS is tied to a concrete fleet requirement and that NPS graduates will return to the fleet armed with an education which prepares our officers to tackle the Navy's most pressing and challenging issues.

Dr. SNYDER. We have heard that officers are arriving at the combatant commands and joint task forces for joint duty assignments, even for operational planning billets, without having completed JPME II. Some combatant commanders have issued policies barring their staff officers' attendance at the 10-week JPME II course. They believe the Services should be sending officers who are fully qualified and ready to serve in their assignments, rather than having the combatant commander forced to give up these officers for 10 weeks. Can you comment on what is causing this to happen? Isn't this detrimental to the force and to the officers involved? Can you comment on the utility of officers attending the JPME II ten-week course after completing or late into joint assignments? It's perceived as a perfunctory requirement (in the nature of "square-filling") necessary for promotion, instead of as a useful part of professional development.

Mr. LUTTERLOH. There are 2,199 non-critical Navy joint billets (JD1) and an additional 127 billets that are coded joint critical (JD2). There are no prerequisites to fill non-critical billets. Critical joint billets must be filled by Joint Qualified Officers

or officers on a waiver. Some of the joint billets are also coded for planner qualifications.

The requirements for a Joint Qualified Officer are:

- JPME Phase I
- JMPE Phase II
- Previous joint duty assignment

For those officers targeted for joint critical billets the Navy makes every effort to assign Joint Qualified Officers or schedule and complete JPME Phase II prior to reporting. Navy also works to get JPME II en route to the non-critical JD1 billets as well. Due to assignment timing challenges (control grade officer inventory, JPME Phase II classes, incumbent's rotation dates, prospective gain's rotation dates, and the Joint Qualified Officer waiver process) completion of JPME Phase II prior to reporting is not always possible.

Ideally the Navy would send Joint Qualified Officers to all critical joint billets. However, the need for our front-running officers, our future leaders, to maintain tactical and operational proficiency, gain leadership and command experience, and pass warfighting skills to our junior members competes with JPME II and, in limited cases, precludes this education enroute.

In these cases, obtaining JPME Phase II on the backside of joint assignments remains valuable for future Joint or Navy operational staff assignments whether in control grade or flag billets.

Dr. SNYDER. The Skelton Panel considered faculty as the determinant factor in quality education. What policies do your Services have to ensure that the highest quality military faculty is assigned to the Service and joint PME institutions including to your other Service counterparts' institutions? What policies do you have in place concerning faculty follow-on assignments?

Mr. LUTTERLOH. The War Colleges' staffs are comprised of both civilian and military personnel. The civilian staff provides continuity and a rigorous theoretical approach while the military staff brings current and relevant experience to the classroom.

The Navy uses the Military Personnel Manual 1301-202, *Officer Special Assignments—Nominative Billets/Nomination of Officers*, (dated September 19, 2008) as guidance for nominating officers for faculty positions at the Naval War College, National Defense University, and other service colleges. It requires that individuals being assigned as service college faculty be informally "proposed" to the gaining command. The service college is then able to "screen" the officer's qualifications prior to reporting. If the officer does not possess the credentials they are looking for, discussions on alternate candidates begin between Navy Personnel Command and the Service College.

Quality of faculty members going to Professional Military Education institutions is assured based on the rank requirements and the very nature of the officers assigned to a War College Faculty. Billets for these positions are primarily coded for commanders or captains with a limited number of lieutenant commanders (11).

At Service War Colleges, 46% of Navy faculty billets are filled by post-command commanders/captains (40 of 101) or post-major-command captains (6 of 101). These individuals go through statutory selection boards and administrative career screening boards, which select officers to promote in rank and command ships, submarines, and squadrons. These are the Navy's best and brightest.

There are no policies in place concerning faculty follow-on assignments. Follow-on assignments vary by community (Aviation Warfare, Surface Warfare, Submarine Warfare) depending on current fleet demand signal and individual desires.

Dr. SNYDER. "Professional ethics" does not appear as a discrete learning area in the officer military education policy (the OPMEP). Can you comment on how professional ethics is made part of PME?

Mr. LUTTERLOH. Professional ethics is an integral component of the Navy's Professional Military Education (PME) Continuum. At each level of PME, professional ethics is a continuing theme that is studied and explored. The PME curriculum properly builds toward life-long learning in the field of professional ethics. The Navy believes effective leaders must be steeped in professional ethics and exhibit duty, honor, integrity, moral courage, dedication to ideals, respect for human dignity, exemplary conduct, teamwork and selfless service. Accordingly, ethical issues are addressed at every level of Navy PME as detailed below.

Ethics lessons are incorporated into the Introductory Enlisted PME course designed for E-1 to E-4, the Basic PME course targeted at E-4 to E-6, and into primary PME course for E-7 to E-8 and O-1 to O-3.

For intermediate and senior-level resident students at the Naval War College (NWC), the core academic program includes a year-long Professional Military Ethics Program, with the theme, "Enduring Ethical Dilemmas: Rights and Responsibilities

of the Professional Military Officer.” The program provides a series of events that allow the student body to discuss relevant issues associated with the professional military ethic as it relates to their classroom studies. The NWC non-resident program provides an opportunity for a focus on professional ethics akin to the ethics program for resident students. Resident programs at the NWC are also augmented by a series of elective courses taught within the leadership area of study. The marquee elective course is “Foundations of Moral Obligation: The Stockdale Course”.

Also, senior-level students take the Senior Leadership Seminar (SLS) sub-course of National Security Decision Making. In one session, devoted to civil-military relations and the profession of arms, the students discuss ethical challenges and issues routinely faced by national strategic leaders. SLS examines more than a dozen biographical case studies of successful and failed strategic leaders. Each year, seven to nine senior course students are selected for the Stockdale Group to conduct advanced research and analysis resulting in specific recommendations to improve the manner in which U.S. Navy officers are developed for senior leadership positions. The current research is using the lens of competencies, perspectives and values in examining the critical development of those officers. Professional ethics is a critical component of values development and will be a focus of the research over the coming years.

