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**United States General Accounting Office**

**Fact Sheet for the Chairman, Panel on  
Military Education, Committee on  
Armed Services, House of  
Representatives**

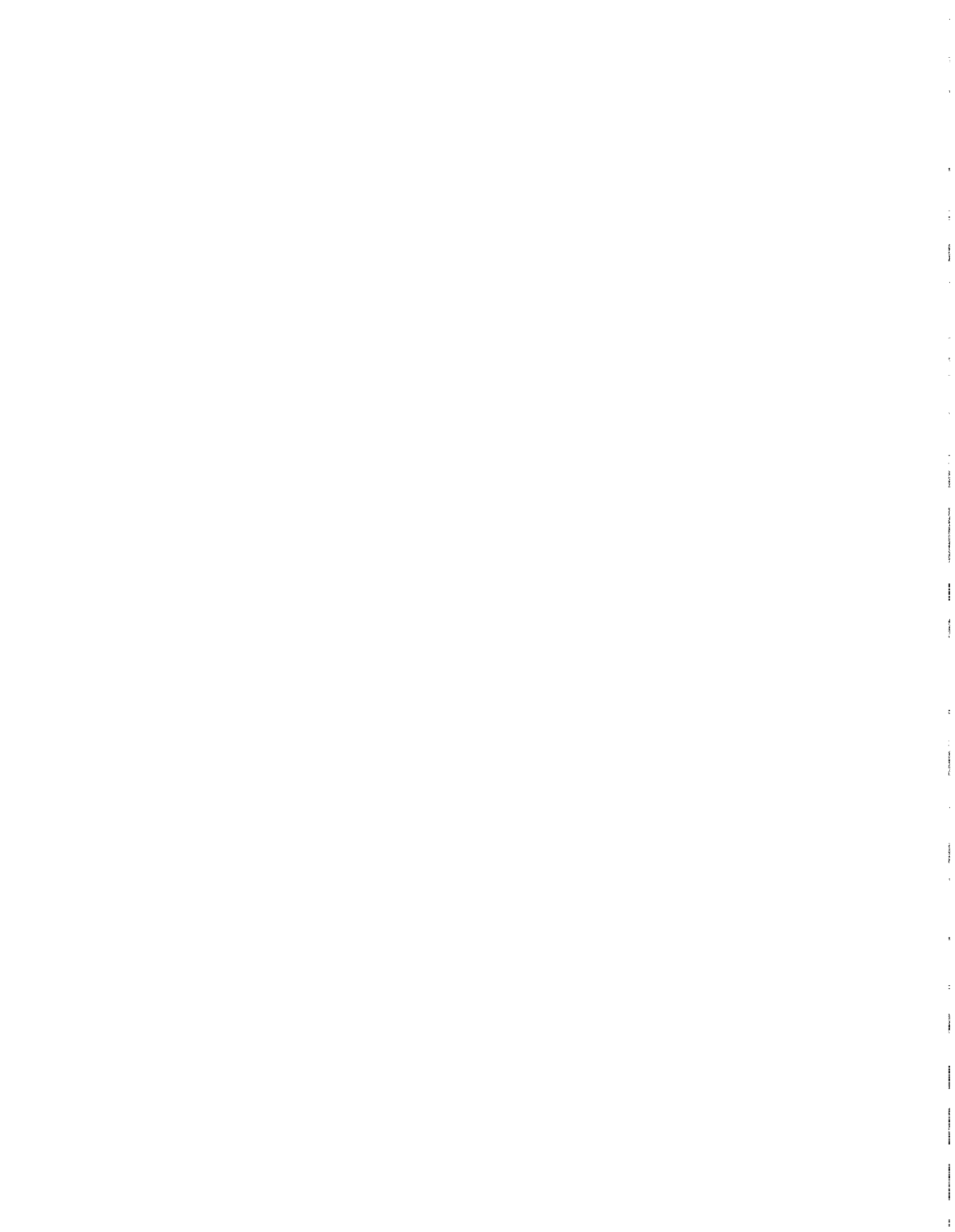
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**February 1991**

# **MARINE CORPS**

## **Status of Recommendations on Officers' Professional Military Education**







United States  
General Accounting Office  
Washington, D.C. 20548

National Security and  
International Affairs Division

B-242181

February 12, 1991

The Honorable Ike Skelton  
Chairman, Panel on Military Education  
Committee on Armed Services  
House of Representatives

Dear Mr. Chairman:

In response to your request, we examined several Department of Defense (DOD) professional military education schools' implementation of selected Phase I recommendations contained in the April 1989 report of the Panel on Military Education. These recommendations were developed to assist DOD in improving its officer professional military education programs. This report deals with the U.S. Marine Corps Command and Staff College located in Quantico, Virginia.

As agreed with your Office, we focused our review on the school's implementation of 31 selected recommendations contained in the Panel report that apply to the school.

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## Background

A primary objective of the Goldwater-Nichols Reorganization Act of 1986 is to strengthen combined and joint operations of the various military services. To fulfill this objective, the House Armed Services Committee established the Panel on Military Education to report its findings and recommendations regarding the ability of DOD to develop joint specialty officers through its professional military education systems.

The Chairman, Joint Chiefs of Staff, established policies, programs, guidelines, and procedures for coordinating, among other things, the joint professional military education of members of the U.S. armed forces. This guidance is contained in the Military Education Policy Document. Military departments are required to incorporate this guidance into their own professional military education systems. In addition, there are joint professional military education schools which, by law, are joint in mission and orientation.

