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**UNDER SECRETARY OF
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4000 DEFENSE PENTAGON
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PERSONNEL AND
READINESS

**REPORT ON THE RESPONSES OF THE ARMED SERVICES
TO THE
FEDERAL ADVISORY COMMITTEE ON GENDER-INTEGRATED
TRAINING AND RELATED ISSUES
AND
ADDITIONAL DIRECTION BY THE SECRETARY OF DEFENSE**

May 1, 1998

OVERVIEW

On June 27, 1997, Secretary of Defense William S. Cohen announced the appointment of the Federal Advisory Committee on Gender-Integrated Training and Related Issues. Former United States Senator Nancy Kassebaum Baker was named chairperson of the Federal Advisory Committee. The Federal Advisory Committee was directed to "[a]ssess the current training programs and policies, with emphasis on initial entry training programs and policies, of the Army, Navy, Air Force and Marine Corps necessary to assure the readiness and effectiveness of the all volunteer force and provide such advice and make such recommendations as the Committee considers warranted; and [e]xamine related morale and discipline issues."

The Federal Advisory Committee was created as a result of Secretary Cohen's conviction that the successful integration of men and women in the military requires superb basic training in all of the Services. As the Secretary observed:

"I think it should be clear that our all volunteer force, a force that has produced the best military in the world, cannot meet its obligations without the continued strong contribution of men and women working together. It should also be clear that training is the key to an effective and ready force."

On December 16, 1997, the Federal Advisory Committee reported a wide range of recommendations. Senator Kassebaum Baker characterized the Federal Advisory Committee's report as a comprehensive package, which included recommendations concerning recruitment as well as suggestions for improving the training of men and women entering the Services. Upon receiving the report of the Federal Advisory Committee, Secretary Cohen tasked the Services to review and assess the recommendations. After receiving the Services' responses on March 16, 1998, Secretary Cohen directed the Services to address in more detail the additional action required in three areas especially critical to basic military training - training cadre leadership, recruit billeting and training rigor.

The Honorable Kim Wincup, former Assistant Secretary of the Army for Manpower and Reserve Affairs and former Assistant Secretary of the Air Force for Acquisition, was retained by the Department to conduct an independent review of the Service's responses to both the Federal Advisory Committee's report and the additional direction provided by the Secretary of Defense.

The initial military Service responses to the Federal Advisory Committee report, Service responses to the additional direction provided by the Secretary, and the independent findings of Mr. Wincup are the

subject of this report.

INITIAL SERVICE RESPONSES

In their responses to the Federal Advisory Committee's report, submitted to the Secretary of Defense on March 15, the Services agreed that the following changes were necessary:

- Better selection processes for trainers and policies that make clear the authority of trainers.
- Increase the number of female trainers.
- Greater emphasis on core military values in training.
- More consistent training standards between the genders.
- Training to develop professional relationships between genders without use of such expedient gender-based policies as "no talk, no touch."
- More emphasis on patriotism and challenge, rather than financial incentives, in recruiting advertising.
- Increase the number of female recruiters.

Each of the Services has made or is making the changes necessary to act on these recommendations. The following actions are being taken by the Services in these areas:

Better selection processes for trainers and policies that make clear the authority of trainers.

ARMY:

- Trainer candidates will undergo an extensive screening process.
- Trainers must receive the recommendation of a commander (lieutenant colonel or higher).
- Trainers' instruction will have added emphasis on leadership and authority and the need to enforce standards to create discipline, teamwork, and values.

AIR FORCE:

- Trainer candidates will undergo an extensive screening process.
- Trainers must be recommended by their commander.
- A team of trainers, educators, and behaviorists will identify effective methods to provide trainers with various means to address discipline issues.

NAVY:

- Trainer candidates will undergo an extensive screening process.
- Trainers must be recommended by their commander and Command Master Chief.
- Trainers' instruction will have added focus on leadership, core values, and military training; trainers will be required to attend instruction on diversity awareness, self-confidence, transition and change movement, attention skills, frustration and tolerance, conflict and goal achievement.

MARINES:

- Trainer candidates will undergo an extensive screening process.
- Trainers must be recommended by their commander.
- Trainers will receive performance evaluations throughout trainer instruction and training duty.

Increase the number of female trainers.

ARMY:

- Goals have been established to increase the number of female drill sergeants at all basic and advanced training units that conduct gender integrated training.