The mission of the U.S. Naval Academy (USNA) is to educate, train, and develop future Navy and Marine Corps officers.” The “standards” set by USNA graduates are embodied in the attributes of character, ethics and leadership and serve as the benchmarks for the core institutional values of Honor, Courage and Commitment. The USNA graduate’s attributes form the basis of a professional officer identity that each junior officer carries to the Fleet.

The Leadership Education and Development Division provides midshipmen with an integrated and comprehensive educational program in leadership, ethics, character, and law. The curriculum consists of formal instruction by military and civilian professionals and is complemented by the practical knowledge and real-time fleet experiences of Navy, Marine Corps, and Joint Service leaders.

The Character Development and Training Division integrates the moral, ethical and character development of midshipmen across every aspect of the USNA experience and facilitates the development of the leadership and character attributes outside the normal academic environment. This integrated character and leadership development program is the most important feature that distinguishes the USNA from other educational institutions and officer commissioning sources.

The USNA also has a unique asset in the Stockdale Center for Ethical Leadership. Chartered in 1988 by the Secretary of the Navy, and named for Vice Admiral James B. Stockdale, a Medal of Honor recipient noted for his inimitable leadership, uncommon valor, and unwavering integrity, the Center’s mission is to *empower leaders to make courageous ethical decisions*. The Stockdale Center enhances the efforts of all those at the USNA who have a part in the leadership and moral development mission.

Beginning with the example of the President, Naval Postgraduate School (NPS), and extending to every corner of the campus, professional ethics are understood to be the organizational standard. The study of ethical consideration seeps into every curriculum across campus. The institutional expectation and regard for ethics in duty is constantly reinforced by a robust cadre of retired flag officers and Navy captains who serve as both faculty and staff, mentoring naval officers personally and professionally. This culture is further reinforced through the Secretary of the Navy’s Guest Lecture series, an ongoing program which brings flag and general officers to speak to the NPS student body.

Instruction of ethics is completely embedded throughout Navy PME. In addition to Navy’s Education Institutions, other ethics-strong curricula are provided through Navy Chaplain Corps Courses, Supply Corps Officer Courses, Division Officer Leadership Course, Department Head Leadership Course, Command Leadership School (XO/CO/Major Command), Officer Candidate School (OCS), and Naval Reserve Officer Training Corps (NROTC).

Dr. SNYDER. The ten-week Joint Combined Warfighting School (JCWS) at the Joint Forces Staff College was originally designed as an operational planning course for Service intermediate level school graduates (i.e., majors and lieutenant commanders) on their way to a joint assignment. The JCWS has seen a significant number of more senior officers (e.g., colonels and Navy captains) and officers who have already completed a joint assignment in attendance. What changes need to be made to your officer management policies and practices to avoid what appears to be a misuse of the course, making its completion a perfunctory exercise only needed in order to be competitive for promotion to general or flag officer?

Mr. LUTTERLOH. Joint Combined Warfighting School (JCWS) no longer provides an Operational Planner certification and requires prior completion of JPME-I by all prospective students, which cannot generally be attained prior to the rank of lieutenant commander. Therefore, the first opportunity to attend JCWS for the majority of naval officers is at the rank of commander. Twenty-three percent of 685 Navy JCWS graduates since 2007 have been captains. The remainder have been commanders or lieutenant commanders. It is Navy's goal to assign our officers to Joint Education institutions prior to their joint tours; however, because of community requirements and career timing issues, Navy has, by necessity, sent select officers to JPME-II following their initial joint tour. Rather than being a "perfunctory exercise," completion of JPME-II in these instances is important in preparing for future joint assignments and potential flag rank. Because assignment of post-joint tour officers to JPME-II is seen as the exception, vice the rule, there is no evidence at this time that changes must be made to Navy's officer management policies and practices.

Dr. SNYDER. We've heard concerns expressed by military students that the quality of the participating military department civilians is well below that of the military personnel. How does your military department select its civilian students for intermediate and senior level PME schools? Is there a process analogous to a selection board?

Mr. LUTTERLOH. Civilian leadership and workforce development falls under the purview of the Deputy Assistant Secretary of the Navy (Civilian Human Resource) and the Office of Civilian Human Resources (OCHR) for the Department of the Navy (DON). Most of the civilians who participate in intermediate and senior level PME do so as a result of their participation in a structured developmental program such as the Defense Senior Leader Development Program (DSLDP). As such, there is a screening process in place designed to ensure each individual has the requisite education, competence and experience levels required by the specific program, including all elements of the program such as PME, prior to being accepted into the program. We are aware of concerns that some civilian participants are lacking in experience equivalent to their military counterparts. Therefore, a more rigorous screening process has been implemented recently at both the Department of Defense (DOD) and component levels. This process calls for a Senior Executive level panel to review all applications and recommend those applicants qualified for the specific developmental program, ensuring that only qualified applicants are nominated to the DOD program office. The DOD program office hosts a six-hour assessment center in which the candidates' demonstrated leadership competencies are evaluated and documented in an assessment report. Once all candidates have been assessed, those who have demonstrated the requisite leadership skills and have documented the requisite education and experience are recommended for acceptance into the program by a Senior Executive panel comprised of representatives from all DOD Components, which includes a mix of flag/general officers and SES members. Recently implemented, this process has significantly improved the quality of civilian candidates.

Dr. SNYDER. Is PME completion career-enhancing for military department civilians? If so, how? We've heard that after PME completion, they often return to the same job with the same level of responsibility with virtually no recognition of what these civilian students gained from the PME experience. The Air Force apparently has at least the beginnings of a different program. Can you describe that and whether you think it could serve as a benchmark?