The Panel envisioned that joint education would be an integral part of professional military education and would be implemented in two phases. Phase I would be taught at the intermediate level service schools attended by officers primarily at the rank of major/lieutenant commander or at the senior level service schools attended by officers at the

rank of lieutenant colonel/commander and colonel/captain ranks. Phase II, taught at the Armed Forces Staff College in Norfolk, Virginia, would complement Phase I and officers would usually attend it after completing Phase I.

The Marine Corps offers Phase I professional military education at the intermediate level. Marine officers obtain senior level education by attending the Army, Navy, Air Force, or joint senior schools. Beginning this academic year, six Marine lieutenant colonels are also receiving senior level education at a new Marine Corps senior level school, which was established in part to provide a faculty development program for the intermediate level program.

The Command and Staff College has 27 faculty members and 193 students for academic year 1990-91. The academic year started in August 1990 and is scheduled to end in June 1991.

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## Results in Brief

Out of 31 recommendations, actions have been taken by the intermediate school to either implement or partially implement 28. The school has no plans to implement the remaining three recommendations. One of these recommends that officers attend in-residence education at an intermediate school before attending Phase II. The school fully supports the requirement that officers attending an intermediate level school receive their Phase I requirements while in residence. However, the school also believes that those officers not afforded the opportunity to attend an in-residence program should still be allowed to receive their Phase I education as part of the school's non-resident program. School officials believe that, in this area, non-resident education can be nearly as effective as in-residence education.

The second recommendation requires the establishment of a cadre of military career educators. In this case, officials told us that military faculty whose educational background is complemented by current and credible operational experience would be more effective as instructors. Further, school officials stated that their civilian faculty members and their adjunct faculty provide the type of professional cadre that is needed to provide educational continuity and professionalism, considering the relatively small and unspecialized nature of the Marine Corps.

The third recommendation deals with a feasibility study to establish a faculty exchange program with the service academies. School officials

told us that they did not consider this practical, considering the different levels of focus for the service academies and intermediate level schools. Officials also stated that the faculty at the Naval Academy, unlike that of the Military and Air Force Academies, is not a tenured faculty.

Appendix I presents the recommendations along with the College's characterization of the status. It also provides additional details on the actions taken by the school.

## Scope and Methodology

We focused on the Panel recommendations concerning Phase I professional military education and selected the recommendations for which the school is either directly responsible or plays a significant supporting role in their implementation. We interviewed appropriate officials at the College, asked them to characterize the status of each recommendation, and examined pertinent supporting documents.

In each case where we were told that officials had implemented or partially implemented a recommendation, we reviewed and analyzed the supporting documentation used in making their characterization. In addition, we examined their methodology used to produce supporting data. Where additional action was still required, we met with school officials to discuss future plans. We obtained written documents to support those plans whenever possible. In those cases where school officials told us that they had not taken any action in response to a Panel recommendation, we interviewed appropriate officials to obtain their reasons for non-implementation.

We performed our review from May through December 1990 in accordance with generally accepted government auditing standards.

We did not obtain formal comments from the U.S. Marine Corps. However, we discussed a draft of this report with the Director and other officials at the school and considered their comments when finalizing this report.

Unless you announce its contents earlier, we plan no further distribution of this report until 30 days from the date of this report. At that time, we will send copies of this report to the Secretary of Defense, the Secretary of the Navy, the Director of the school, and appropriate congressional committees. Copies will also be made available to others on request. We are also providing additional reports under separate cover on the results

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of our work at the Navy, Air Force, and Army intermediate and senior schools on their implementation of similar Panel recommendations.

Please contact me at (202) 275-3990 if you or your staff have any questions. Other major contributors to this report are listed in appendix II.

Sincerely yours,

A handwritten signature in black ink, appearing to read "Paul L. Jones". The signature is fluid and cursive, with a long horizontal stroke extending to the right.

Paul L. Jones  
Director, Defense Force Management Issues



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Table I.1: Summary of College's Implementation of  
Various Recommendations

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## Abbreviations

AFSC	Armed Forces Staff College
DOD	Department of Defense
JCS	Joint Chiefs of Staff
JSO	Joint Specialty (Specialist) Officer
PME	professional military education





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# Status of U.S. Marine Corps Command and Staff College Implementation of Panel Recommendations on Professional Military Education

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This appendix contains 31 Panel recommendations and summarizes College actions taken in response to those recommendations. Table I.1 provides a summary of the status of these recommendations.

For purposes of this fact sheet, we have numbered each Panel recommendation sequentially, from 1 to 31. We identify the subject area of each recommendation and present the actual wording of each, and the same sequencing, as it appears in the Panel report. After each recommendation, we cross-reference to the location of the recommendation in the Panel report. (For example, Key 2 is the second recommendation in the executive summary that contains the key recommendations. Chapter 4 recommendation 6 is the sixth recommendation in chapter 4.) We also provide the page number where the recommendation can be found in the Panel report.

In most cases, the recommendation appears here exactly as it appears in the Panel report, and College officials have addressed the entire recommendation. In certain recommendations that contain multiple parts, however, we have underlined certain portions to identify the applicable parts that College officials addressed.

Each of the 31 recommendations has next been characterized by the College as implemented, partially implemented, or not implemented. This characterization represents the views of the College.