AIR FORCE:

- Additional training positions have been validated.
- Six-person team (including two females) will travel full-time to both overseas and CONUS bases to recruit trainers.

NAVY:

- Finalizing a review of the appropriate number of female training instructors needed.
- Planning an aggressive marketing campaign, including numerous incentives, to target potential female trainers.

MARINES:

- Personnel records are being searched to determine potential female trainers.
- Drill Instructor Screening Teams have been created to brief and screen potential female trainers.

Greater emphasis on core military values in training.

ARMY:

- Each week of training will begin with a class on one of the Army values -- loyalty, duty, respect, selfless service, honor, integrity, and personal courage -- and this value will be reinforced during the week.
- Each trainee will receive a "Soldier Values Card", to be worn at all times alongside their dog tag.
- Trainers will receive additional training in Army values.

AIR FORCE:

- Each trainee will receive the Air Force Core Values Book.
- Trainees receive weekly grades based on their understanding of the Air Force core values

NAVY:

- Core values will be taught throughout training instruction, with emphasis on training by example of the trainers.

MARINES:

- Core values training will total more than 50 hours of instruction, including scenario-led discussions and reinforcement critiques.

More consistent training standards between the genders.

ARMY:

- Standards for male and female recruits differ only to the extent of physiological

differences between the genders.

AIR FORCE:

- Standards for male and female recruits differ only to the extent of physiological differences between the genders.

NAVY:

- Training standards are identical for males and females, with the exception of the Physical Readiness Test (PRT), which is based on the Navy-wide standard for males and females; PRT fitness standards are will become more stringent for females of ages 17-29.

MARINES:

- Standards for male and female recruits differ only to the extent of physiological differences between the genders.

Training to produce professional relationships between genders that does not use such expedient gender-based policies as "no talk, no touch."

ARMY:

- Instruction for trainers has been revised to include 39 hours of human relations training, including situational and performance oriented practical exercises on counseling, values, and leadership.
- Instruction for trainees has been revised to include 27 hours of human relations and values training.

AIR FORCE:

- Instruction for trainers will include classes on human relations, equal opportunity, and sexual harassment; monthly refresher courses on these subjects will require trainers to certify annually their understanding of directives on professional and unprofessional relationships.
- Instruction for trainees will include classes on sexual harassment and discrimination, and each trainee receives the Air Force pamphlet on sexual harassment and discrimination within 24 hours of arrival to basic training.

NAVY:

- Instruction for trainers will include formal instruction in preparing recruits for professional relationships with the opposite sex, and trainers must also attend other education, development, and role model classes to improve their ability to train recruits on professional interpersonal relationships.
- Instruction for trainees includes 4 hours on proper professional relationships.

MARINES:

- Instruction for trainees includes 50 hours of classes on core values and standards of acceptable behavior.

More emphasis on patriotism and challenge, rather than financial incentives, in recruiting advertising.

ARMY:

- Advertising campaign will emphasize patriotism, becoming a stronger person, gaining focus, discipline and goals, and challenge; because money for college and skills training is the number one reason for enlisting in the Army, it will continue to receive some, but not primary, emphasis in advertising.

AIR FORCE:

- Current advertising campaign emphasizes the patriotic rewards and challenges of serving in the Air Force.

NAVY:

- Advertising campaign emphasizes core values of "Honor, Courage, and Commitment"; because money for college and skills training is the number one reason for enlisting in the Navy, it will continue to receive some, but not primary, emphasis in advertising.

MARINES:

- Advertising campaign emphasizes honesty and integrity, with a focus on mental and physical challenges, leadership skills and self-discipline.

Increase the number of female recruiters.

ARMY:

- One female recruiter will be assigned to every large recruiting station.
- Combat support and combat service support authorizations will be increased for recruiters, allowing more females to serve as recruiters.

AIR FORCE:

- A highly successful female recruiter will be assigned to the "Recruit the Recruiter" team.
- The Air Force Personnel Center has been asked to screen and release as many well-qualified female volunteers as possible for recruiter duty.

NAVY:

- Screening potential female recruiters will be made a priority.

MARINES:

- All enlisted female Marines who are pending assignment to a special duty tour will be screened for assignment to recruiting duty.

ADDITIONAL ACTION REQUIRED

On March 16, Secretary Cohen noted that the Services' responses were a "good start", and further directed that the Services report to him in 30 days with plans for implementing the agreed upon actions. In addition to requesting more detail on Service implementation plans, Secretary Cohen emphasized that further action was required to improve basic military training.