Mr. LUTTERLOH. Professional Military Education (PME) completion is career-enhancing for Department of the Navy (DoN) civilians. It is true that, immediately upon completion of PME, civilian employees most often return to the same position they occupied prior to attending PME. However, they are frequently assigned to work on corporate strategic initiatives due, in large part, to the perspective they bring as a result of their PME experience. Both the PME experience, together with the developmental requirements imposed by the specific developmental program, most often affords the participant with opportunities to demonstrate their capabilities to Senior Executives and Military leaders throughout the DoN and the Department of Defense (DOD). This exposure frequently results in a career-enhancing job change for the individual. Although DoN follows a merit systems principles-based approach to position management, the transition to Community Management presents greater opportunity for the Department to use succession planning and overall talent management to ensure civilians with PME are recognized and considered for positions with greater responsibility.

We understand that the Air Force takes a more centrally managed approach to its leadership development and related positions. If standardizing the selection process for civilian employee participation in PME career management following comple-

tion is a desired goal, Navy recommends careful evaluation and adoption of best practices from across DOD Components.

Dr. SNYDER. We've seen that there are very few in-residence PME billets available to Reserve Component (RC) officers, notwithstanding their significant contribution to current operations in Afghanistan and Iraq. When PME billets do become available, it can be complicated for RC officers to fill them. The slots are often offered at the last minute, i.e., once it becomes clear that active duty personnel will not be able to fill those seats. In addition, attendance will require Reserve and Guard officers to take ten months time away from their civilian careers and often will require relocation. What is your Service doing to ensure that its RC officers undergo the leader development necessary to fully integrate with their active duty counterparts in joint operations?

Mr. LUTTERLOH. At the Naval War College (NWC), there are a small number of student billets dedicated for members of the Reserve and Guard components, which are highly competitive and consistently filled. Those fortunate enough to attend in-residence, either the intermediate or senior course, have the maritime and joint warfighting knowledge and appropriate leadership skills to fully integrate in contemporary joint operations.

However, there is a significantly greater opportunity for Navy and other Service Reserve and Guard members to enroll in one of the four non-resident, intermediate-level programs offered by the NWC. Each of those courses is focused on producing officers skilled in applying operational art and operational perspectives, adept as naval and joint planners, and prepared for operational-level leadership challenges. Like their resident counterparts, these graduates are prepared to integrate fully with their active duty counterparts in contemporary joint operations.

During the past five years, 5594 Reserve officers have been enrolled in these courses, representing 27 percent of the total enrollment. No qualified Reserve officer has been denied a seat. Navy leadership recognizes the critical importance of these educational opportunities and annually provides the President, NWC with additional resourcing to support this educational opportunity.

Navy uses every opportunity available to continuously communicate the value of Joint Professional Military Education (JPME) to the Fleet. We educate officers on available opportunities for the various levels of PME and avenues to facilitate their participation throughout their careers. Commander, Navy Reserve Force provides Reserve Component (RC) officers joint leadership development opportunities to include: JPME Phases I/II, War Colleges (Navy, Army, Marine Corps, Air Force), Joint Advanced Warfighting Schools, and Joint Combined Warfighting School. There are also tailored joint education classes specifically developed for the RC such as Navy Reserve Advanced Management (NRAM), AJPME, and Joint Forces Reserve Officer Course (JFROC). Of note, NRAM and JFROC are high level, strategic courses specifically developed to assist RC officers in preparing for the rigors and challenges of current operations in Afghanistan and Iraq. In fiscal year 2009, Navy funded \$2.4 million in in-residence school quotas, which are boarded at the flag officer/senior O-6 level, to ensure the best candidates are selected.

Dr. SNYDER. Do you feel the officer management system for your Service complements the PME/JPME system? We've repeatedly heard the critique that they are not closely aligned. Are there policy changes that need to be made so officers have time to attend the requisite schools and complete key developmental assignments for promotion purposes, but more importantly for leader development purposes?

General SPIESE. Professional Military Education is an integral part of an Officer's career progression and factors significantly into assignment process for Marine Corps Officers, which we believe is adequate. The Headquarters Marine Corps (HQMC) Officer Assignments Branch is charged with filling valid staffing requirements (both internal and external) and building a balanced officer corps. Officers are expected to serve in their Primary Occupational Specialty (PMOS), at each grade, in the operating forces. When not serving in the operating forces, officers are typically assigned to career broadening assignments which include resident PME, supporting establishment, and upper-level staff (both Joint and HQMC Staff). All resident PME venues are filled to capacity during each Fiscal Year (FY) Staffing Cycle. Those officers who do not attend resident PME are expected to complete it via the Distanced Education Program (Independent Guided Study or Seminar). Failure to complete appropriate PME for grade will adversely affect an officer's competitiveness on both statutory (promotion) and non-statutory (command/program selection) boards.

Dr. SNYDER. The Chairman uses a Military Education Coordination Council (MECC) in a formal process to "build" the Officer Professional Military Education Policy (the OPMEP). Recognizing the Service Chiefs' prerogatives in terms of "managing the quality and content" of Service-specific curriculum at their PME institu-

tions, does your Service have a similar formal process for determining and integrating Service-specific curriculum throughout your school system, and how does that process tie into your overall leader development strategy?

General SPIESE. Marine Corps Order 1553.4B identifies the President of Marine Corps University as the proponent for PME within the Marine Corps. This unity of command allows for centralized planning and decentralized execution, thus providing a coordinated officer leader development continuum from captain through general officer.

The President of Marine Corps University integrates and manages PME curricula via a Curriculum Review Board (CRB) formal process. He chairs the board that is comprised of all school directors, vice presidents, key staff members, and others as required. Each school is required to conduct a thorough brief of their curriculum every two years or earlier if a learning outcome is changed. While the briefing covers course and class description, hours devoted to each session, budgetary considerations, and other relevant data, the most important aspect of the board is the vetting of learning outcomes and methods of assessment. Schools discuss, in detail, what the students should learn as a result of each course and how the institution will assess whether the student learned as required. Representation of each level of PME by the appropriate school director during these board meetings allows the integration of Service-specific and joint curriculum among all schools. This is an excellent forum to ensure that a change at one level does not adversely impact PME at another level. Similarly, redundancy is reduced and connectivity is enhanced.

