

Officer Development: A Contemporary Roadmap

**A Monograph
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Abstract

OFFICER DEVELOPMENT: A CONTEMPORARY ROADMAP by Major William D. Linn, II, US Army, 52 pages.

Army senior leaders suggest that to face the challenges of the Contemporary Operating Environment, the US Army requires a new type of officer. This multi-skilled leader, dubbed the 'pentathlete', will meet the challenges of the modern battlefield as a function of his maturity, experience, education, and formal training. US Army officers today, however, face a career path marked by "up or out" promotions, short tours leading and commanding soldiers, and few opportunities to seek advanced degrees in residence. Officers weather the other second and third order effects of an outdated 20-year retirement plan that does not optimize the resources dedicated to building a highly effective officer corps.

When prompted to change, the US Army often looks to its own history for inspiration. Rather than take a traditional approach, the author conducted a study of army officer development among America's five closest allies. The armies of Australia, Canada, France, Germany, and Great Britain all exhibit common developmental themes and all strongly diverge from the current US model. The result of this study, an allied-inspired model for US Army officer development, may provide some suggestions for the US Army in their effort to create pentathlete officers.

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I. Introduction

Though the United States is comparatively young with respect to its allies, the American Army showed an early interest in professionalizing its officer corps. The Army took its first steps in 1802 when President Thomas Jefferson established the United States Military Academy. Influenced by their experiences in the War of 1812, US Army officers wrote extensively about the way ahead and created a decentralized school for commissioned artillerymen in 1824. Engineer officers had their own school by 1866, but these and other institutions were for local attendance and their curriculums were not standardized. In general, from the American Revolution through the Indian Wars, officers learned as a function of on-the-job-training. By 1881, the Army founded the School of the Application of Infantry and Cavalry which, as a critical turning point, brought a few talented officers to Fort Leavenworth to receive professional military education. In spite of these efforts, the officer corps was in trouble. By the time of the Spanish American War in 1898, the Army found that junior officers were demonstrating competence but senior leaders were not performing well.¹

Between 1899 and 1901, the US Army took a closer look at how it managed and developed its officers. The findings of Eihu Root, then Secretary of War, betrayed that one third of the officer corps had no formal military education and that the education an officer received as a cadet could not sustain him throughout his career. Secretary Root's initiatives, dubbed the "Root Reforms," led the Army to establish a progressive system of schools for Army officers.² As many prominent foreign armies had already established professional systems of education, institutions abroad directly influenced the system in the United States. "American army officers

¹ Mr. Kelvin Crow, interviewed by author, Fort Leavenworth, KS, April 4, 2008. Mr. Crow is the Assistant Command Historian at the Combat Studies Institute at Fort Leavenworth.

² William J. Webb, "The Root Reforms and Army Schools and Branches," Center for Military History (CMH), <http://www.history.army.mil/documents/1901/Root-Schools.htm> (accessed April 4, 2008).

of the later nineteenth century, generally considered to be progressive or reform minded, were often the most aware of European armies, wars, and military schools.”³ Because of the Army’s ability to be self-critical, as well as their willingness to consider suggestions and examples from outside America’s borders, the Army postured itself to make relevant changes.

By World War I, the Army was able to effectively mobilize and lead a massive army in combat, due in large part, to the education and training of its officer corps. Influenced by both allies and adversaries, the US Army enhanced their system in 1916 and solidified its concept of a full career, retirement, and promotions.⁴ Through World War II and the Cold War, the United States required a large, standing army. As a function of its experience in the Second World War, the US Army was prepared to respond. The Army’s officer development system, benefitting from decades of institutional fine-tuning, allowed officers in this era to perfect their approach to the linear threat posed by industrialized nations and their massed armies.

The challenges facing the United States and its army today stand in stark contrast with the past. The Global War on Terror, fought by less than 1% of the US population, has forced uniformed personnel to take the initiative in meeting the necessities of the situation, rather than the missions and challenges the Army trained them to face. These leaders, by default, are often assuming roles outside of their vein of expertise and training.⁵ In the vacuum left by a lack of trained diplomats and other government agents, legions of Army officers have stepped in and are now the *de facto* mayors, city engineers, and nation-building authorities in the areas of conflict. Considering their lack of training and experience, the US Army should be proud of what their

³ Timothy K. Nenninger, *The Leavenworth Schools and the Old Army: Education, Professionalism, and the Officers Corps of the United States Army, 1881-1918* (Westport, CT: Greenwood Press, 1978), 13.

⁴ John Christian, *An Overview of Past Proposals for Military Retirement Reform* (Santa Monica, CA: RAND Corporation, 2006), 2-3.

officers have accomplished when given missions that fall outside of their traditional responsibility. While celebrating the willingness with which officers show initiative, the Army must understand that there is inherent risk involved in this practice.

The Army's most senior leaders recognize that their organization is in need of this new type of officer. When they describe their vision for tomorrow's leader, they label this officer the 'Pentathlete', 'strategic leader', and one who possesses the 'agile leader mindset'.⁶ Their critique is by no means an admonishment of the dedication, potential, and talent of their officers, but rather a suggestion that the current development model does not optimize the resources and time dedicated to developing this new officer. Indirectly, they are advocating necessary changes to the system in order to produce the leader they describe. Without change, the developmental system will continue to produce the officers prepared to fight the linear wars of a bygone era. Change is required in order to ensure the US Army uses its resources to maximum effect and derives the benefit of a solid and professional officer corps.

Rather than measure the success of our officer development based on what the United States Army has done in the past, it is worth exploring the officer development models of America's closest allies. The most relevant allied models, for the purpose of this analysis, include those of Australia, Canada, France, Germany, and Great Britain. Centuries of military history and tradition have shaped these nations, which in turn produced theorists and leaders who have influenced American doctrine and training. In the case of France and Germany, the writings of Jomini and Clausewitz still form the underlying theory behind American operational manuals. Through ABCA, the US established a formal cooperation program between the American,

⁵ <http://www.nationmaster.com/country/us-united-states> (accessed November 24, 2006). The US military boasts 1.366 million uniformed personnel as compared to a US population of over 300 million.

⁶ Brigadier General Robert B. Brown, (lecture, School of Advanced Military Studies, Fort Leavenworth, KS, January 24, 2008). Brigadier General Brown is the Assistant Division Commander of the 25th Infantry Division.

British, Canadian, and Australian armies in 1947. As a result, the US brought these four countries into their inner circle of intelligence sharing. In all, these five nations each share a special relationship with the United States, dating back decades if not centuries. Most notably, the US Army fights side-by-side with these five nations in the Global War on Terror as peers and professional equals.

There are striking similarities among these five allies with regard to army officer development. When considering their career progression, the average age and length of time spent in command, formal education, and retirement plans, a general allied model emerges. Allied army officers serve much longer careers than their peers do in the US Army. Without the pressure to serve in a series of positions at each rank, the allied armies take time to groom and carefully select their officer population at each stage. Lieutenants spend considerable time leading platoons. Company commanders are fully ten years older and often one rank more senior than their American counterparts are. Without an “up or out” promotion system beyond the rank of Captain, all five allied nations have the option to freeze less-promising officers at their current rank until mandatory retirement. They harvest only those officers with specific skills and demonstrated talent for positions of greater responsibility. In addition, the allies further enhance the population of their junior and mid-grade officers through well-placed incentives and retirement packages. A rewards-based system where officers are not assured schools, promotions, and advancement seems to provide the best incentives for officers in a modern army.