In his direction to the Services, Secretary Cohen noted that "[b]asic training is the crucial period when young Americans make the transition from civilian to military life. We must do more to ensure that

basic training provides the skills, the discipline necessary to become a valuable member of our armed forces." Accordingly, Secretary Cohen requested additional action in three areas:

- Training Cadre leadership and recognition.
- Rigor of training.
- Recruit billeting.

Specifically, Secretary Cohen directed the Services to ensure that their system of rewards and incentives emphasized the value of basic training and the value of the basic trainer. Secretary Cohen also directed the Services to review and toughen their fitness standards and to guarantee that all field training exercises are realistic, challenging and instructive. Finally, Secretary Cohen directed the Services to provide secure gender-separate living areas, if not separate buildings, with continuous recruit supervision by training professionals.

SERVICE RESPONSES – THREE ADDITIONAL AREAS

The Secretary's direction, particularly in the area of gender-based billeting, required extensive additional and quite detailed response from the Services. In their responses, the Services noted that many measures had already been completed and pledged to take further actions:

Training cadre leadership and recognition.

ARMY:

- Trainers will receive an increase in Special Duty Pay to \$275 per month for the entire training tour.
- Trainers will be guaranteed one of their first three choices for follow-on assignment.
- NCOs with training experience will be promoted at a rate at least equal to contemporaries.
- Trainers will be awarded 5 additional promotion points.
- Drill Sergeant Badge will be permanently rewarded as a badge of distinction.
- Troops will be aggressively informed of the benefits of training duty.
- Screening process for trainers will be made more rigorous, including approval by a commander in the grade of lieutenant colonel or higher.
- The need for equal quality non-commissioned officers and commissioned officers at training as well as operational units will be emphasized.
- Personnel branch chief will be required to clear training base company commanders.
- Training base commanders will be assured an equal chance of subsequent assignment to an operational unit.
- Service in both operational and training units will be made a requirement for branch qualification.
- Promotion boards will be directed to emphasize the value of service in the training base.
- Officers with training base service will be promoted at a rate equal to their contemporaries.

AIR FORCE:

- Trainers will receive an increase in special duty pay to \$275 per month for the entire training tour.
- Training will be designated as a critical skill area with a promotion rate 1.2 times the Air Force average.
- Trainers will be provided assignment preference after training tour.
- Trainers will receive a Military Training Instructor ribbon to enhance recognition.
- The dining surcharge will be eliminated.
- Trainers will be instructed on the most up-to-date training skills.

NAVY:

- Trainers will receive an increase in special duty pay to \$275 per month for the entire training tour.
- Additional advancement opportunities will be provided for E-5s and E-6s.
- A recruit training service ribbon will be established.
- Service as a trainer will be made a neutral duty with regard to follow-on sea duty assignments.
- Senior enlisted personnel will be brought back to boot camp for reviews of training.
- The promotion rate of trainers will be improved and publicized.
- The fleet perception of trainers will be improved.
- The current uniform allowance for trainers will be doubled and the dry cleaning allowance will be increased.
- Trainers will be placed at head of housing waiting lists.
- Childcare hours will be expanded to reflect long duty hours of trainers.

MARINES:

- Proficiency pay will be maintained at \$275.
- Promotion rate for trainers -- 73 percent for FY97 compared to 58 percent for all NCOs -- will be maintained.
- Volunteer rate for trainers -- 94 percent in FY97 -- will be maintained.
- Trainers will continue receive follow-on duty station preference.
- Trainers will continue to receive additional clothing issue.
- Service-wide pride and recognition in being a Marine trainer will be maintained.

Rigor of training.

ARMY:

- Basic training will be increased from 8 to 9 weeks.
- The 72-hour, continuous Warrior Field Training Exercise will be strengthened as a "rite of passage" with rigorous physical and skill requirements.
- Increased time will be spent on physical training.
- A more rigorous physical training point scale that will apply Army-wide, including basic training, will be adopted.
- The same Army Physical Fitness Test point total for men and women will be required (varying points only by age and gender as required by scientifically collected data).
- No waivers will be allowed on key standards for basic training graduation.

AIR FORCE:

- The frequency of physical conditioning during basic training will be increased to 6 days a week.
- Warrior Week will begin in the fall with more robust field training, including greater physical demands and more combat orientation.
- A study will be initiated by the Force Enhancement and Fitness Division of the USAF School of Aerospace Medicine to examine differences in male and female physical exercise requirements.