Leadership is a key component of the curriculum of each school so the CRB serves as an excellent means to manage and link leader development content at each level of PME. In fact, schools have dedicated courses and classes on leadership that are thoroughly discussed and vetted during the CRBs. Additionally, Marine Corps University is in the final stages of producing a revised education continuum that delineates learning outcomes for each level of PME. This will serve as an azimuth for the CRB sessions and help ensure that leader development and other key components are properly integrated throughout the continuum.

Dr. SNYDER. We have heard that officers are arriving at the combatant commands and joint task forces for joint duty assignments, even for operational planning billets, without having completed JPME II. Some combatant commanders have issued policies barring their staff officers' attendance at the 10-week JPME II course. They believe the Services should be sending officers who are fully qualified and ready to serve in their assignments, rather than having the combatant commander forced to give up these officers for 10 weeks. Can you comment on what is causing this to happen? Isn't this detrimental to the force and to the officers involved? Can you comment on the utility of officers attending the JPME II ten-week course after completing or late into joint assignments? It's perceived as a perfunctory requirement (in the nature of "square-filling") necessary for promotion, instead of as a useful part of professional development.

General SPIESE. Every effort is being made to have officer's complete JPME II prior to assuming a Joint Duty Assignment List (JDAL) billet. The Marine Corps sources approximately 200 JDAL billets per FY. Approximately 80 Marine Corps Officers graduate from one of the Service Level or National Defense University (NDU) Top Level Schools each year (JPME II accredited). Of these graduates who did not have a previous joint assignment, 98% are sent to follow-on JDAL assignments. The remaining JDAL assignments are sourced with officers who have satisfied FMF PMOS requirements and are postured for success in the joint environment. The Marine Corps receives 75 school seats per FY at the 10 week JPME II course. Additionally, officers who have completed the Experience based Joint Duty Assignment (E-JDA) tour pre-requisites are also competing for these school seats. The limitation in throughput has resulted in officers having to attend JPME II during or even at the conclusion of their JDAL assignment. While this is less than optimal, it is a reality based on school seat quotas. Alternative means to obtain JPME II credit, to include web based courseware or inclusion in the joint Distance Education Program have been discussed.

Dr. SNYDER. The Skelton Panel considered faculty as the determinant factor in quality education. What policies do your Services have to ensure that the highest quality military faculty is assigned to the Service and joint PME institutions including to your other Service counterparts' institutions? What policies do you have in place concerning faculty follow-on assignments?

General SPIESE. Marine Corps University establishes high standards for both military and civilian faculty. The desired criteria for military faculty at the Marine Corps War College includes the rank of colonel, a master's degree from an accredited institution, a TLS graduate, recent operational experience, joint experience, and previous teaching experience. At Command and Staff College the desired criteria are

the rank of O5/O6, TLS graduate, a master's degree from an accredited institution, and recent operational experience. The good news is that we have been successful in recruiting faculty who possess most of the desired prerequisites. The bad news is that these same criteria are used by promotion and command screening boards so that our faculty rarely stays over two years due to promotions, selection for command, or selection for critical billets. Some military faculty is aboard for only one year. However, we have made a conscious decision to accept a high turnover rate in order to get the highest quality faculty. On the plus side, the constant infusion of faculty just returning from the operating forces ensures the curricula are relevant.

Currently, a Memorandum of Understanding (MOU) describing the qualities desired for Sister Service faculty exists for JPME II institutions. A similar MOU is being developed for JPME I institutions. These MOU ensure faculty possesses the baseline prerequisites, thus helping to manage the assignment of non-host faculty to Sister Service institutions.

Faculty departing MCU are subject to the standard USMC policies governing assignments. Generally, the guiding principles are the needs of the Marine Corps, the professional needs of the officer, and the personal desires of the officer, in priority. The need of the USMC is the determining factor.

Dr. SNYDER. "Professional ethics" does not appear as a discrete learning area in the officer military education policy (the OPMEP). Can you comment on how professional ethics is made part of PME?

General SPIESE. The Marine Corps War College conducts a Leadership and Ethics Course that provides the student with tools he or she can use both in the other courses in the curriculum and throughout a career. Designed to expand on the solid leadership experience and education/training of War College-level students, the Leadership/Ethics course blends the study of theory with discussions with senior military and civilian practitioners of strategic leadership. The course begins with a study of complexity, critical/creative thinking and decision-making that includes seminars on the Profession of Arms, the ethical use of military force and the ethical challenges of senior leaders in the complex strategic environment. The discussion of ethics at the strategic level also occurs in other areas of the Marine Corps War College curriculum. The National Security and Joint Warfare course has at least 10 classes that deal directly with ethical questions. These include classes such as: Civil-military relations; the military and the media; Non-governmental actors on the battlefield; Current issues in National Security; Coercion; pandemics; Weapons of Mass Destruction; Defense in Support of Civil Authorities; Counterinsurgency; and others that do so more obliquely. The War Strategy and Policy course also has several classes that deal with ethics at the policy and strategy level.

At the School of Advanced Warfighting, professional ethics is broken out in two overt sessions 1) The My Lai case study, and 2) Decision making in a problematic environment. These cases build upon an ethical foundation built at the intermediate school level and below. The focus is on the strategic implications of difficult ethical decisions and the available actions to the commander. Where applicable, ethics are brought into each planning problem as either friction or establishing the framework of the operational environment.