At present, the US Army is decisively engaged in a Global War on Terrorism and the challenges of the current environment require the most resourceful and adaptive of commissioned leaders. The pentathlete is the officer the Army needs, but he is not the product of the Army’s current system. As stewards of national resources, Army leaders must optimize the officer development system out of both principle and necessity. Success on future battlefields demands that a system as resource and time intensive as officer development should be subject to constant scrutiny and be adaptive in order to remain relevant. A radical departure from the US Army’s

traditional model for officer development may not be in order, but a discussion of what America's allies consider enduring themes could prove timely. Will the body of evidence from the battlefield and the call of senior leaders be enough to compel the Army to change how it develops and manages officers? Will the institution be critical enough of itself to make relevant adjustments, even if the inspiration for change comes not from the Army's history, but from among America's closest allies?

II. Exploring the Contemporary Operating Environment (COE) and the 'Leader Pentathlete'.

In light of current trends, it is important that the Army educates and develops its officers to exercise effective leadership in the contemporary environment. The COE, in the words of the former Secretary of the Army, Dr. Francis J. Harvey, is now the "realistic battlefield" where the battlefield is defined by simultaneous operations and effects in "warfighting, security, governance, civil affairs, and stability." This battlefield is a place where remote villages are the urban environment, popular media is a constant consideration, and there is an absolute necessity for constant interaction between the Army, local religious and political figures, and governmental institutions.⁷ "The insurgencies in Iraq and Afghanistan were not, in truth, the wars for which we were the best prepared in 2001," wrote General David Petraeus in January 2006, "however, they are the wars we are fighting and they clearly are the kind of wars we must master."⁸ Officers who will enjoy success while functioning on that landscape will be adaptive, agile, educated, and

⁷ Dr. Francis J. Harvey, "A Strategic Framework...The Army Plan," (lecture, Renaissance Grand Hotel, St Louis, MO, November 5, 2007).

⁸ Lieutenant General David H. Petraeus, "Learning Counterinsurgency: Observations from Soldiering in Iraq," *Military Review* (January-February 2006), 1-14.

experienced. They will have the ability to think critically, speak and write effectively, and draw from their experience and relevant training.⁹

With the recognition that US Army officers will face on-going challenges, the need for an analysis of how the Army develops officers seems compelling. As reinforcement, the Army's new leadership manual, FM 22-5, states that the keys to development include institutional training, the training, education, and job experience gained during operational assignments, and self-development.¹⁰ The US Army's reference for the development of commissioned officers, DA PAM 600-3, also emphasizes the Army's commitment to building effective officers. The multi-skilled leaders the Army intends to produce are strategic and creative thinkers, as well as builders and leaders of teams. They are competent, full spectrum warfighters or those who support the warfighting effort. These officers are effective in managing, leading, and changing Army organizations as well as possess skills in governance, statesmanship, and diplomacy. The pamphlet further articulates that Army officers should apply their skills with regard to the cultural context of the situation in which they find themselves.¹¹

The testimonies of senior leaders suggest that Army leaders must evolve to meet and anticipate future challenges. Both General George Casey, Army Chief of Staff, and General David Petraeus, Commander of Multi-National Forces Iraq, conclude that mastery of this battlefield requires a leader who is best suited to face the unique challenges of the contemporary environment. The term 'Pentathlete' was first coined to describe this modern, adaptive leader and articulated best by then Secretary Harvey in October 2005:

⁹ Dr. Jacob Kipp, (lecture, School of Advanced Military Studies, Fort Leavenworth, KS, February 5, 2008). Dr. Kipp is the Deputy Director of the School for Advanced Military Studies.

¹⁰ US Army, Field Manual 22-5, *Leadership* (Washington, DC: US Government Printing Office, 12 October 2006), p 8-9.

The Army's vision for leaders in this century is that of the Pentathlete—a multiskilled leader who personifies the warrior ethos in all aspects, from war fighting to statesmanship to enterprise management... Through the proper balance of unit experiences, training and education at all levels, we must produce leaders who are decisive, innovative, adaptive, culturally astute and effective communicators. In addition to being experts in the art and science of the profession of arms and demonstrating character and integrity in everything they do, they must be astute at building teams, boldly confronting uncertainty and solving complex problems while engendering loyalty and trust. Above all, our future leaders must be strategic and creative thinkers dedicated to lifelong learning. Only through that commitment will we develop leaders thoroughly comfortable in leading, managing and changing large organizations as well as skilled in governance, statesmanship and diplomacy.¹²

General David Petraeus, reinforced the Pentathlete concept in December 2006. He told *Spiegel* that the ideal officer “certainly has to be a warrior first. Obviously warfighting is the foundation. But we also want leaders who can do more than that. We want what we now call the pentathlete leader – metaphorically – a leader who is not just a sprinter, but also a long distance runner and high jumper. We need people who feel comfortable throughout the whole spectrum of conflict, not only in combat operations. They should understand the conflict in a deeper sense, its background and its nature and the wide range of responses to that.”¹³

General George Casey described this new leader in October 2007 as “agile” and “adaptive.” “In this era of persistent conflict,” said Casey, “it is absolutely essential that we can develop leaders who can handle the challenges of full spectrum operations. Our leaders in the 21st century must be competent in their core competencies, brought up to operate across a full spectrum of conflict, able to operate in joint, interagency, and combined environments, at home

¹¹ US Army, Department of the Army Pamphlet 600-3, *Commissioned Officer Professional Development and Career Management* (Washington, DC: US Government Printing Office, 11 December 2007), p 10.

¹² Dr. Francis J. Harvey, “Building the Future Force While Continuing to Fight The Global War on Terrorism,” *Army*, (October 2005), p 19.

¹³ Lieutenant General David H. Petraeus, interview by *Spiegel*, *December 18, 2006* “We Have to Raise our Sights Beyond the Range of an M-16” <http://www.spiegel.de/international/spiegel/0,1518,455199,00.html> (accessed August 21, 2007).

and in other cultures, and courageous enough to see and exploit opportunities in the complex environments that they will be operating in.”¹⁴

Today’s officer development system, implemented in an era devoid of the COE’s challenges, fails to account for the vision expressed by the Army’s most senior leaders. The current Army’s model, largely unchanged since 1948, generates unintended consequences and betrays the following assumptions:¹⁵

1. Though not every Lieutenant Colonel will command a battalion, every Second Lieutenant can expect eventual promotion to Lieutenant Colonel without negotiating traditional quality assurance gates, such as Lieutenant Retention Boards and selection to attend Intermediate Level Education at the Command and General Staff College (CGSC).
2. Comparatively young officers, junior in grade and with limited experience leading soldiers, are best suited to command a company.
3. Officers can make significant contributions to organizations while routinely holding an assortment of key and developmental positions for 12 months or less.
4. The value of obtaining a Master’s degree in residence is marginal. Online courses and night school conducted by an officer who is often balancing the demands of family, professional responsibilities, and multiple combat tours, is sufficient.