NAVY:

- New, more rigorous physical training standards will be initiated as of April 1, 1998.
- The number of events in Battle Stations exercise, a series of rigorous, shipboard related training events, will be increased from 8 to 12.
- A full time exercise physiologist will be established for the recruit training staff.

- A study of fitness programs of other Services will be undertaken.
- Female physical fitness standards will be increased.

MARINE CORPS:

- Recruit training was increased to 12 weeks in 1996.
- "The Crucible," a demanding 54-hour field exercise, was initiated.
- Physical fitness standards were increased in 1997.
- Male and female recruits are trained to same entry-level standards.

Billeting of recruits.

ARMY:

- Separate and secure sleeping areas and latrines will be required for each gender.
- Genders will be separated by bays, separate floors or with a physical, fire safe barrier wall.
- Separate entrances to living areas will be required.
- Entrance doors will be locked at night.
- Alarms will be placed on doors.
- Separate buildings will be required if secure living conditions are not met.
- NCO duty personnel will be placed in barracks around the clock.
- The Charge of Quarters (CQ) will be required to be a Drill Sergeant during sleeping hours.
- Periodic checks of living areas by duty officers and NCOs at the company, battalion and brigade level will be conducted.
- Inspectors will be required to be accompanied by some one of same gender as the recruits in the area being inspected.
- Soldiers will be directed to sleep in the physical fitness uniform.
- Other than residents, only leadership personnel will be allowed in barracks after lights out.

AIR FORCE:

- Genders will be placed in separate recruit housing and training facilities.
- Female bays will be clustered on same floor.
- Electronic surveillance will be provided at stairwell and fire exits.
- Alarms will be installed on fire exits and on doors between bays.
- Security patrols by officers and senior NCOs will be increased.

NAVY:

- Genders will be separated by floor.
- Alarms will be placed on exterior doors.
- Staff and same-gender recruits will conduct watches.
- A secure environment will be provided that reflects and prepares recruits for shipboard environment of gender-separate living accommodations within a single structure.

MARINE CORPS:

- Separate barracks for male and female recruits will be maintained.
- Constant trainer presence will be maintained.

FINDINGS OF THE INDEPENDENT STUDY

In the course of conducting an independent review of actions underway by the military Services, the Honorable G. Kim Wincup visited basic training locations at Fort Leonard Wood, Missouri; Fort Jackson, South Carolina; Great Lakes Naval Training Center, Illinois; Marine Recruiting Station at Parris Island, South Carolina; and Lackland Air Force Base, Texas. During his visits to these training centers, Mr. Wincup conducted focus group sessions with trainees, trainers, supervisory personnel and commanders in order to better understand training programs and policies, as well as the changes proposed by the Services. In addition, Mr. Wincup toured male and female recruit billeting facilities to assess whether living arrangements provide gender privacy and security, unit integrity, and efficiency in the conduct of training.

As a result of these visits, Mr. Wincup concluded that the Services are taking positive steps toward improving the training of both male and female recruits. He was strongly encouraged by the emphasis of each Service on core values during basic training. Mr. Wincup also noted that, while the Marines traditionally have had a very rigorous basic training, the Army, Air Force, and Navy were committed to making basic training more physically demanding. He found that the goal of ensuring safe and secure conditions for those undergoing basic training is being achieved, although each of the Services met this goal in a slightly different way. Mr. Wincup further concluded that the Services were making significant improvements in compensating and rewarding trainers.

In his final report, Mr. Wincup states:

"In summary, the emphasis you have put on assessing the adequacy and effectiveness of current and proposed basic training programs within the Services is well-placed. The basis for good order and discipline within the Services begins in this stage of the military experience, which most regard as the key step in developing the exceptional military force which serves our nation. . ."

Mr. Wincup recommended that implementation of the improvements and the results they achieve be periodically evaluated.

CONCLUSION

The importance of training in the military environment cannot be overstated. Training is the bedrock of good order, discipline, and military preparedness. The actions taken and proposed by the Services in response to the Federal Advisory Committee and the additional direction of Secretary Cohen are essential steps in the continual process of improving basic military training. When the Services' current plans are fully implemented, the value of service as a trainer will be rewarded, the training itself will be more rigorous, more effective and more consistent between the genders, and living quarters in basic training will provide gender privacy and dignity in safe, secure conditions. These changes will allow basic training to better fulfill its long-standing purpose: to create fit, disciplined, motivated soldiers, sailors, airmen, and Marines.