An elaboration of the characterization is provided in the section marked "status." This also represents the views of the College. In addition, cross-references to related recommendations are provided here when responses are similar.

**Appendix I  
Status of U.S. Marine Corps Command and  
Staff College Implementation of Panel  
Recommendations on Professional  
Military Education**

**Table I.1: Summary of College's  
Implementation of Various  
Recommendations**

No.	Panel report <sup>a</sup>	Subject	Status of recommendations <sup>b</sup>	Page
1	Key 2	Faculty quality	PI	10
2	Key 3	Two-phase education	I	11
3	Key 9	Frequency of examinations & papers	I	11
4	II-5	Faculty teaching strategy	I	12
5	III-2	Service/joint expertise	I	12
6	III-3	Teaching service/joint systems	I	13
7	III-6	Military faculty mix	PI	13
8	III-8	Student mix	PI	14
9	IV-1	Focus of strategy by school	I	9
10	IV-2	Jointness initiated at intermediate level	I	16
11	IV-3	Phase I availability to all	I	17
12	IV-5	In-residence prerequisite	NI	18
13	IV-6	Service-oriented professional military education (PME)	I	18
14	IV-11	Percent of military faculty mix	PI	19
15	IV-14	Percent of student mix	PI	20
16	V-1	Recruiting & maintaining quality faculty	I	21
17	V-2	Specialists/career educators	PI	21
18	V-3	Former commanders as faculty	I	22
19	V-4	Faculty development program	I	23
20	V-5	Cadre of career educators	NI	24
21	V-6	In-residence graduates as faculty	PI	24
22	V-9	Civilian faculty quality/mix	PI	25
23	V-11	Hiring quality civilian faculty	I	26
24	V-12	Student/faculty ratios	PI	26
25	V-13	Faculty exchange with academy	NI	27
26	V-16	Commandant/president as general/flag officers and involvement in instruction	I	28
27	V-23	Active/passive instruction	I	28
28	V-24	Rigorous performance standard	I	29
29	V-25	Evaluation of examinations/papers	I	30
30	V-26	Distinguished graduate program	I	30
31	V-27	Officer efficiency reports	I	31

<sup>a</sup>Key recommendations are those recommendations that the Panel identified as key in the executive summary to its report. Recommendation II-5 is the fifth recommendation in Panel report chapter II, entitled "Educating Strategists." Recommendations III-2 through III-8 appear in Panel report chapter III, entitled "An Expanded Role for Joint Education." Recommendations IV-1 through IV-14 appear in Panel report chapter IV, entitled "Realigning Professional Military Education." Recommendations V-1 through V-27 appear in Panel report chapter V, entitled "Quality."

<sup>b</sup>Status of recommendations:  
I = Implemented  
PI = Partially implemented  
NI = Not implemented

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## Recommendation Number 1

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### Faculty Quality

Improve the quality of faculty (1) by amending present law to facilitate hiring civilian faculty and (2) through actions by the Chairman, JCS, and the service chiefs to ensure that only high-quality military officers are assigned to faculties. (Key 2, Panel Report p.3.)

### School Characterization

Partially Implemented

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### Status

Legislation has been enacted to facilitate the hiring of civilian faculty and the College has begun the process to request authority from the Secretary of the Navy. College officials stated that this authority will greatly enhance their ability to attract quality civilian faculty.

The College is currently authorized four civilian members on its faculty; it has filled three positions and advertized for a fourth using an excepted service authority. Using this same authority, the College plans to hire 12 additional civilian faculty members over the next several fiscal years. However, implementation of these additions may be delayed due to the civilian hiring freeze and budget considerations.

To ensure that only high quality military officers are assigned to the College, the Commandant of the Marine Corps has (1) required that the teaching military faculty be graduates of either intermediate or senior level PME schools and (2) created the Marine Corps Art of War Studies, its own senior level school, for the primary purpose of preparing its graduates to be members of the College faculty. The course currently has 6 lieutenant colonels enrolled, and at the end of 2 years, the College will have 12 graduates from the senior school, on the faculty. Officers from other military services who will be instructors at the College will begin attending the program in fiscal year 1992.

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## Recommendation Number 2

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Two-Phase Education	Establish a two-phase Joint Specialist Officer (JSO) education process with Phase I taught in service colleges and a follow-on, temporary-duty Phase II taught at the Armed Forces Staff College (AFSC). (Key 3, Panel Report p.3.)
School Characterization	Implemented

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Status	A two-phase process has been established and the College teaches Phase I. In academic year 1989-90, the College integrated the joint portion of its program into its curriculum to be taught to all students. A College official stated that integrating the joint instruction caused all graduates to not only complete the Phase I requirements, but to understand its relationship in executing the national strategy and service doctrine.
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## Recommendation Number 3

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Frequency of Examinations and Papers	Require students at both intermediate and senior PME schools to complete frequent essay-type examinations and to write papers and reports that are thoroughly reviewed, critiqued, and graded by faculty. (Key 9, Panel Report p.7.)
School Characterization	Implemented

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Status	Students at the College participate in an integrated written communication program, including papers that are reviewed both for content as well as for presentation. Students must also complete 6 essay tests and 6 papers on various subjects from 500 to 5,000 words in length. (See recommendations 28 and 29 for more detail.)
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## Recommendation Number 4

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### Faculty Teaching Strategy

The faculty teaching strategy should consist of civilian educators, active duty and retired military specialists, and former senior military officers. To ensure that students have access to the depth of knowledge that only a career of scholarship in a particular area can produce, respected civilian educators who are recognized experts in specific disciplines related to the teaching of strategy should be faculty members at senior schools. Active duty and retired military officers with actual experience in the strategic arena are also needed for strategy instruction. Finally, a few carefully selected retired three- and four- star officers can contribute significantly to the teaching of operational art, campaign analysis, national military strategy, and national security strategy. (Chapter II, No. 5. Panel Report p.41.)