¹⁴ General George W. Casey, Jr. (Eisenhower Luncheon Address, AUSA Annual Meeting, Washington, DC, October 9, 2007).

¹⁵ John Christian, *An Overview of Past Proposals for Military Retirement Reform* (Santa Monica, CA: RAND Corporation, 2006), 2-3.

It is important to emphasize the first assumption as an explanation of the others. Second Lieutenants in today's army follow an eighteen-year course to the rank of Lieutenant Colonel, culminating for some with command of a battalion. This expectation of promotion is a function of both current retention issues as well as a long-standing "up or out" promotion system. The Army created the "up or out" promotion system in 1916 in an effort to maintain a young and eager officer corps. Under that structure, Generals Dwight D. Eisenhower and George C. Marshall distinguished themselves and gained reputations as soldier scholars. Army officers were encouraged to seek duty positions and non-traditional responsibilities that developed them holistically. The Army afforded them the time to study, lead, and contribute in each assignment. In 1948, however, the Army implemented the 20-year retirement system.¹⁶ The combined effect of the two systems, given the context of the Cold War, was not significant at the time. America faced a traditional, linear threat and their officers did not require a pronounced depth of understanding and education to be effective. Officers could focus primarily on solutions to military problems and enjoy the support a fully staffed body of diplomats and other agents of government working in concert with the military effort. As the battlefield and Army senior leaders now suggest, times have changed.

When assessed holistically, the US Army is still the most lethal and effective institution of its kind in the world. With regard to officer development, however, the current model creates second and third order effects that may not optimize the effectiveness of the Army Officer Corps. The testimonies of senior leaders suggest that the shortage of officers in the US Army is not the central issue, but rather the process of how the Army can produce a new kind of officer. The question is not whether to adjust, but how drastically and in which areas. It is not safe to assume that if the Army remains *status quo*, the institution will suddenly flood itself with leader

¹⁶ Ibid., 2-3.

pentathletes simply because Army leadership is emphasizing the requirement. If any pentathletes exist today in the Army Officer Corps, they are not likely to be deliberate products of the current developmental system.

Some answers may lie in an analysis of America’s closest allies. Logical and deliberate initiatives within their army officer development system produce an officer corps optimized by better experiences, training, and education. With added maturity among leaders and commanders, a relevant and deliberate education process, and true expertise, American Army officers can be better prepared to face the missions of today and tomorrow.

III. The Current US Model for Officer Development

The Current US Army Model

GRADE	2 ND LIEUTENANT	1 ST LIEUTENANT	CAPTAIN	MAJOR	LIEUTENANT COLONEL
Officer Professional Training and Experience (Command Tours in Bold)	1. Officer Basic Course 2. Special Skills Training 3. Platoon Leader	1. Platoon Leader 2. Company XO 3. AS-3	1. Officer Advanced Course 2. Battalion / Brigade Staff 4. Company Command 5. Battalion / Brigade Staff / (Officers can also elect to serve within a designated functional area outside of their basic branch)	Operations: 1. CGSC 2. Battalion S-3 / Battalion XO 3. Staff (Officers can also elect to serve within a designated functional area outside of their basic branch)	Operations: 1. Staff 2. Pre-Command Course 3. Battalion Command 4. Joint Staff / (Officers can also elect to serve within a designated functional area outside of their basic branch)
Advanced Schooling	Un-sponsored Graduate School Opportunities		Sponsored Graduate School Opportunities		Un-sponsored Graduate School Opportunities
Retirement Gates					Retirement Gate #1 at 20 Years of Service (50%)
Average Age	22 – 23.5	23.5 - 25	25 – 32.5	32.5 – 38.5	38.5 - 42
Years of Service	YR 1 – YR 1.5	YR 1.5 – YR 3 (Promotion to Captain actually occurs at 38 months)	YR 3 – YR 10 (for early promotion to Major at 9.5 years of commissioned service)	YR 10 – YR 16.5 (for early promotion to Lieutenant Colonel at 5 years time in grade as a Major)	YR 16.5 – YR 20

Candidates who enter a US Army officers commissioning source first receive mandatory primary and secondary education. Typically, young men and women will graduate from high school at age 17 or 18 with a diploma after completing twelve years of required secondary

education. Students, beginning at age six, will pass through elementary, middle, and high school education levels before eventual graduation. Through federal guidance, state boards of education dictate standards for students in each of the 12 classes, or grades, and create formalized tests to measure student progress and qualify them for graduation. Students are not required to remain in school beyond an individual state's mandatory attendance requirement, between 14 and 18 years of age. American high school graduates have base or advanced knowledge in English, science, social science, and mathematics. Some students may receive elective credit for foreign language classes, typically French, German, Italian, or Spanish.

Typically, students pursuing degrees after high school can earn an Associates Degree in two years, a Bachelor's degree in four, and Master's with an additional two years of study. For those who continue their education in pursuit of a Doctorate degree, they can complete their course work in as little as three additional years and produce their dissertation within a ten-year period.

2004 US Army Officer Production¹⁷

USMA	908 (14%)
ROTC	4,408 (71%)
OCS	935 (15%)

US Army officers receive commissions once they graduate from a program at a recognized source, such as the United States Military Academy (USMA), the Reserve Officers' Training Corps (ROTC), and Officer Candidate School (OCS). USMA and ROTC are four-year programs while OCS is a 16-week course. Active duty service time begins when an officer graduates from USMA or ROTC, or continues to accrue while a former enlisted soldier attends

¹⁷ Institute of Land Warfare, *Profile of the US Army: A Reference Handbook 2005* (Arlington, VA: The Association of the United States Army, 2005), 48.

OCS. The fact that the four years spent at USMA or the Army as active duty service does not compute a pro-rated system of credit at ROTC constitutes a departure from allied systems.

Once an officer arrives at a unit as a senior Second Lieutenant, he will typically serve as a platoon leader, company executive officer, or in a position on a battalion staff after promotion to First Lieutenant. Tenure as a platoon leader could be as short as six months and as long as two years, 15 months being the average. The officer may serve one year in each of the subsequent two duty positions. The current promotion rate to Captain is 95%-98% of those eligible for promotion and occurs at 38 months time in service. US Army officers will attend a six month Officer Advanced Course upon promotion to Captain and will likely serve in a staff assignment at a battalion or brigade until selected for company command. There is a 12-month requirement for Captains to serve in command before assuming other duties at the battalion level or higher. The average tour in company command is 18 months. Officers may be encouraged by their branch managers to pursue subsequent assignments at training centers or staff positions on either Army or Joint staffs. They may also explore opportunities within their Functional Area (FA). An FA is an additional career path outside of the officer's basic branch in which he received a commission. An Army board will determine an officer's FA designation when he is a Captain between his fifth and sixth year of service. FAs include Psychological Operations, Civil Affairs, and Foreign Area Officer, among others. The Army designed this program to increase the utility of officers at senior levels, though with such a condensed timeline for mid-career officers, an FA assignment comes at the expense of valuable experience in their basic branch.¹⁸