/signed/

Rudy de Leon

MEMORANDUM TO: The Honorable Rudy de Leon
Under Secretary of Defense for Personnel and Readiness

SUBJECT: Assessment of Basic Training

FROM: Kim Wincup

In accord with your request contained in your letter of March 27, 1998 to review the adequacy and effectiveness of current and proposed basic training programs with focus on the three issues that were contained in your March 16, 1998 memo to the Services, I have visited four basic training installations and reviewed the Services' April 15 submissions. The four installations I visited were Great Lakes Naval Training Station, Marine Corps Recruit Training Depot at Parris Island, and two Army basic training sites - Fort Jackson and Fort Leonard Wood. At each of these sites, I talked with 15-20 recruits, the same number of NCO drill training cadre, and command personnel. While I did not visit Air Force recruit training at Lackland Air Force Base during this recent set of visits, I have had the opportunity to do so in the past.

Based on these visits, plus a number of different opportunities in my past positions with the Congress and the Pentagon in which I have had several occasions to conduct detailed reviews of aspects of the recruit training program in the Services, I am comfortable that I have a credible understanding of current circumstances on which to offer the perspective you requested. However, I am conscious that my recent experience is based on only a limited sample of personnel in the recruit training programs and that a definitive judgment should be based on a more detailed and continuing mechanism for assessment. This is a course you may consider appropriate in conjunction with providing the oversight of the Services' implementation of their programs.

Brief Summary Comments

Related to the three issues under review, but not directly a part of any single one, the following comments are offered to assist in addressing these complex and important issues.

First, it is not well recognized that the Army in effect has a "two track system" for the training of recruits. As in the Marine Corps program, Army recruits destined for combat arms specialties receive basic training at installations that are gender separate (Forts Benning, Sill and Knox). It is only those recruits who will serve in combat support skills that are trained in a gender integrated environment (Forts Jackson, Leonard Wood, and McClellan).

For the Marine Corps, there is some limited interaction between the gender separate units during training at Parris Island due to utilization of common training facilities (e.g. chemical training, rifle ranges) at the same time.

The emphasis on core values in basic training pioneered by the Marine Corps and now being enthusiastically adopted by each of the other Services is extremely important and significant. It is an emphasis that should be strongly encouraged and supported.

Any view of recruit training programs should recognize that all training establishments, particularly basic training, are subject to the phenomenon of being at the mercy for enrollment patterns of the recruiting cycle. This results in a large surge of recruits in the summer and early fall which imposes a burden on these training sites for which they are not resourced either in terms of people, nor in facilities to a lesser degree. This circumstance is not likely to change due to normal budgeting processes. It does result in a major impact on performance and can cause significant strain and can skew reviews of these programs that occur during such periods.

1) Rigor of Training

This is an issue that is culturally hard to assess due to the norm that every person who has undergone

such life-altering events perceives their experience to have been more rigorous than those who follow. A former Marine Commandant in response to allegations of reduced rigor in recruit training recounted a story to illustrate his point that when the "first Marine" was shanghaied and thrown in the hold of a ship overnight, the next morning when the "second Marine" was similarly inducted and thrown in the hold, the first Marine turned to the new arrival and said "You should have been here when it was hard".

The best judge of the rigor of basic training is the operating forces who are the end-users. The Navy has an effective practice in this regard of regularly bringing senior petty officers back to visit their recruit training program to assist in the assessment of its rigor and to educate the Fleet on what is occurring.

All in all, my assessment is that training rigor is being maintained and that the changes proposed by each of the Services (with the exception of the Marine Corps which is already the most rigorous) are further positive steps. As evident in the Services' submissions on April 15, the changes, among others, are as follows:

Army -

An increase in the length of basic training from 8 to 9 weeks,
The addition of a formalized Warrior field training exercise as the culminating event, and
From my observation, while not a new practice, worth note is the Army practice of stratifying recruits by performance levels during the running portion of the physical training program ensuring that all are challenged consistent with their individual capabilities, and that whole groups are not constrained by those least capable.

Navy -

An increase in physical standards, and
The recent addition of the Battle Stations culminating exercise which will be increased in duration.
When I visited the Navy's recruit training facility, there was some evidence that Navy recruits are entering in worse physical condition than in the past, but they are graduating in better physical condition than those in the past.