### School Characterization

Implemented

### Status

The focus of the College is operational art and students are introduced to strategy on a limited basis. The total number of hours devoted to teaching strategy is about 202, or 21 percent of the curriculum for academic year 1990-91. The strategy course is taught using three means: lecture, seminar discussions, and directed readings. In addition to the in-residence faculty, the lectures are also conducted by outside speakers, such as retired officers and civilian educators, who are invited into the school to address the class on their area of expertise.

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## Recommendation Number 5

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### Service/Joint Expertise

For joint education to be meaningful and productive, a prerequisite for officers is competence commensurate with their rank in all elements of their own service in professional knowledge and understanding (e.g., in the Navy, surface and aviation and subsurface) as well as demonstrated performance. Also an integral part of joint education is an officer's study of the other services. (Chapter III, No. 2, Panel Report p.81.)

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School Characterization                      Implemented

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Status    Joint instruction taught during the first part of the curriculum is viewed primarily from the joint perspective of each military department. In addition, a second part of the curriculum focuses primarily on Marine operations and the joint instruction contained in this portion is taught from and to the Marine Corps perspective.

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**Recommendation  
Number 6**

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Teaching Service/Joint Systems                      The service intermediate schools should teach both joint and service systems—organizations, processes, procedures, and staff skills—to all students. This is necessary to meet the Goldwater-Nichols Act requirement to revise the curricula of service schools to strengthen the focus on joint matters and prepare officers for joint duty assignments. (Chapter III, No. 3, Panel Report p.81.)

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School Characterization                      Implemented

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Status    In teaching joint and service systems, the College relies in part on instructors and students to share their experiences in both joint and service doctrine. College officials stated that to teach any part of these requirements in isolation or without integration could prevent the student's exposure to the actual difficulties involved in joint operations that need to be planned for and overcome. It would also overlook the interrelationship of joint and service doctrine.

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**Recommendation  
Number 7**

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Military Faculty Mix                              The mix of military faculty from each military department is a key factor in joint education. In schools that educate joint specialists, the standard should be equal representation from each of the three military

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departments. For other schools, representation from each department should eventually be substantially higher than today. These standards should apply to the entire active duty military faculty, not some fraction designated as a nominal "joint education" department. (Chapter III, No. 6, Panel Report p.82.)

School Characterization

Partially Implemented

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Status

The College defines faculty as those members of the staff who either directly prepare courses of instruction or teach in the seminar groups and those who do research or provide resources in support of the courses of instruction.

Of the College's current 27 military faculty members, 1 is from the Army and 1 is from the Air Force. Together, they comprise 7 percent of the military faculty. Except for the addition of one naval officer, the military faculty composition remains the same as academic year 1988-89. (See recommendation 14 for further information on the percent of faculty mix for academic year 1990-91.)

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**Recommendation  
Number 8**

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Student Mix

The mix of students from each military department is another key factor in joint education. In schools that educate joint specialists, the standard should be equal representation from each of the three military departments. For other schools, representation from each department in the entire student body should eventually be substantially higher than today. In addition, the student body mix should consist of students of equally high caliber from each military department. Finally, each service should provide a representative mix of students from all combat arms branches and warfare specialties. (Chapter III, No. 8, Panel Report p.82.)

School Characterization

Partially Implemented



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**Status**

The College has one Army and one Air Force student in each seminar. In addition, the College places two Navy students in each seminar to further ensure a representative mix. The College has increased its Army, Air Force, and Navy representation from 23 officers in the 1987-88 academic year to 48 in academic year 1990-91. (The student body also includes two international students in each seminar and a DOD civilian.) (See recommendation 15 for additional student mix information and Panel requirements.)

College officials stated that the quality and diversity of students from the Army, Navy, and Air Force has been of equally high caliber to that of Marine Corps students attending the College. Furthermore, the Army, Navy, and Air Force have provided representatives from their combat arms branches and warfare specialties for academic year 1990-91.

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**Recommendation  
Number 9**

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**Focus of Strategy by  
School**

The Secretary of Defense, with the advice and assistance of the Chairman, JCS, should establish a clear, coherent conceptual framework for the PME system. The primary subject matter for PME schools and, consequently, the underlying theme of the PME framework, should be the employment of combat forces, the conduct of war. Each element of the PME framework should be related to the employment of combat forces. The primary focus for each school level should be stated in terms of the three major levels of warfare, that is, tactical, theater (operational), and strategic. Each school level should be responsible for a specific level of warfare as follows:

Flag/General Officer.....National Security Strategy  
Senior.....National Military Strategy  
Intermediate.....Combined Arms Operations and Joint Operational Art  
Primary.....Branch of Warfare Specialty

- At the primary level an officer should learn about, in Army terms, his own branch (infantry, armor, artillery, etc.) or in Navy terms, his warfare specialty (surface, aviation, and submarines).