In recent years, promotion to First Lieutenant, Captain, and Major has been consistently 97%, while promotion to Lieutenant Colonel and Colonel is currently 92% and 80%,

¹⁸ Major Jason Curl, interviewed by author, Fort Leavenworth, KS, January 24, 2008. Major Curl is a former Infantry Branch Representative at Human Resources Command.

respectively.¹⁹ There is universal attendance for all officers at the Command and General Staff College (CGSC) or equivalent, either as a resident or non-resident student. Normally, after completion of CGSC, US Army Majors will seek Key and Developmental (KD) positions as battalion executive (XO) or battalion training officers (S3). There is a trend in some branches to delay attendance at CGSC and offer key positions to Majors before they attend the Staff College.²⁰

The last remaining years as a Major and Lieutenant Colonel can be spent serving in an FA assignment, staff position, or on a three-year tour to acquire Joint qualification (intra-service experience). To compete for battalion command, a board will review an officer's file and evaluate it for suitability. Aside from those Majors and Lieutenant Colonels selected for early promotion, the results of this board constitute the first opportunity for an officer to gauge how his individual performance compares with his peers. Once board-selected to command a battalion, a population of around 25%, the officer will serve two years in that position. After command, in terms of development and assignments, a special directorate that oversees the personnel files of former battalion commanders will manage the officer.²¹

With regard to post-secondary education, most officers in the US Army have a nationally accredited Bachelor's degree prior to earning their commissions. The Army currently manages over 52,500 files, from which we can glean the following statistics:

2008 US Army Officer Education²²

Less than a Bachelor's degree 1,000+ (at least a high school diploma)

¹⁹ Major Heather Warden, e-mail message to author, February 8, 2008. Major Warden is assigned to Human Resources Command.

²⁰ Major Jason Curl, interviewed by author, Fort Leavenworth, KS, January 24, 2008.

²¹ Ibid.

²² Major Heather Warden, e-mail message to author, February 8, 2008.

Bachelor's degree	36,000+
Master's degree	15,000+
PhD or professional degree	400+

The opportunity for non-sponsored advanced schooling exists at any point in an officer's career. Tuition assistance is possible through the military, but the Army limits sponsored investment for officers to attend advanced civil schooling as a resident student. Many US Army officers with advanced degrees, now recorded as 29% of the officer pool, obtain these degrees through online institutions, night school, through accredited degree programs like at CGSC, or through unaccredited programs like at the US Army War College or an equivalent.²³

For the purpose of this study, obtaining an advanced degree from a civilian institution while an officer is a resident student is optimal. In a civilian setting, officers learn to shape their ideas and defend their opinions in an environment very different from one they are accustomed. This exposure broadens an officer's mind and sharpens his ability to express himself in the written and spoken word. Traditionally military institutions often staffed with a majority of faculty who are either serving on active duty or are military retirees, are ill suited to provide the "broadening" experience. Without a forum where officers expose themselves to outside ideas and concepts foreign to the Army as an institution, officers may share less of the educational experience enjoyed by their civilian counterparts.

Those officers selected as Captains or Majors to teach at USMA, or those who receive an advanced civil schooling or Joint Chiefs of Staff internship, will earn a Master's degree in residence. Unfortunately, the opportunity to participate in these programs comes at a time when

²³ Information obtained by the author in conversations with over three dozen US Army Majors assigned as students at the Command and General Staff College. Human Resources Command does not have data to substantiate the sources from which officers receive their advanced degrees. Officers selected to attend the US Army War College may elect to attend another Senior Service College (SSC) within another branch of the military.

an Army officer is gaining critical leadership and professional experience in tactical units. After one or two years of coursework, an officer who completes one of these programs will serve a utilization tour that may or may not enhance the officer's development in his basic branch. Because of the ill-timed opportunity, he is at risk when he competes with those who remained active in their basic branch and, more importantly, is at risk due to the professional knowledge and experience he forfeited through his participation in the program.²⁴

The US Army has a long history with regard to its retirement plan. About the time of the American Civil War, the US Army looked closely at formalizing the concept of a full army career. An officer, by the standards set in 1861, could voluntarily retire with 40 years of service, an initiative designed to ensure leaders stayed youthful and fit. Officers expected to receive their full base pay plus the value of four Army rations for the rest of their lives. The years of service cap shrunk to 30 in 1870 and then 15 in 1935, a period when it was at its lowest in US Army history. With the adjustment of the years in service requirement, also came a change to the entitlement. Retired officers in 1871 drew both 75% of their base pay as well as longevity pay. In 1916, the same year the Army adopted its current "up or out" promotion system, they created a standard pay formula of 2.5% for each year served up to a maximum of 75% of an officer's base

²⁴ Major Michael Jason, interviewed by author, Fort Leavenworth, KS, March 28, 2008. Major Jason is a graduate of the Joint Chiefs of Staff (JCS) / Office of the Secretary of Defense (OSD) / and the Department of the Army Staff (ARSTAF) Intern Program. The three-phase program allows Captains from the Operations Career Field to earn a Master's in residence at Georgetown University for one year, serve one year on the Joint Staff or Office of the Secretary of Defense for a year, and then one year on the Army Staff. See also MILPER Message Number 06-142, AHRC-OPD-P, "Fiscal Year 2007 Joint Chiefs of Staff (JCS), Office of the Secretary of Defense (OSD), and the Department of the Army Staff (ARSTAF) Intern Program [May 12, 2006]" http://www.military.com/MilitaryCareers/Content/0,14556,MPDC_CareerNews_Army_All_051606_2,00.html (accessed April 5, 2008).

salary. In 1948, the Army began vesting officers at the point they reached 20 years of service, which has remained largely unchanged since that time.²⁵

Maintaining a healthy officer population at all levels is a priority and the US Army's retirement plan can prove a useful incentive. Under the current system, an officer can become fully vested at the point he reaches 20 years of active duty service. As the commitment for those officers who originated from USMA or ROTC is typically five years, the officer must commit to serve an additional 15 years of service before securing his first retirement benefit package. There is no strong incentive, other than paid employment, that would motivate an officer to remain in service beyond five years if he is not committed to serve a full 20 years. He must accept that, after five years, he serves at the expense of gaining seniority in a civilian company or occupation. In today's US Army, at the point an officer reaches 20 years of service, he will receive an immediate retirement benefit equal to 50% of the last 36 months of base pay. Additionally, the soldier funds the national pension plan of Social Security from each month's pay, resulting in an additional retirement benefit for the officer that he can draw at 62 years of age. Retired Army officers can draw a military retirement immediately, as early as 42 years of age, as well as health benefits and full use of facilities on any military installation. For officers who choose to serve longer than 20 years, the Army will add 2.5% of their base pay for each additional year of service until reaching a maximum age of 60. For general officers, the maximum age is 62. Under this system, a retired officer may draw more than 100% of the base pay he received while in uniform.²⁶

²⁵ John Christian, *An Overview of Past Proposals for Military Retirement Reform* (Santa Monica, CA: RAND Corporation, 2006), 2-3.

²⁶ Army Regulation [AR] 600-8-24, *Officer Transfers and Discharges* (Headquarters, Department of the Army [HQDA], Washington, DC, 12 April 2006). p 19.