Command and Staff College adopts the philosophy that "human factors" dominate war and conflict and, consequently, the subjects of leadership, morality, ethics, and the art of command are central to an understanding of the profession of arms. The examination of moral and ethical questions takes place in a variety of ways. In the Leadership Course students will examine and assess the Law of War and Morality of War, particularly studying the My Lai massacre, the Biscari incident in Sicily in WWII, Haditha and Abu Graib. Ethical issues contribute to discussions of command climate, relationships with subordinates, and command philosophy. Students draft a command philosophy early in the second semester and revise it over the remainder of the academic year. This year they will brief it to their peers and get peer feedback as part of the revision process. Several exercises explore ethical issues. During the Warfighting from the Sea course, the Response to Catastrophic and Disruptive Events exercise, the Counterinsurgency Exercise, and Exercise NINE INNINGS all deal with the complexities of the operating environment, which include ethical questions. The College's Strategic Communications block, including the media sub-course, touches upon ethical issues. The Culture and Interagency Operations course is replete with ethical issues, such as the effectiveness of cross-cultural communications, post-conflict stability and reconstruction, decision-making in complex and ambiguous interagency environments, just to name a few. The Operational Art course explores decision-making at campaign levels, which includes ethical issues regarding the use of force in traditional and irregular settings.

Dr. SNYDER. The ten-week Joint Combined Warfighting School (JCWS) at the Joint Forces Staff College was originally designed as an operational planning course for Service intermediate level school graduates (i.e., majors and lieutenant commanders) on their way to a joint assignment. The JCWS has seen a significant number of more senior officers (e.g., colonels and Navy captains) and officers who have already completed a joint assignment in attendance. What changes need to be made to your officer management policies and practices to avoid what appears to be a misuse of the course, making its completion a perfunctory exercise only needed in order to be competitive for promotion to general or flag officer?

General SPIESE. Our officer management policies are sound. There is currently a backlog of officers who require JPME II in order to obtain the 9702 Joint Qualified Officer (JQO) MOS. This back log is a result of the Service Level Top Level Schools not being JPME II accredited until 2007. It is also compounded by the recent implementation of the E-JDA path toward obtaining the JQO designation. We see this anomaly as self correcting over time. Instituting alternative JPME II venues will only serve to expedite this process.

Dr. SNYDER. We've heard concerns expressed by military students that the quality of the participating military department civilians is well below that of the military personnel. How does your military department select its civilian students for intermediate and senior level PME schools? Is there a process analogous to a selection board?

General SPIESE. Civilian Marines apply to attend ILE and SSE as part of their professional development opportunities. Usually, a review panel selects the best qualified to participate in these programs since seats are limited.

Marine Corps University recruits civilian students from a wide variety of inter-agency partners. Generally, the quality of those interagency students has been very good. The Marine Corps War College and the Command and Staff College maintain a dialog with the agency HR offices and discuss desired attributes before their respective selection panel convenes. The key factor for civilian students is comparable operational experience to that of the military students.

Additionally, Manpower and Reserve Affairs Department (MP Division) has a process in place analogous to a selection board for all other PME schools sponsored throughout the Department of Defense. A MARADMIN message is sent out throughout the Marine Corps to solicit potential candidates for the PME schools that contain information in ref to the school and documentation required to apply. Once the nomination packages are received by the Program Manager (PM), they are reviewed for completion. A panel consisting of approximately three Senior Executive Service members reviews the applications and identifies the best qualified candidates in rank order.

Dr. SNYDER. Is PME completion career-enhancing for military department civilians? If so, how? We've heard that after PME completion, they often return to the same job with the same level of responsibility with virtually no recognition of what these civilian students gained from the PME experience. The Air Force apparently has at least the beginnings of a different program. Can you describe that and whether you think it could serve as a benchmark?

General SPIESE. Attending a PME program is definitely career-enhancing for civilian Marines. PME is an investment in the future. Sometimes there is an immediate return on investment, but sometimes it's a long-term investment. The civilian personnel system is not structured to promote all civilians attending PME programs. The intent however, according to OPM guidance is for the Marine Corps as an institution to assume responsibility for the development of future leaders as coaches, mentors, teachers, and most of all, exemplars within and without leadership development programs. Our efforts are to ensure continuity of leadership by identifying and addressing potential gaps in effective leadership. This is accomplished by implementing and maintaining programs that capture organizational knowledge and promote learning. Upward mobility on the civilian side must be in accordance with the merit systems principles which only allow an organization to hire the best qualified candidates for a position without pre-selection.

In the end, it is logical to assume that some will return to the same jobs, with essentially the same responsibilities. However, civilians completing PME programs are definitely more qualified than their peers not participating in the programs and they can expect to be more competitive when it comes to selection to key positions and advancement within the federal government.

The Lejeune Leadership Institute, Marine Corps University is currently reviewing what the other services are designing and implementing for their civilian workforce. This review also includes what is provided by other government agencies.

Review of the Air Forces' civilian leadership development process provides excellent insights and a reasonable construct for the Marine Corps to consider. Their ci-

vilian leadership development model is based on a four course approach that addresses entry level civilian workers (acculturation) through sustained education (continuing professional development). This is an emerging initiative of theirs with significant potential to hire and sustain a professional civilian workforce for the Air Force. Additionally, the Army's Civilian University's programs have been reviewed for potential use by the Marine Corps.

The Marine Corps has recognized the importance of developing a professional education program for its civilian workforce as well. The Lejeune Leadership Institute is currently in the process of defining, designing, developing, and implementing a similar development program that is being implemented by both the Army and Air Force. The Marines model envisions a curriculum consisting of five courses that will be delivered through blended seminars, using Blackboard and regional campuses with global reach to our civilian workforce. The model and delivery of the civilian leadership curriculum will parallel a similar construct used for our officer and enlisted nonresident professional military education.