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- At the intermediate level, where substantial formal joint professional military education begins, an officer should broaden his knowledge to include both (1) other branches of his own service and how they operate together (what the Army calls "combined arms" operations) and (2) other military services and how they operate together in theater-level warfare (commonly referred to as "operational art"). The service intermediate colleges should focus on joint operations from a service perspective (service headquarters or service component of a unified command); AFSC should focus from a joint perspective (JCS, unified command, or joint task force).
- At the senior level, an officer should broaden his knowledge still further to learn about national strategy and the interaction of the services in strategic operations. The senior service schools should focus on national military strategy. The National War College should focus on national security strategy, not only the military element of national power but also the economic, diplomatic, and political elements. Graduates of service war colleges should attend the senior joint school. (Chapter IV, No. 1, Panel Report p.125.)

School Characterization

Implemented

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Status

The Secretary of Defense and the Chairman, Joint Chiefs of Staff (JCS), established an educational framework for the PME system. In implementing this framework, the College devotes about 40 percent of its curriculum to operational art as its primary focus. In addition, about 50 percent of the curriculum is devoted to joint education.

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## Recommendation Number 10

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Jointness Initiated at  
Intermediate Level

Although students should be introduced to joint matters at pre-commissioning and primary-level schools, it is at the intermediate schools that substantial joint education should begin. (Chapter IV, No. 2, Panel Report p.126.)

School Characterization

Implemented

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**Status**

As stated in recommendation 9, about 50 percent of the College's curriculum covers joint matters. In addition, College officials stated that most officers who have attained the rank of lieutenant commander or major and who become involved in joint assignments and service staff assignments are required to understand joint doctrine. Additionally, officers attending intermediate level schools have gained sufficient understanding of their own services to articulate their capabilities in the joint arena and this service level knowledge is a requisite to be carried to the joint assignment.

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**Recommendation  
Number 11**

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**Phase I Availability to All**

The Secretary of Defense, with the advice and assistance of the Chairman, JCS, should establish a two-phase Joint Specialty Officer (JSO) education process. The service colleges should teach Phase I joint education to all students. Building on this foundation, AFSC should teach a follow-on temporary-duty Phase II to graduates of service colleges en route to assignments as joint specialists. Because of the Phase I preparation, Phase II should be shorter and more intense than the current AFSC course. The curricula for the two phases should be as follows:

- Phase I curriculum at service colleges should include: capabilities and limitations, doctrine, organizational concepts, and command and control of forces of all services; joint planning processes and systems; and the role of service component commands as part of a unified command.
- Phase II curriculum at AFSC should build on Phase I and concentrate on the integrated deployment and employment of multi-service forces. The course should provide time for: (a) a detailed survey course in joint doctrine; (b) several extensive case studies or war games that focus on the specifics of joint warfare and that involve theaters of war set in both developed and underdeveloped regions; (c) increasing the understanding of the four service cultures; and (d) most important, developing joint attitudes and perspectives. (Chapter IV, No. 3, Panel Report p.126.)

**School Characterization**

Implemented



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**Status**

College officials agree with preserving their focus and reiterated that each service school has unique requirements based on either its mission, equipment, or both that requires it to teach service-oriented military education. The College is preparing its students for higher levels of responsibility within its own service and to do this it must use this level of school to teach those service requirements.

The College offered two educational tracks in academic year 1988-89. One was a core track that all students attended while the other, a joint education track, was offered to selected students. This approach was abandoned in academic year 1989-90, and all students now receive service specific and joint education.

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**Recommendation  
Number 14**

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**Percent of Military Faculty  
Mix**

For the service schools, the Chairman, JCS, should develop a phased plan to meet the following standards:

- The senior service schools should have military faculty mixes approximating 10 percent from each of the two non-host military departments by academic year 1989-90 and 25 percent by academic year 1995-96.
- The intermediate service schools should have military faculty mixes approximating 10 percent from each of the two non-host military departments by academic year 1990-91 and 15 percent by academic year 1995-96. (Chapter IV, No. 11, Panel Report p.127.)

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**School Characterization**

Partially Implemented

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**Status**

The College has approached the goal for academic year 1990-91. Presently, the College has initiated an effort to have an Army and an Air Force liaison billet reassigned to the College. If this effort is successful, the College will have 12.5 percent of its faculty from non-host departments by academic year 1991-92. The College would gladly accept the assignment of additional non-host military department faculty if the respective services provide the staffing opportunity.

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## Recommendation Number 15

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### Percent of Student Mix

For the service schools, the Chairman, JCS, should develop a phased plan to meet the following standards:

- The senior service schools should have student body mixes approximating 10 percent from each of the two non-host military departments by academic year 1989-90 and 25 percent by academic year 1995-96.
- The intermediate schools should have student body mixes of one officer from each of the two non-host military departments per student seminar by academic year 1990-91 and two officers per seminar by academic year 1995-96. Eventually, each military department should be represented by at least three students in each intermediate school seminar. (Chapter IV, No. 14, Panel Report p.128.)

### School Characterization

Partially Implemented

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### Status

The 1990-91 academic year started in August 1990. The enrollment size at the College was 193 students in 12 seminar groups of approximately 16 students each. The College assigned one Army and one Air Force officer to each seminar, thereby meeting the goal for academic year 1990-91. In addition to the requirements for Army and Air Force students, the College has two Navy students and two international students assigned per seminar.