Age by Duty Position²⁷

	Average Age	Oldest	Youngest	Number Considered
Platoon Leader	26.3	44	22	*3249
Company Commander	31.2	47	24	3704
Battalion Commander	42.3	55	38	862
Brigade Commander	47	56	42	223

With regard to an officer's age as he progresses, the average age of a Second Lieutenant in the US Army is nearly 26 according to Human Resources Command. They report that platoon leaders are typically 26 years old, while company commanders have an average age of 31. Since the responsibility for accurate reporting of this data rests with the individual officer, I believe this information is inaccurate. The average age of Second Lieutenants should closely mirror the average age of college graduates in America. Only 15% of the officer corps is OCS graduates, the officers who are often older than their USMA and ROTC counterparts. In analyzing the current career model while assuming the average age of a Second Lieutenant is 22, platoon leaders in the US Army are between 22 and 24 years of age, and company commanders, 26 to 28.

In the US Army, officers serve about three years before promotion to Captain, and are typically serving as company commanders with just over nine years of commissioned service. Leadership and command opportunities are "front loaded" in the American system through battalion command. A battalion commander will likely extend his career beyond 20 years of service in order to complete a two-year tour in command. If an officer leaves the Army with 20

²⁷ Major Heather Warden, e-mail message to author, February 22, 2008.

years of service, at age 42, he has the opportunity to earn a second retirement in the private sector before age 62, the point when the national pension program takes effect.²⁸

IV. Officer Development Among Allies

a. Australia

Australian Army Model

GRADE	2 ND LIEUTENANT (Rank for Reservists Only)	LIEUTENANT	CAPTAIN	MAJOR	LIEUTENANT COLONEL
Officer Professional Training and Experience (Command Tours in Bold)	1. Officer Basic Course 2. Platoon Leader	1. Officer Basic Course 2. Platoon Leader 3. Battalion Assistant S-1 / 4. Staff Course	1. Branch duty in tactical unit 2. Branch duty on staff / training center 3. Staff Course 4. Officer Advanced Course	1. Company Command 2. Branch specific duty 3. Various postings 4. CGSC 5. Staff	1. Army Group / Joint Staff 2. Pre-Command Course 3. Battalion Command
Advanced Schooling	Sponsored and Un-sponsored Degree Opportunities through DASS and JOPES (Army may grant a combination of time and financial aid)				
Retirement Gates					
Average Age	22 - 23	21 - 26	26 - 32	32 - 37	37 - 43
Years of Service	YR 1	YR 1 - YR 4 (for early promotion to Captain at 3 years time in grade as a Lieutenant)	YR 4 - YR 10 (for early promotion to Major at 5 years time in grade as a Captain)	YR 10 - YR 15 (for early promotion to Lieutenant Colonel at 4 years time in grade as a Major)	YR 15 - YR 21 (for early promotion to Colonel at 5 years time in grade as a Lieutenant Colonel)

Primary and Secondary education in Australia mirrors that of the United States. Individual states dictate the education standards as students pass through each year at ages comparable to students in the United States. With regard to university education in Australia, where the government funds all their universities, students can pursue a vocational or higher education to earn a graduate certificate, graduate diploma, or Associate's degree after studying

²⁸ Major Jason Curl, interviewed by author, Fort Leavenworth, KS, January 24, 2008.

for one to two years. A student can earn a Bachelor's degree in between three and four years and a Doctorate in much less time and with much less rigor than in British or American universities.²⁹

Typically, the Australian Army grants commissions to prospective officers who attend a three-year Bachelor's program at the Australian Defence Force Academy (ADFA) and attend a yearlong military training course at Australia's Royal Military College (RMC). About 60% of Australian officers enter the Army following this path. University students who earn a Bachelor's degree prior to their military service can attend an 18-month course at RMC to earn their commissions. Unlike the US Army, Australia has a direct appointment system. Worthy candidates for direct appointments may include Warrant and Senior Non-Commissioned Officers. They will enter the Army without a college degree and, unless they take advantage of a distance-learning program, can serve a full career without earning a Bachelor's or advanced degree.³⁰

Active Duty officers will not serve as Second Lieutenants, but will spend up to four years at the rank of Lieutenant. Lieutenants with a Bachelor's degree will serve for three years as a Lieutenant while those without a degree will serve for four years before promotion. Junior officers in the Australian Army can expect to remain at a single assignment for two years and initiatives are underway to extend their tenure to four years. During their first tour, they will serve for two years as a platoon leader and become quite proficient in their assigned duties. An opportunity for early promotion to Captain comes at three years time in grade as a Lieutenant. Once Lieutenants complete their requisite staff course, they are eligible for promotion to Captain.³¹

²⁹ Scottish Parliament, "Tertiary Education in Australia," http://www.scottish.parliament.uk/business/research/pdf_res_brief/sb02-32.pdf (accessed March 27, 2008).

³⁰ Major Matthew Cuttell, interviewed by author, Fort Leavenworth, KS, January 23, 2008. Major Cuttell is an Australian Army officer assigned as a student to the School of Advanced Military Studies at Fort Leavenworth.

³¹ Ibid.

Captains in the Australian Army serve for six years time in grade, but have an opportunity for early promotion at five years. Unlike the US Army system, they will not command a company as a Captain. Australian Captains will normally serve in tactical assignments, staff, at a training center, or a combination thereof. They will attend a resident staff course prior to their officer advanced course, their final gate for promotion to Major. The Australian Army expects their Majors to command a company for at least two years, which is an average nine months longer than the tour served by their American counterparts. The average age of a company commander in the Australian Army is 33, while commanders in the American Army are 31. After a post-command branch specific assignment, an Australian Major may attend their staff college and serve an additional two years in a staff assignment before promotion to Lieutenant Colonel. For those officers not selected to attend the staff college, roughly 60% of the officer population, they will be offered staff positions within or outside of their original branch and enjoy a full career. The Australian Army offers non-staff-college-qualified Majors the opportunity to “career stream” into a specialty field, e.g. Human Resources, for which they will negotiate specialized training. Though they will eventually progress within that field, the Army will never again afford these officers the opportunity to serve as an operational or “regimental” officer. Officers who serve the requisite time in service can expect eventual promotion to Major, but subsequent promotions beyond that point are not a guarantee. As the Australian Army does not have an “up or out” promotion system like the US Army, officers may serve a full career as a Major, Lieutenant Colonel, or beyond until age 55. Lieutenant Colonels, who serve at Army Group or a Joint Staff, may be among the fortunate 20% who will be selected to command a battalion for a two-year tour. In direct contrast to the US Army, Australian senior officers can

expect longer assignment tours than junior officers in order to allow them the opportunity to influence Army organizations and staff assignments.³²

Advanced schooling in the Australian Army is not a pre-requisite for career progression. Not only will the population of officers without Bachelor's degrees remain unhindered in their career aspirations, but also the Australian Army will seldom fully sponsor an officer to attend residence graduate studies. In the pursuit of an advanced degree, an Australian officer can apply for permission to attend night school or distance learning and may receive funds from the Army to assist with these courses. Within the Australian Defence Force, the Defence Assisted Study Scheme (DASS) provides assistance for further education. The aim of DASS is to improve the in-service study opportunities of military personnel and to encourage individuals to consider professional training and education options throughout their career. Through DASS, an officer may be granted both funding and a limited amount of time away from his duties to attend courses. Other means of schooling include service civil schooling schemes and the Junior Officer Professional Education Scheme (JOPES).³³

The retirement system for the Australian Army is the weakest among the allies. Australian officers, like all other private citizens in Australia, contribute a portion of their pay into a retirement fund. The government matches a percentage of the officers pay into the fund as well. The longer the officer serves, the longer the fund grows and the higher the percentage of base pay the government is obligated to contribute. Retirees cannot gain access to the dividends from the fund until age 65. The Australian Army provides an incentive equivalent to one year of

³² Lieutenant Colonel Scott Clingan, interviewed by author, Fort Leavenworth, KS, November 1, 2007. Colonel Clingan is the Australian Liaison Officer (LNO) assigned to the Combined Arms Center at Fort Leavenworth.