Air Force -

An increase in the frequency of physical training, and
The addition of a Warrior Week culminating exercise.

2) Safety and security in the barracks

All the Services approach this goal in a somewhat different manner due to the variety of physical configurations in facilities, but overall my assessment is that the goal of ensuring safe and secure conditions for those undergoing basic training is being achieved.

Army -

The facilities problem for the Army is aggravated by the need to address the large population increases resulting not only from summer recruiting surges but also the influx of large reserve populations during the same period. The Army will separate genders either by floor within a barracks, or by alarmed, fixed barricades when both genders are present on the same floor. Access to the stairwells necessary for entry to these areas will be restricted. In addition to NCO's being present in each company during the night, recruits are always on duty at each end of every sleeping area. Officer and NCO training cadre also monitor these barracks areas on a random but consistent basis each night. In my

judgment, the arrangements proposed are effective responses to concerns raised about safety and security in the barracks.

Navy -

Genders are housed on separate floors with access controlled through doors with watchstanding recruits acting as fireguards in the same manner as the Army example. Also, NCO's are present overnight for each sleeping area and NCO'S and officers monitor the area throughout the night.

Air Force -

The Air Force submission indicates that bays housing females will be clustered in proximity to one another to provide appropriate security during sleeping hours.

Marine Corps -

Separation of genders results in each being housed in separate structures.

3) Ensuring quality and appropriate recognition for the training cadre

In my judgment this is the key issue with respect to maintaining an effective basic training program. Maintaining high quality leadership personnel at both the NCO and officer level is the single most important ingredient in a successful basic training program and will rectify shortcomings in the prior concerns that have been raised, or exacerbate these concerns if this quality is not present.

Training duty is extraordinarily important and highly stressful on those assigned these responsibilities due to unusually long hours for extended periods with few breaks in this routine. It is also stressful on their families who bear the effect of this arduous duty. In this regard, the Marine Corps has recognized the effect on families and has attempted to recognize the supportive role of family members in several ways that might bear consideration by the other Services.

Overall, the quality of the training cadre was very impressive and the individual personnel highly motivated. However, recognition of the importance of this duty assignment within their Service is an issue that deserves further, and continuing, attention.

Proficiency pay for NCO's assigned direct training responsibilities will be \$275 per month. Recruiters receive \$375 per month. You might consider why they are not paid at the same level. Each is extraordinarily demanding duty. It is worth noting that it was reported to me by several of the training cadre personnel that increases in pro pay intended to provide a benefit are being undercut by local MWR policies that determine rates for critical programs such as child care based on salary level. In effect, the benefit of the pay increase may be offset to a significant degree by increases in child care and other MWR rates. It may be worth addressing whether these policies are being applied to training cadre personnel in the most effective manner.

It is desirable to have a high volunteer component for those who serve in these training assignments. It is quite high in the Marine Corps, and as low as 30% in the other Services. Further efforts to increase this volunteer component will have salutary effects on the quality of the training programs. It is worth noting that one reason that achieving these levels may be more difficult in the other Services could be due to the more technical nature of their career fields. Maintaining technical proficiency needed for advancement can make assignments out of their field result in risks for career progression vis a vis one's peers.

Army -

Manning of drill sergeants and officer personnel is being maintained at

appropriate levels. This has not always been the case and may deserve continuing emphasis.

Recognition of the importance of these assignments for NCO's may be a matter that deserves additional attention. With only 30% volunteers among drill sergeant personnel (and it is true that these line training NCO's are the most critical component in each Service for providing effective training), it appeared from the limited number I discussed this with that they do not believe this duty is appropriately recognized within the Army. Proposed changes to improve promotion prospects and follow-on assignment guarantees are important steps. Further steps may be warranted such as an increase in proficiency pay, and waiver of payments for meals in the dining halls with their charges as is being instituted by the Air Force. Emphasis on the importance of training duty by senior officials at all levels will assist.

For battalion commanders in the training establishment there appears to be a situation worth further attention. Selection for command positions in the training establishment at the Lt. Col. level, instead of in an operational unit, may be regarded and actually be prima facie evidence that the individual will not achieve the next step in a fast track career - brigade command, and never be selected as a general officer in the Army.

It may be worth further consideration of the emphasis placed within Army career patterns on service in operational positions to the possible detriment of other important career fields. Emphasis on operational assignments is correct but achieving a balance to allay unintended effects in critical establishments such as training might bear review of other approaches such as that apparently achieved in the Marine Corps.