At this time the College does not plan to further increase Army and Air Force students to meet the goal for academic year 1995-96. The College, as it is currently configured, cannot accommodate a student body larger than it now has. The physical limitations of the seminar rooms preclude any increase in the size of the seminar groups and the overall space constraints on the building itself prohibit the College from adding any additional seminar groups.

The projected make-up of the seminar groups for academic year 1991-92 results in 12 seminar groups with 15 students each. The projected mix will result in a reduction of Marine Corps students, thereby adversely affecting "active" learning.

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## Recommendation Number 16

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### Recruiting and Maintaining Quality Faculty

Faculty is the key element in determining the quality of education in PME schools. To develop an outstanding faculty, the impetus must start at the top. The Chairman, JCS, and the service chiefs must place a very high priority on recruiting and maintaining highly qualified faculty to teach at both joint and service PME colleges. (Chapter V, No. 1, Panel Report p.167.)

### School Characterization

Implemented

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### Status

The Chairman, JCS, and the Commandant of the Marine Corps have developed policies to be used by the College to recruit and maintain highly qualified faculty. (For additional details, see discussion under recommendation 1.)

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## Recommendation Number 17

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### Specialists/Career Educators

The military faculty should include three groups: officers with current, credible credentials in operations; specialists in important functional areas; and career educators. Incentives must exist to attract outstanding military officers in each of these groups. (Chapter V, No. 2, Panel Report p.167.)

### School Characterization

Partially Implemented

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### Status

While the College has military faculty with current credible credentials in operations as well as specialists in functional areas, it does not support the concept of creating a cadre of career military educators. Although the College does not support the concept of Marine career educators, it does support the idea that its faculty should be fully prepared for its teaching responsibilities. It has established its own senior level school to help achieve this objective. Among the faculty at the College,

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there are a number of officers with previous school experience as instructors. Finally, the size of the Marine Corps and its requirement for officers who are generalists rather than specialists limits the Marine Corps from designating certain officers career educators.

College officials stated that faculty members should possess solid operational experience to effectively teach both theory and application. Military career educators would be denied opportunities to gain such operational experience. However, the College uses civilian and adjunct faculty to complement the military faculty. This cadre provides the school with academic research, specific subject expertise, and continuity over time.

The College does not offer incentives to attract military faculty, rather, officials stated that a faculty position is an incentive in and of itself.

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## **Recommendation Number 18**

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### **Former Commanders as Faculty**

Service chiefs should ensure that more former commanders who have clear potential for further promotion and for command assignments serve on PME faculties. Their teaching tours should be relatively short and should not preclude them from competing for command and key staff positions; rather, a faculty assignment should enhance their competitiveness. (Chapter V, No. 3, Panel Report p.167.)

### **School Characterization**

Implemented

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### **Status**

The selection of military faculty is based, in part, on the officer's last assignment and overall experience. College officials stated that of the current faculty, 18 are former successful commanders. This indicates that they have an excellent opportunity for promotion.

The normal tour length at the College is 3 years. College officials stated that military faculty members completing their tour at the College are competitive with those officers who have not served at the College.



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## Recommendation Number 19

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### Faculty Development Program

The services should develop programs to qualify military faculty members to ensure they are prepared professionally. These programs could include prior graduate education, faculty conferences, and sabbaticals at other institutions. Those military faculty who lack education or teaching experience need the opportunity to participate in a faculty development program to enhance their knowledge and teaching skills prior to assuming responsibilities in the classroom. The panel opposes the widespread practice of retaining graduating officers as faculty for the following year. Graduating students should have additional experience prior to teaching. (Chapter V, No. 4, Panel Report p.167.)

### School Characterization

Implemented

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### Status

The military faculty should be graduates of either an intermediate or senior level school. The Marine Corps has recently created a senior level school for the primary purpose of preparing its graduates to be members of the College military faculty. The course currently has 6 officers enrolled, and at the end of the 2 years, there will be 12 graduates from this school on the faculty at the College. Officers from other services who will be instructors at the College will begin attending this school in fiscal year 1992.

Once an individual joins the faculty, regardless of his point of origin, he is further prepared for the actual execution of specific instruction by a Problem Director. The director conducts training sessions for the seminar discussion leaders to prepare them for their seminar discussions. At these training sessions, the seminar discussion leaders are provided with additional information on the topic, the director's objective for that period of instruction, and suggestions on how to best obtain the director's objective. Each summer, before the start of the academic year, a week-long workshop is held to prepare the faculty for the requirements of the year.

The College retains two graduating students per year to serve on the faculty for a period of 2 years.

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## Recommendation Number 20

Cadre of Career Educators	The services should develop a cadre of career educators for PME institutions similar to those at West Point. They should have an academic foundation, preferably a doctorate, in the area they are to teach as well as an exemplary military record based on solid performance. Military educators and functional area specialists should be given the opportunity to strengthen their academic credential, and the careers of the former should be managed like those of other "professional" groups in the military. (Chapter V, No. 5, Panel Report p.167.)
School Characterization	Not Implemented
Status	College officials disagree with the idea that the College should develop a cadre of professional military educators. They stated that the instructors at the College should have solid operational experience in all aspects of the service represented by the instructor and a firm understanding or experience in joint and combined operations and doctrine. Military faculty, in order to have credibility and insure the currency and validity of the material taught at the school, must have current operational experience. Without this experience, the faculty would not be able to effectively communicate to the students what happens to theory and doctrine in actual application. (For additional details, see discussion under recommendation 17.)