³³ Major Matthew Cuttell, interviewed by author, Fort Leavenworth, KS, January 23, 2008.

base pay at the point an officer reaches 15 years of service. After taking the incentive, the officer is then obligated to serve an additional five years.³⁴

Taken holistically, the Australian Army operates in direct contrast with the US Army. The Australian Army grants direct appointments for qualified enlisted and warrant officer candidates. Australian officers serve longer in key positions than their US Army counterparts and must pass several gates before promotion and advancement. Like the other allies, the Australian Army reserves company commander positions for an older Major, who remains in command for an extended period. Rather than moving more frequently between assignments, as they become senior officers, the Australian Army slows the re-assignment rate for field grade officers to offer the opportunity for those leaders to better influence their organizations. Without an “up or out” promotion system, only those who desire advancement and are best qualified can be considered for promotion. The US and Australia seem to share a similar age and promotion scheme for each rank, the exception being that Australian officers serve longer as Lieutenants. The US Army, in comparison, seems to have a better educated officer pool and a better retirement system, in that a retiree can draw his benefit at the point he retires, rather than waiting until age 65.

³⁴ Ibid.

b. Canada

Canadian Army Model

GRADE	2 ND LIEUTENANT	1 ST LIEUTENANT	CAPTAIN (Junior / Senior)	MAJOR	LIEUTENANT COLONEL
Officer Professional Training and Experience (Command Tours in Bold)	1. Platoon Leader 2. Special Skills Training	1. Platoon Leader 2. Special Skills Training	Junior: 1. Officer Advanced Course 2. Company Executive Officer 3. Company Admin officer Senior: 1. Battalion / Brigade S-1 or S-3	1. Company Command 2. / Staff 3. Battalion Deputy Commander 4. CGSC 5. Battalion / Brigade Staff / Joint Staff	1. Staff 2. Pre-Command Course 3. Battalion Command
Advanced Schooling	Sponsored: Board selection Un-sponsored: By application				No sponsored program offered
Retirement Gates			Retirement Gate #1 at 9 Years of Service (Lump Sum Pay-out from retirement account plus a month's base pay multiplied by each year of service)	Retirement Gate #2 at 20 Years of Service (40%)	Retirement gate #3 no earlier than 27 years of service (2% of base pay per year to a maximum of 35 Years of Service at 70%)
Average Age	22 - 23	23 - 25	25 - 30 or until age 55 (for early promotion to Major at four years time in grade as a Captain)	30 - 37 or until age 55 (for early promotion to Lieutenant Colonel at three years time in grade as a Major)	37 + or until age 55 (for early promotion to Colonel at three years time in grade as a Lieutenant Colonel)
Years of Service	YR 4 - YR 5	YR 5 - YR 7	YR 7 - YR 12 or until YR 35 (Officers can retire as a Captain in the Canadian system)	YR 12 - YR 19 or until YR 35 (Officers can retire as a Major in the Canadian system)	YR 20 + or until YR 35 (Officers can retire as a Lieutenant Colonel in the Canadian system)

University education in Canada is equivalent to an American or Commonwealth university education. Since colleges in Canada receive extensive federal funding, they are of uniform quality through the undergraduate level. Depending on the province, a Bachelor's will take about three years to complete with an opportunity to continue study in an Honours Degree program for an additional year. This is an intensive study and is very specialized. While a Master's degree will take only a year to complete as a full-time student, the course work and requirements are similar to those in the United States. A PhD will demand another three years of

course work to complete. A Doctoral degree, given a higher status and highly specialized, may take ten years to earn.³⁵

Canadian officers enter the Army after graduation from the four-year program at the Royal Military College of Canada or as university graduates after attending a two-year program at RMC. Officer candidates who originate as junior members of the enlisted ranks must also attend RMC for four years or attend a civilian university program paid for by the Canadian Forces. Senior enlisted members are the exception in that they attend a three-month program at the Canadian Forces Leadership School (CFLS) before earning their commissions. This program is similar to the direct appointment system in the Australian Army, but is not comparable to the US Army's OCS. For the most part, the Canadian Army does not commission Lieutenants until all their requisite training is complete. At 22 years of age, a Canadian officer will serve one year as a Second Lieutenant and two years as a First Lieutenant before his promotion to Captain. Since the Canadian Army has no "up or out" promotion system, a Canadian Captain, Major, or Lieutenant Colonel can continue to serve at their rank until the mandatory retirement age of 55 (or 35 years of active duty service).³⁶

By the time they complete RMC or an ROTC equivalent, Canadian Lieutenants are ready to assume positions as platoon leaders. They will serve between 18 months and two years as platoon leaders, though there is no stipulated minimum. Based on the junior officer strength in the unit, Lieutenants will also attend special skills training during their first tour. Because their Officer Basic Course is completed prior to commissioning, Canadian Lieutenants maximize their time as platoon leaders more so than those in the US Army do. Once the Canadian Army

³⁵ Association of Universities and Colleges of Canada, "Canadian Universities," http://oraweb.aucc.ca/dcu_e.html (accessed March 27, 2008).

³⁶ Lieutenant Colonel Gary Yuzichuk, interviewed by author, Fort Leavenworth, KS, October 11, 2007. Colonel Yuzichuk is the Canadian Liaison Officer (LNO) assigned to the Combined Arms Center at Fort Leavenworth.

promotes these Lieutenants, they manage them as either junior or senior Captains and assign these officers to particular duty positions to reflect their seniority. The Army mandates that officers remain in key leadership and staff positions for between one and two years in order to gain the requisite experience before moving to another assignment. Unlike in the US Army, Canadian Captains do not command companies. By serving as company executive or administrative officers, as well as a position on the battalion or brigade staff, they prepare themselves for command responsibilities as a Major.³⁷ Select Canadian Majors will serve as company commanders shortly after their promotion and remain in that position for 2 to 3 years. They will also serve as deputy battalion commanders before attending the staff college, a course that prepares them to assume staff positions at the battalion or brigade level.³⁸ Lieutenant Colonels can expect to command battalions for a tour of between two to three years before assuming other duties.