Dr. SNYDER. We've seen that there are very few in-residence PME billets available to Reserve Component (RC) officers, notwithstanding their significant contribution to current operations in Afghanistan and Iraq. When PME billets do become available, it can be complicated for RC officers to fill them. The slots are often offered at the last minute, i.e., once it becomes clear that active duty personnel will not be able to fill those seats. In addition, attendance will require Reserve and Guard officers to take ten months time away from their civilian careers and often will require relocation. What is your Service doing to ensure that its RC officers undergo the leader development necessary to fully integrate with their active duty counterparts in joint operations?

General SPIESE. Marine Corps Reserve Affairs releases a MARADMIN message every summer announcing RC Officer PME opportunities available for the following academic year and solicits applications to attend full length schools (FLS), as well as staff training courses and participation in PME distance education programs. The release of the MARADMIN at this particular time provides RC officers with notice of opportunities almost a full year in advance of the individual course convening dates. A RC Officer PME Selection Board typically occurs during the month of November and the results are released via MARADMIN that same month.

The RC of the Marine Corps is allocated a fixed number of quotas for FLS (full length course)-Top Level Schools (TLS) and a fixed percentage (1%) of quotas for FLS-Intermediate Level Schools (ILS). The quota breakdown for FLS-TLS and FLS-ILS, as well as FLS-Career Level Schools (CLS) is provided below:

- FLS-TLS (JPME II Accredited)
 - (2) Air War College
 - (2) College of Naval Warfare
 - (2) Industrial College of the Armed Forces
 - (1) Marine Corps War College
 - (2) National War College
 - (3) U.S. Army War College
- FLS-ILS (JPME I Accredited)
 - (2) Air Command and Staff College
 - (1) Canadian Joint Command and Staff Program
 - (8) Marine Corps Command and Staff College
 - (2) Naval Command and Staff College
 - (4) United States Army Command and General Staff College
- FLS-CLS
 - (3) Marine Corps Expeditionary Warfare School

In addition to releasing the results of the RC Officer PME Selection Board, an alternate list is simultaneously generated. The Marine Corps recognizes the difficulties associated in getting RC officers to attend FLS on short notice, so an alternate list is generated so that RC officers can prepare for potential FLS attendance in case another RC officer, or potentially even an Active Component officer, has to drop from a course. Alternates are provided with the pre-course work, if applicable, and encouraged to complete all pre-course work in the event a vacancy becomes available.

The Marine Corps also recognizes the difficulties associated with RC officers having to relocate for FLS attendance and take ten months time away from their civilian careers. For this reason, additional opportunities in the form of staff training courses and PME distance education programs exist for RC officers to receive the appropriate level of PME. The staff training courses are two weeks in duration and the PME distance education programs, depending upon the course, can be completed at a time and place of the officer's choosing or physically attended one weekend per month in lieu of the officer drilling at a Selected Marine Corps Reserve unit.

Dr. SNYDER. Do you feel the officer management system for your Service complements the PME/JPME system? We've repeatedly heard the critique that they are not closely aligned. Are there policy changes that need to be made so officers have time to attend the requisite schools and complete key developmental assignments for promotion purposes, but more importantly for leader development purposes?

Mr. SITTERLY. The Air Force continues to make developing our Airmen a priority and recognizes the close tie between force management and force development. In fact, three times per year, the Force Management and Development Council (FMDC) meets to provide advice and decisions in these areas. The FMDC is a Vice Chief of Staff of the Air Force-chaired body whose membership includes the Major Command Vice Commanders, the Functional Authorities, the Chief Master Sergeant of the Air Force, the Chief of the Air National Guard, and the Chair of the Air Force Executive Resources Board. Under the FMDC, there are 5 sub-panels. Three are population focused: Officer, Enlisted, and Civilian Force Development Panels; two are synchronization focused: Air Force Learning Committee and the Expeditionary Skills Senior Review Group.

The Officer Force Development Panel (OFDP) is composed of seven three-star general officers, a senior statesman, and several advisors. This body recently conducted a systematic and comprehensive review of Air Force Developmental Education policies, including those related to Professional Military Education. Additionally, the OFDP has been focused on how to deliberately develop officers for deep and broad leadership roles, especially those in the joint environment. At this point, we do not anticipate making policy changes, but the panel may recommend programmatic changes that would result in a different sequence of development.

Developing Airmen has long been a focus for the Air Force; that remains true today.

Dr. SNYDER. The Chairman uses a Military Education Coordination Council (MECC) in a formal process to "build" the Officer Professional Military Education Policy (the OPMEP). Recognizing the Service Chiefs' prerogatives in terms of "managing the quality and content" of Service-specific curriculum at their PME institutions, does your Service have a similar formal process for determining and integrating Service-specific curriculum throughout your school system, and how does that process tie into your overall leader development strategy?

Mr. SITTERLY. Yes. The Air Force developed the Air Force Learning Committee (AFLC) to serve as the gate-keeping body for AF functional injects to curriculum. The AFLC is comprised of Air Staff, functional, MAJCOM and Air University (AU) representatives. The Committee determines whether requested topics should be integrated in PME curriculum/programs in accordance with senior leader priorities and vision. Prior to the AFLC, educators adjudicated functional requests on a case-by-case basis, which lacked formal AF guidance or senior leader oversight/prioritization. In addition to the AFLC, AU is building an AF OPMEP for AF officer education that will be presented to the AFLC in the spring of 2010. This AF OPMEP will help to lay a foundation of requirements for AF officer education.

Dr. SNYDER. We have heard that officers are arriving at the combatant commands and joint task forces for joint duty assignments, even for operational planning billets, without having completed JPME II. Some combatant commanders have issued policies barring their staff officers' attendance at the 10-week JPME II course. They believe the Services should be sending officers who are fully qualified and ready to serve in their assignments, rather than having the combatant commander forced to give up these officers for 10 weeks. Can you comment on what is causing this to happen? Isn't this detrimental to the force and to the officers involved? Can you comment on the utility of officers attending the JPME II ten-week course after completing or late into joint assignments? It's perceived as a perfunctory requirement (in the nature of "square-filling") necessary for promotion, instead of as a useful part of professional development.