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## Recommendation Number 21

In-Residence Graduates as Faculty	As a goal, about 75 percent of the military faculty at the intermediate schools should be graduates of an in-residence intermediate (or higher) school and should have an advanced degree. (Chapter V, No. 6, Panel Report p.167.)
School Characterization	Partially Implemented

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**Status**

About 55 percent, or 15, of the military faculty graduated from an in-residence program and have advanced degrees. College officials expect that this percent will increase.

Officers selected to attend the newly created top level school must meet all the requirements necessary for a senior level school, including attendance at an in-residence intermediate school, and after completing this school, will be assigned as faculty at the College. College officials stated that they value sound operational experience more than advanced civilian academic degrees.

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**Recommendation  
Number 22**

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**Civilian Faculty Quality/  
Mix**

The PME faculty should have a high-quality civilian component in order for PME schools to attain a genuine "graduate" level of education. The civilian faculty should be a mixture of experienced, well-respected individuals of national stature, who, in combination with outstanding younger Ph.D.s, will provide balance, expertise, and continuity. Civilian professors must continue to research and publish not only to keep themselves in the forefront of their academic field, but also to ensure their academic credibility. The panel believes that civilian faculty are particularly important at senior colleges, where they should make up a substantial portion, perhaps around one-third, of the faculty. (Chapter V, No. 9, Panel Report p.168.)

**School Characterization**

Partially Implemented

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**Status**

Civilians are hired based on their education and experience. Currently three civilians make up about 9 percent of the total College faculty. Each of these faculty members holds an earned doctorate and has previous teaching experience. Two of the three previously taught at civilian institutions and the third taught at the College while serving on active duty in the Marine Corps.

The College is currently authorized to have four civilian faculty members. The College has the authority to hire civilian faculty under the civil service system and plans to hire an additional 12 civilians during

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fiscal years 1991-94. Civilian faculty members are recruited using federal job announcements and placement of advertisements in professional journals. The College is also seeking alternative hiring authority, which will give it greater flexibility and control over the selection process.

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## Recommendation Number 23

### Hiring Quality Civilian Faculty

Stronger incentives are also needed to attract a high-quality civilian faculty. The law should be amended to give the Secretary of Defense and each service secretary the same flexibility in employing and compensating civilian faculty that the Secretary of the Navy currently has under 10 USC 7478. (Chapter V, No. 11, Panel Report p.168.)

### School Characterization

Implemented

### Status

Among incentives offered to attract civilian faculty are salary, cash performance awards, and an opportunity to teach, research, and write in a unique PME environment. (See recommendation 1 for a discussion of the College's expanded civilian hiring authority.)

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## Recommendation Number 24

### Student/Faculty Ratios

The student/faculty ratios at the professional military institutions should be sufficiently low to allow time for faculty development programs, research, and writing. The panel envisions a range between 3 and 4 to 1, with the lower ratios at the senior schools. The panel also recommends that additional faculty, principally civilian, be provided to the National Defense University schools and that the Secretary of Defense, with the advice of the Chairman, JCS, assure the comparability of the joint and service school student/faculty ratios. (Chapter V, No. 12, Panel Report p.168.)

### School Characterization

Partially Implemented

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<b>Status</b>	The current student/faculty ratio is between 6 and 7 to 1, which is lower than when the Panel visited the College in academic year 1987-88. Officials told us that the College plans to further lower the student to faculty ratio through the hiring of new civilian faculty. This figure does not include the 3 English instructors or the 13 adjunct faculty members. It does include the students that attend the senior level school and the advanced intermediate school.
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## **Recommendation Number 25**

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<b>Faculty Exchange With Academy</b>	The services should study the feasibility of improving their faculties by using members of the service academy faculties on an exchange basis to teach at PME institutions. (Chapter V, No. 13, Panel Report p.168.)
<b>School Characterization</b>	Not Implemented

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<b>Status</b>	<p>The College has not conducted any studies as to the feasibility of using service academy faculty as Command and Staff College faculty. The College stated that there are a number of differences between the service academies and the College. A primary difference exists in the focus of the two types of schools. The service academies focus on entry level training and baccalaureate studies while the college focuses on graduate level education.</p> <p>Another area of concern is that Naval Academy military faculty members are not tenured. Both Academy and College faculty are assigned to their respective schools for periods of not more than 3 years. This further reduces the opportunity for and the benefit of any exchanges. The College uses academy faculty members in a guest speaker role to address a particular topic because of their expertise, and also as a resource for development of portions of courses. Officials told us they expect this form of association to continue.</p>
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## Recommendation Number 26

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### Commandant/President as General/Flag Officers and Involvement in Instruction

Ideally, the commandants or presidents should be general/flag officers with promotion potential, some expertise in education, and operational knowledge. They should become actively involved in teaching the student body. (Chapter V, No. 16, Panel Report p.168.)

### School Characterization

Implemented

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### Status

The Director of the College has historically held the rank of colonel. There are no plans to elevate the position to the general officer rank.

College officials noted that one of the last three previous directors was promoted to the rank of general upon leaving the College. Of the other two, one is still on active duty as a colonel and one retired.

The Director told us that he spends as much time as possible in the classroom.