Most branches of the Canadian Army are posting severe shortages of Captains and Majors. Despite this fact, a promotion from Captain to Major is still very competitive and ranges between 9% and 30% of those eligible in each branch. Between 2% and 11% of Major's can expect a promotion to Lieutenant Colonel. The variance in promotion rates depend upon the requirements of an officer's specific branch. In a given year, the Canadian Army may select up to three officers for promotion to Colonel in each branch. The degree of scrutiny is

³⁷ Lieutenant Colonel John Frappier, interviewed by author, Fort Leavenworth, KS, January 22, 2008. Colonel Frappier is a Canadian Army officer assigned to the School of Advanced Military Studies at Fort Leavenworth.

³⁸ The Canadian and German Armies have Deputy Battalion Commander's in their units, which is separate from the duties of the Battalion Executive Officer (XO).

understandable considering the Canadian Army manages nearly 14,000 officers, equating to only 27% of the US Army's officer population.³⁹

The Royal Military College of Canada grants all advanced degrees to officers of the Canadian Army while the officer candidate or commissioned officer is studying in residence. The degrees awarded by RMC or to officer candidates attending civilian universities are nationally accredited. Since RMC boasts only 4% military faculty, Canadian officers are likely to have exposure to ideas and viewpoints outside of the traditional military culture.⁴⁰ The opportunity for advanced education exists throughout a Canadian officer's career, provided an officer demonstrates the desire to pursue his degree on his own time and at his own expense. Candidates for Army sponsored graduate school are determined through a board selection process for officers from the rank of Second Lieutenant through Major. Once an officer achieves the rank of Lieutenant Colonel, he is no longer eligible for Army sponsored education. Additionally, the Canadian Army promotes officers based on their bilingual proficiency, due to the strong representation of both French and English speakers in the Canadian Army. Promotion boards award credit to officers whose files record demonstrated language proficiency and credit for an advanced degree. This education policy likely makes Canadian officers more effective at home as well as in the conduct of their missions abroad.

The Canadian Army has comparable retirement gates to those of the US Army. Once a Canadian officer completes his Short Engagement of nine years as a Captain, he can access his Army pension contributions as a lump sum payment as well as a severance pay package. For

³⁹ Lieutenant Colonel Gary Yuzichuk, e-mail message to author, February 22, 2008. The correspondence included a presentation authored on January 10, 2008 by Lieutenant Colonel Francois Bartiteau and Major Denis Hotte concerning Canadian Army officer management from which much of this data originated.

⁴⁰ Lieutenant Colonel Gary Yuzichuk, interviewed by author, Fort Leavenworth, KS, January 11, 2008.

RMC and university graduates, this gate occurs at the point they accrue nine years in service, or five years of commissioned service (the Canadian Army recognizes cadet training as active duty service). The US Army does not offer a severance nor does it award active duty service credit for the time served as a cadet. The Canadian Forces grant a 40% retirement at 20 years of service upon completion of the Intermediate Engagement contract. Any service beyond 20 years accrues 2% of base pay per year up to the final retirement gate, generating 70% of base pay for 35 years of service. Once a Canadian officer chooses to extend his commitment beyond 20 years, under an Indefinite Period of Service contract, he incurs an additional service obligation of at least five years or must pay a penalty for early termination of his contract. Some recent changes in the retirement system also allow service members who have time in service credit, but do not qualify for an immediate retirement benefit, to draw a reduced retirement at age 50 rather than 60.⁴¹

In summary, the Canadian Army differs from the US Army in that they reserve company command for Majors and offer their Lieutenants a fuller experience in tactical units. The Canadians impose the traditional gates to promotion and selection for schooling and advancement that the US Army once used. Additionally, the Canadians do not have an “up or out” promotion system, so seek to ensure only the most qualified officers will advance. Like the US, the Canadian Army encourages sponsored education for officers between in the rank of Second Lieutenant through Major, closing the opportunity for sponsored opportunities beyond that point. RMC, where civilian instructors comprise 96% of the faculty, is the Canadian Army’s center for advanced education. Unlike the confines of training in a purely military setting, a civilian faculty exposes Canadian officers to different opinions and viewpoints. The Canadian Army gives its officers active duty service credit toward retirement for time spent as a cadet at a civilian

⁴¹ National Defence Canada, “Changes to the Regular Force Pension Plan,” http://www.forces.gc.ca/dgcb/cfpmp/engraph/regforce_changes_e.asp?sidesection=5 (accessed January 10, 2008). The Canadian Army pension system implemented major changes effective March 1, 2007.

university or while at RMC, thereby creating a retention incentive beyond an officer's initial commitment. A Canadian officer after five years of commissioned service is four years closer to retirement than his American counterpart. A retirement after 20 years, however, is worth 40% rather than 50% of the average of his final 36 months of base salary, like in the American Army.⁴²

c. France

French Army Model

GRADE	<i>SOUS-LIEUTENANT</i> (2 ND LIEUTENANT)	<i>LIEUTENANT</i> (1 ST LIEUTENANT)	<i>CAPTAINE</i> (CAPTAIN)	<i>COMMANDANT</i> (MAJOR)	<i>LIEUTENANT COLONEL</i>
Officer Professional Training and Experience (Command Tours in Bold)	Officers hold this rank while attending the last year of the Academy, in a unit as a prior enlisted officer, or as an officer who enters the Army under contract for a specific service obligation	1. (Officer Basic Course) 2. Platoon Leader	1. Officer Advanced Course 2. Company Executive Officer / Battalion Staff 3. Company Command	Operations: 1. Battalion Staff Officer / Brigade Staff Officer	Operations: 1. Staff / 2. Battalion S-3 3. Pre-Command Course 4. Battalion Command
Advanced Schooling		Un-sponsored Opportunities		May obtain a Master's in residence during Staff College	Un-sponsored Opportunities
Retirement Gates				Retirement Gate #1 at 25 Years of Service (50% of base pay)	Retirement gate #2 at 40 years of service (75% of base pay)
Average Age	23 - 24	24 - 28	28 - 37	37 - 43	43 - 50
Years of Service	YR 2 – YR 3	YR 3 – YR 7 <i>Saint Cyr</i> is considered active duty service, so results in three years of time in service upon graduation	YR 7 – YR 16 or until age 57 for operational officers, age 60 for staff (for early promotion to Major at 5 years time in grade)	YR 16 – YR 22 or until age 57 for operational officers, age 60 for staff (for early promotion to Lieutenant Colonel at 4 years time in grade)	YR 22 – YR 29 or until age 57 for operational officers, age 60 for staff

France divides its education system into primary, secondary, and higher education.