Mr. SITTERLY. Fundamentally, this is a timing/scheduling/seating availability issue. Overall, we have had no problems filling USAF class seats to 100%. However, with only four JMPE II courses annually, and those with limited seating, it is inevitable that some officers will not be able to attend prior to assuming their joint duties (the vast majority of our officers move during the summer months). Our priority is to send officers "enroute," but when the choice is between sending the officer to the joint position or allowing them to sit and wait for a class, we feel it is in everyone's best interests to have the officer report to the joint organization and begin the new job, albeit without JPME II. For example, if we waited to send officers to this September's course before reporting to the joint job, that joint position most likely would have been vacant for over three months (mission impact) and the family would be moving during a school year (retention impact), which is a larger disservice to all concerned.

Fortunately, we have had good success in working with joint commands to send officers after their arrival; albeit on average, slightly more than halfway through the joint assignment.

We are aware of only one combatant commander policy barring their staff officers from attending the JPME II ten-week course—for the next course we have received 53 names from nine combatant commands, which tells us this practice is not widespread. That said, this policy is somewhat troubling and we have addressed our concerns with the appropriate J1 staff.

The Air Force views service in a joint assignment as a valuable part of an officer's professional development and attendance at requisite JPME II is mandatory to be designated a joint qualified officer (JQO). To the Air Force, JPME II is not seen as a "square filler."

Dr. SNYDER. The Skelton Panel considered faculty as the determinant factor in quality education. What policies do your Services have to ensure that the highest quality military faculty is assigned to the Service and joint PME institutions including to your other Service counterparts' institutions? What policies do you have in place concerning faculty follow-on assignments?

Mr. SITTERLY. AF military faculty members are selected by the AF assignment system. Development Teams (DTs) vector officers based on qualification, career progression and needs of the AF and DOD. Assignment and career field teams manage placement. Air University works closely with the Air Force Personnel Center (AFPC) or the Colonels' Group to ensure highly qualified faculty members are assigned to meet the mission requirements of its schools. Each school identifies requirements for its military faculty to AFPC and works closely with them to ensure officers being considered for faculty duty meet minimum requirements. Departing faculty members are vectored for the appropriate developmental follow-on assignments by their respective DTs.

In addition to assignment management by the DTs, the AF has developed additional opportunities for follow-on assignments for faculty. In 2007, the AF implemented a program to competitively select officers through the developmental education designation process to instruct at Squadron Officer School for 2 years and then attend Air Command and Staff College as a student. Additionally, officers may be selected to instruct at Air Command and Staff College for 2 years and then attend Air War College as a student.

Dr. SNYDER. "Professional ethics" does not appear as a discrete learning area in the officer military education policy (the OPMEP). Can you comment on how professional ethics is made part of PME?

Mr. SITTERLY. Ethics is a foundational requirement in all officer professional development curricula taught throughout the Carl A. Spaatz Center for Officer Education. The Air Force Institutional Competency List (included in Air Force Policy Directive 36-26, *Total Force Development*, Air Force Doctrine Directive 1-1, *Leadership and Force Development*, and cross-referenced in Air University Continuum of Officer and Enlisted Professional Military Education Strategic Guidance (CESG)) directs the teaching of Ethical Leadership under Standard 3A in order to prepare students for future leadership challenges.

The AF embraces ethics as a cornerstone of its professional development programs, exemplified by the foundational doctrine statement contained in Air Force Doctrine Document 1-1: "The professional Air Force ethic consists of three fundamental and enduring values of integrity, service and excellence." These core values permeate the curricula at each officer school as well as the expectations for student performance both within the academic programs and beyond.

Ultimately, ethical lessons are embedded in curricula taught at all levels of officer in-residence PME and distance learning programs. For example, at the Air and Space Basic Course, students are introduced to ethical standards, values, and integrity in the "Officership" lesson; at Squadron Officer School, students face true-to-life ethical dilemmas in the "What Now, Commander?" block; at Air Command and Staff College, "Ethics in Time of Crisis and War," "Ethical Leadership," and "Morality and War" are blocks in the Leadership and Command courses; and finally, Air War College engrains ethical leadership throughout its curriculum, even including differing cultural ethics amongst coalition partners. Furthermore, AWC offers nine elective programs in which students may explore ethical challenges faced by senior leaders.

Dr. SNYDER. The ten-week Joint Combined Warfighting School (JCWS) at the Joint Forces Staff College was originally designed as an operational planning course for Service intermediate level school graduates (i.e., majors and lieutenant commanders) on their way to a joint assignment. The JCWS has seen a significant number of more senior officers (e.g., colonels and Navy captains) and officers who have already completed a joint assignment in attendance. What changes need to be made

to your officer management policies and practices to avoid what appears to be a misuse of the course, making its completion a perfunctory exercise only needed in order to be competitive for promotion to general or flag officer?

Mr. SITTERLY. The Air Force values the skills gained at JCWS and ensures those attending need those skills as part of their assignment. There are not a significant number of senior Air Force officers (colonels) attending JCWS. In fact, of the last four classes, 47% of the Air Force officers were majors. Only 14% were colonels. The Air Force does not believe that attendance at JCWS is a "perfunctory exercise" needed solely to become competitive for promotion to general. As stated in question 38, joint service is a valuable part of an officer's professional development; joint education is an essential part of the joint experience.

We are satisfied with the current guidance in DOD Instruction 1300.19 that allows for both intermediate and senior level students to attend JPME II, and believe we are sending an appropriate mix of junior and senior field grade officers to JCWS.

Dr. SNYDER. We've heard concerns expressed by military students that the quality of the participating military department civilians is well below that of the military personnel. How does your military department select its civilian students for intermediate and senior level PME schools? Is there a process analogous to a selection board?