It may also be worth having the Army ensure that Fort Leonard Wood is using a training program of instruction for basic training that is the same as that used at the other training sites.

Navy -

There may be some problems worth further review. Manning levels have not been adequate for petty officer line training personnel imposing higher stress on those assigned. The Navy has committed to achieve appropriate levels in these line training positions in basic training (although possibly not in the next level of training - "A" schools). This is an important step. Shortages will remain in training instructor and support personnel at Great Lakes. Even with these additions, pressures caused by summer surge periods will occur, and the shortages in collateral positions could exacerbate the situation. It may be worth noting that improvements in manning in the training establishment may result in equivalent shortages in the Fleet.

There appeared to be a feeling among petty officer line personnel that training assignments are not recognized as particularly career enhancing throughout the Fleet. The changes proposed by the Navy in their April 15 submission will be very important in addressing this situation through the allocation of more "must" and "early" promote quotas to the training establishment for more recognition of more senior training personnel, and additional promotion points for those under consideration for advancement to E-5.

Air Force -

The changes proposed will ensure above average promotion opportunities for

NCO training personnel and creation of a critical skill designation for this group.

Marine Corps -

The Marine Corps is the standard for recognition of the importance of training duty that should be sought. The Marine Corps has also dealt with the manning issue effectively with respect to quantity, but as is the case for all the Services, more female training cadre personnel are needed. Continued emphasis on these manning issues may be worth consideration as the Marine Corps has manning shortages in the past in these critical positions.

Two comments related to the personnel issues are worth note. It appears that the line NCO training personnel feel vulnerable to allegations of improper behavior as a result of recent national publicity. They understand that inappropriate conduct deserves strong action, but the potential that unsubstantiated allegations can irrevocably damage their careers is a factor that may merit some further review and possible senior reassurance recognizing the vast good results that these personnel achieve with respect to the nation's youth that are put under their charge. The second point is more intangible but relates to the question of recognition for this important duty. The Marine Corps allows an individual who has successfully completed a tour to take one of their "hats" - the indicia of their position, with them when they leave. These hats become visible evidence of their past service in this duty that is so highly regarded throughout the Corps. The other services have provided ribbons evidencing this service and this is very positive. A further step that might be considered would be to allow Army drill sergeants to keep their "hat", and in the Navy the similar indicia - the "red rope" they wear on their uniform. A similar step involving an appropriate indicia of their position used while in the position might also be considered in the Air Force. Such steps involve insignificant resources, but could assist in providing a boost to the manner in which these individuals regard their assignment and the manner in which the rest of the force regards these individuals.

In summary, the emphasis you have put on assessing the adequacy and effectiveness of current and proposed basic training programs within the Services is well placed. The basis for "good order and discipline" within the Services begins in this stage of the military experience which most regard as the key step in developing the outstanding military force which serves our nation so exceptionally. Some of the concerns you have raised about rewards and incentives for those performing this duty, and the specific aspects I have mentioned above, may require a cultural change in the Services (other than the Marine Corps) to gain full recognition of the significance of this duty. To ensure the effects you are seeking, you may want to consider an ongoing mechanism to oversee and assist in the implementation of the important changes proposed by each of the Services. Each Service has slightly different approaches to the manner in which they perform basic training, and the changes they have proposed to meet the concerns raised by your office. Cultural and historical experiences are the basis for these differences and, in my judgment, there is sufficient reason to allow these differences in approach to continue.

You have placed emphasis on three issues related to the quality of training, correctly in my judgment. It may be worth considering now shifting this emphasis to monitoring the outcome of the momentum that has been created to enhance the status and visibility of the training establishments within each Service, and it is in this regard that you may want to continue oversight.

If you were to choose to establish an oversight mechanism within your office, the issues that might be addressed would be implementation activities at a policy and budgetary level that relate to the emphasis on the role of the training establishments within the Services. Continuing support and oversight of the issues outlined in your March 16 memo might include a specific focus on issues such as core values training, appropriate recognition of the training cadre (and their families) to include, among other things noted earlier, the importance of this duty and the benefits that accrue from their activities, appropriate manning levels particularly for NCO line training personnel (with some focus on surge periods), and the balance between the priority placed on operational assignments versus critical supporting duty roles in the promotion process.

It has been a privilege for me to assist you in this important matter.