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## Recommendation Number 27

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### Active/Passive Instruction

The Chairman, JCS, and service chiefs should review the current methods of instruction at PME schools to reduce significantly the curriculum that is being taught by passive methods (e.g., lectures, films). PME education should involve study, research, writing, reading, and seminar activity—and, in order to promote academic achievement, students should be graded. The commendably low 10-percent passive education for the Army Command and General Staff College sets a goal for the other schools. (Chapter V, No. 23, Panel Report p.169.)

### School Characterization

Implemented



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form. Whenever possible, oral explanations of problem solutions that may be required. Faculty members evaluate test results and assign letter grades.

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**Recommendation**  
**Number 29**

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**Evaluation of**  
**Examinations/Papers**

All intermediate- and senior-level PME schools should require students to take frequent essay type examinations and to write papers and reports that are thoroughly reviewed, critiqued, and graded by the faculty. Examinations should test the student's knowledge, his ability to think, and how well he can synthesize and articulate solutions, both oral and written. (Chapter V, No. 25, Panel Report pp.169-70.)

**School Characterization**

Implemented

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**Status**

Actions taken under this recommendation are discussed in recommendations 3 and 28.

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**Recommendation**  
**Number 30**

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**Distinguished Graduate**  
**Program**

All PME schools should have distinguished graduate programs. These programs should single out those officers with superior intellectual abilities for positions where they can be best utilized in the service, in the joint system, and in the national command structure. (Chapter V, No. 26, Panel Report p.170.)

**School Characterization**

Implemented

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**Status**

The College has implemented a distinguished graduate program. Approximately 14 percent, or 27 students, received this distinction in academic year 1989-90. The distinguished graduate program provides an opportunity to appropriately recognize those graduating officers who



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have made the most significant contributions, both academically and professionally, during the academic year.

The criteria used to identify distinguished graduates include:

- academic excellence;
- contributions to the professional knowledge of fellow officers;
- achievements in areas outside course requirements;
- professional qualities best embodying the profession of arms, such as leadership abilities, class participation, attitude, speaking and writing skills, tactical and technical competence, military presence, and adaptability; and
- input from other students who recommend three officers within their seminar group who provided the most significant contributions to the overall learning experience for the group.

Based on the past 2 years of the distinguished graduate program, College officials could not identify any particular disadvantages of the program. As to the advantages, College officials said that those students who do the higher level of work receive a higher degree of satisfaction for their efforts by their recognition through the distinguished graduate program.

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## **Recommendation Number 31**

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### **Officer Efficiency Reports**

The Chairman, JCS, and the service chiefs should give serious consideration to using officer efficiency reports rather than training reports for PME institutions. (Chapter V, No. 27, Panel Report p.170.)

### **School Characterization**

Implemented

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### **Status**

The College is using officer efficiency reports for each student.

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# Major Contributors to This Report

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# Glossary

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## Intermediate Service School

This is generally the third level of an officer's formal PME and officers with about 10 to 15 years of military experience attend one of the four intermediate schools. (These schools are the U.S. Marine Corps Command and Staff College in Quantico, Virginia; the College of Naval Command and Staff in Newport, Rhode Island; the U.S. Army Command and General Staff College at Fort Leavenworth, Kansas; and the U.S. Air Force Command and Staff College at Air University, Maxwell Air Force Base, Montgomery, Alabama.) An officer is usually at the major rank in the Army, Air Force, and Marine Corps or lieutenant commander in the Navy. At the intermediate level, the focus is on several branches of the same service as well as on the operations of other services.

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## Joint Professional Military Education

This education encompasses an officer's knowledge of the use of land, sea, and air forces to achieve a military objective. It also includes different aspects of strategic operations and planning, command and control of combat operations under a combined command, communications, intelligence, and campaign planning. Joint education emphasizes the study of these areas and others from the perspectives of the Army, Navy, Air Force, and Marine Corps services.

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## Joint School

Joint PME from a joint perspective is taught at the schools of the National Defense University located at Fort McNair in Washington, D.C., and another location in Norfolk, Virginia. For the most part, officers attending a joint school will have already attended an intermediate and/or senior service school.

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## Joint Specialty Officer

An officer who is educated and experienced in the formulation of strategy and combined military operations to achieve national security objectives.

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## Operational Art

The employment of military forces to attain strategic goals in a theater of war or theater of operations through the design, organization, and conduct of campaigns and major operations.

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## Phase I

That portion of joint education that is incorporated into the curricula of intermediate and senior level service colleges.

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**Senior Service School**

This level is normally attended by lieutenant colonels and colonels in the Army, Air Force, and Marine Corps and by Navy commanders and captains with about 16 to 23 years of military service. The senior service schools generally offer an education in strategy. (The four senior level schools are the College of Naval Warfare in Newport, Rhode Island; the Army War College at Carlisle Barracks, Pennsylvania; the Air War College at Air University, Maxwell Air Force Base, Montgomery, Alabama; and the Marine Corps Art of War Studies program in Quantico, Virginia.)

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**Service School**

One of the individual Army, Navy, Air Force, or Marine Corps intermediate or senior PME institutions.

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**Strategy**

National military strategy is the art and science of employing the armed forces of a nation to secure the objectives of national policy by applying force or the threat of force. National security strategy is the art and science of developing and using the political, economic, and psychological powers of a nation, together with its armed forces, during peace and war, to secure national objectives.

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