Mr. SITTERLY. Each year there is an Intermediate/Senior Developmental Education (IDE/SDE) Designation Board (DEDB) nomination procedural message and Civilian Developmental Education (CDE) nomination call that goes out to the field. Civilians self-nominate for qualified IDE/SDE programs and route their applications through their Senior Raters for approval. All eligible employees are encouraged to apply; however, commanders and managers only encourage and recommend quality civilians. Civilians are nominated by their chain of command to their functional community. Each respective functional Developmental Team (DT) ranks those employees to go forward to the CDE Board. The CDE Board is comprised of an SES-level panel which identifies high potential civilian employees to participate in AF IDE/SDE programs. The goal is to identify high potential employees for the developmental education (DE) programs that best suit the employee's career goals and the needs of the AF. Civilians identified by the CDE are in-turn forwarded to the DEDB for final selection. Respective career fields DTs monitor and work follow-on assignments for employees upon graduation. Follow-on assignments are selected based on the best utilization of the employee's DE experience.

Eligibility criteria are included in the Civilian Developmental Handbook. To be eligible to attend AWC, civilians must be a GS 14-15 or NSPS Pay Band 3. Civilians must be a GS 12-13 or NSPS Pay Band 2 to be eligible for ACSC attendance.

Dr. SNYDER. Is PME completion career-enhancing for military department civilians? If so, how? We've heard that after PME completion, they often return to the same job with the same level of responsibility with virtually no recognition of what these civilian students gained from the PME experience. The Air Force apparently has at least the beginnings of a different program. Can you describe that and whether you think it could serve as a benchmark?

Mr. SITTERLY. Yes, however we are continuously working to improve and implement new initiatives to enhance the careers of our civilian workforce.

The AF believes it is important to invest in the development of its civilian workforce, especially since the civilian workforce makes up about 60% of the officer and equivalent population (up from about 50% in the 1990s). We have a robust selection process and encourage employees to volunteer to attend in-residence programs. Generally, AF participants in developmental education have exhibited a history of mobility, and participants must sign mobility agreements as part of the application process.

The AF recognizes that our ability to find high-quality candidates depends on supervisor and senior leader involvement. Senior leaders routinely encourage participation in programs. When members are assigned to developmental education, they are placed onto centrally-funded positions, thereby freeing up the organization to hire a replacement. This also allows the AF to find a new assignment for the participant. The intention is to find a position which capitalizes on the education and experience gained during the program, and one that continues the member's development.

The AF generally relies on the Development Teams, a group of senior leaders from each functional community, to identify appropriate follow-on assignments. Recently, we initiated a review of our ability to find follow-on assignments that build on the learning in each developmental education program. This information will be reviewed by our Civilian Force Development Panel, a select group of senior AF career members of the Senior Executive Service, who advise on the creation, adjustment, and adequacy of our civilian force development strategy, policies, programs,

and initiatives. If the results of this analysis show we are not executing our philosophy, we will work on a new strategy for identifying post-program assignments.

Dr. SNYDER. We've seen that there are very few in-residence PME billets available to Reserve Component (RC) officers, notwithstanding their significant contribution to current operations in Afghanistan and Iraq. When PME billets do become available, it can be complicated for RC officers to fill them. The slots are often offered at the last minute, i.e., once it becomes clear that active duty personnel will not be able to fill those seats. In addition, attendance will require Reserve and Guard officers to take ten months time away from their civilian careers and often will require relocation. What is your Service doing to ensure that its RC officers undergo the leader development necessary to fully integrate with their active duty counterparts in joint operations?

Mr. SITTERLY. The Air National Guard (ANG) and Air Force Reserves (AFR) ensure officers undergo the leader/force development necessary to fully integrate with their active duty counterparts in joint operations. The career field managers, Development Teams, and the respective components' Career Management Board are involved in efforts to inform and guide high potential officers to the joint arena.

The ANG and AFR are each given designated developmental education quotas each academic year. For CY09/AY10 starts, ANG received 20 Senior Developmental Education (SDE) and 24 Intermediate Developmental Education (IDE) in-residence quotas that award JPME I & II credit. The ANG was able to fill all but 7 of the allotted slots for this year. The AFR filled 21 Senior Developmental Education (SDE) and 21 Intermediate Developmental Education in-residence quotas that award JPME I & II credit. Additionally, at the junior level, ANG/AFR each receives approximately 40+ Air and Space Basic Course and 100+ Squadron Officer School in-resident quotas per year.

Specifically, ANG/AFR request in-residence officer developmental education quotas through an annual submission to the Developmental Education Designation Board (DEDB). Requests are based on historical attendance statistics, adjusting input as trends/requirements change. Quotas are approved and provided to the ANG/AFR in time to announce an application period, convene a competitive selection board, and notify personnel of selection for the upcoming academic year. Normally, any short-notice opportunities are the result of late-notice civilian or inter-agency quota cancellations that are offered to the ANG/AFR above the normal allocation. These quotas are never difficult to fill and ANG/AFR are always given an opportunity to fill them, as well as the active duty component. Historically, the AFR has normally been prepared to take advantage these additional quotas.

While it is true that ANG and AFR personnel experience unique challenges as a result of selection to attend in-residence developmental education programs, such as extended absences from civilian employment and maintaining dual residences, there are alternative means of completing IDE/SDE programs. Both ANG and AFR personnel are eligible to complete their PME requirements via correspondence, seminar, or by participating in one of the 45 Air Reserve Component Seminar Programs for Air Command and Staff College and Air War College. These programs are a combination non-resident/student-led seminar program (blended learning), augmented with 2-week attendance requirements at Maxwell AFB, AL, scheduled periodically throughout the course. All three options are available, regularly utilized, and recognized in the development of ANG and AFR officers; the resident and non-resident offerings present a robust portfolio of opportunities.

AFRC also has a professional development program which offers the opportunity to attend leadership development opportunities to over 400 officers each year prior to or after IDE or SDE completion.