Education, whether public or private, is mandatory for all children until age 15. At the

⁴² Additionally, an American soldier has an option to receive a taxable payment of \$30,000 at the point he reaches 15 years of service, but will lose 1% of the average of his base salary for every year he serves less than 30 years.

completion of secondary education, a student receives a *Baccalaureat* after achieving a standard of performance on a battery of tests similar to American and Commonwealth college entrance exams. The *Baccalaureat* is a requirement to enter university studies. French universities and *grand e'coles* are relatively small and the state funds a student's tuition. A Bachelor's degree, or *license*, will take three years, and a Master's degree, an additional two years of study. In France, a Master's is prerequisite to pursue a Doctorate degree, the Doctorate being a research-focused program that takes three years to complete.⁴³

The French Army, currently managing an officer corps exceeding 16,000, obtain its officers from three distinct sources. The majority of their officer corps graduates from *Ecole Speciale Militaire de Saint Cyr*, the French Military Academy. To enter the program, officer candidates must pass comprehensive exams and, based on whether they already possess a Bachelor's or Master's degree, will study for between one and three years at the Academy. Once they enter their second year as a cadet, the French Army commissions them as a Second Lieutenant. Upon graduation, these officers will become First Lieutenants and will earn an accredited Master's degree in general studies.⁴⁴

The second commissioning source in the French Army is *Ecole Militaire Inter-Armes* (EMIA), a separate school for Non-Commissioned Officers under the age of 30. This two-year school will allow graduates to enter a different branch than the one in which they served as enlisted soldiers and graduates may be subject to accelerated promotions based on their age. A third source of commissioned officers for the French Army is *Officier d'Active en Ecole d'Armes* (OAEA), a program for former senior Non-Commissioned Officers who are between 30 and 35

⁴³ "Education in France," Philippe Rochefort, <http://www.understandfrance.org/France/Education.html#ancre518687> (accessed March 27, 2008).

⁴⁴ Major Arnaud Planiol, interviewed by author, Fort Leavenworth, KS January 29, 2008. Major Planiol is a French Army officer assigned as a student to the US Army Command and General Staff College.

years of age. These graduates earn commissions in the same branch in which they served as an NCO and attend their officer Basic Course after graduation.⁴⁵

France recently abolished their system of national conscription, and as a result, many changes are underway. France is dramatically cutting forces, which will affect every aspect of professional officer management and development in the near future. At present, French Lieutenants will attend their branch school for one year and then serve in a regiment as platoon leaders for three years. This constitutes a solid foundation in training and tactical experience when compared to their US counterparts. Once promoted to *Captaine*, they will attend their Officer Advanced Course for between three and four months and may serve for two years either as a company executive officer or in a position on a battalion staff. Performance as a company commander, an 18 month to two-year tour for senior *Captaines*, will determine the course of a French officer's career. After command, either they will continue to pursue operational assignments and compete for battalion command, or the French Army will guide them exclusively into staff roles. Statistically, the French Army loses 35% of its *Captaines*, 24% of its *Commandants* (Majors), and 11% of its Lieutenant Colonels prior to promotion. For those *Captaines* remaining on the operational track, roughly 43% of the remaining pool, they will distance themselves from the 28% of the *Captaines* who will continue service on the staff track. Both tracks will attend a staff school prior to promotion to *Commandant*, which closely resembles portions of the US Command and General Staff College (CGSC) and the defunct Combined Arms Services Staff School (CAS3). It is important to note that, unlike the US Army, the French Army does not have an "up or out" promotion system. The French Army, therefore, does not guarantee

⁴⁵ Colonel Francois-Xavier Yves, interviewed by author, Fort Leavenworth, KS October 11, 2007. Colonel Yves is the French Liaison Officer (LNO) assigned to the Combined Arms Center at Fort Leavenworth. He provided many slide presentations from the French Army explaining their officer management and development dating between September 2005 and November 2006.

promotion beyond the rank of *Captaine*. The mandatory retirement age in the French Army is 57 for operational track officers and age 60 for staff track officers.⁴⁶

Commandants on the operational track will attend a two-year staff college that is similar to the program taught at the US Army's CGSC with additional emphasis on the strategic level of war. Upon graduation, French Staff College graduates may serve in a variety of staff or training positions for a period of three years. Promotion to Lieutenant Colonel brings officers back to both staff and branch schools and a subsequent tour as a battalion operations officer. The French Army selects between 5% – 10% of these officers for battalion command. Staff Majors and Lieutenant Colonels will attend schools and training specific to their future positions and will enjoy a full career, albeit with reduced promotion rates.⁴⁷

With regard to advanced schooling, French officers have an immediate advantage over their American peers. A degree from *Saint Cyr* is a Master's degree in general studies and is nationally accredited. A French Officer's second opportunity to earn a sponsored Master's degree occurs during their two-year staff college as a *Commandant*. Throughout their career, French officers can elect to earn their degrees in a non-sponsored capacity, spending a combination of their own time and money for advanced education. While an officer in the US Army can increase his chance of promotion by having an advanced degree, education is not a discriminator for the French Army in their promotion process.

After a French officer chooses to remain in the Army beyond the required six years, a retirement awaits him at the point he reaches 25 years of active duty service. Like the Canadians, the French Army considers the time spent as a cadet and *Sous Lieutenant* at *Saint Cyr* as active duty service. The retiree can immediately draw the equivalent of 50% of his base pay until age

⁴⁶ Ibid.

⁴⁷ Ibid.

60, when a national pension augments his Army retirement benefit. An officer must wait until he has earned 40 years of service credit to draw 75% of his base pay, though the method of computation varies. In the French Army, officers and soldiers alike can earn extra pay as well as additional credit for active duty service time through overseas duty and deployments, or by serving in a specialty assignment, such as duty with a parachute unit. For example, an operational deployment to Bosnia may earn an officer credit for two days toward retirement for every day he spends in theater.⁴⁸

To summarize, the French Army optimizes the time an officer spends as a Lieutenant with training, but more importantly, unit and leadership experience. The French Army entrusts senior *Captaines*, age 35 to 37, with company commands. The French Army's traditional gates for promotion and advancement mark officers for either operational or staff tracks, potentially creating an unhealthy working relationship between those in tactical duty positions and those serving on a staff. Unlike in the US, cadets receive active duty service credit, which creates an institutionalized retention incentive. The computation for retirement awards an officer who has served in demanding positions under difficult conditions, due credit over other officers in the officer corps. Rather than a campaign medal, the French Army has created a tangible reward system for those officers and their families who shoulder a heavier burden of service.

⁴⁸ Major Arnaud Planiol, interviewed by author, Fort Leavenworth, KS January 29, 2008.

d. Germany

German Army Model

GRADE	2 ND LIEUTENANT	1 ST LIEUTENANT	CAPTAIN (Junior and Senior)	MAJOR	LIEUTENANT COLONEL
Officer Professional Training and Experience (Command Tours in Bold)	1. Platoon Leader	1. Platoon Leader 2. Company XO 3. Battalion Staff	Junior Captain: 1. Officer Advanced Course 2. Battalion / Brigade Staff 3. Company XO Senior Captain: 4. Company Command 5. Training Organization 6. CGSC	General Staff 1. GS Course Afterwards, GS positions within: 2. Brigade and higher Staff 3. Joint / Multi-National Headquarters Staff 4. Ministry of Defense Staff 1. HQ Company Command , Battalion / Brigade Staff 3. Training Organization	General Staff GS positions within: 1. Battalion Command 2. Brigade and Higher Staff 3. Joint / Multi-National Headquarters Staff 4. Ministry of Defense Staff 1. Deputy Battalion Command 2. Battalion Command 3. Brigade Branch Chief / Division or Corps Staff 4. Training Organization
Advanced Schooling	Completion of Master's Degree at the		Optional PhD Program		
Retirement Gates	All soldiers pay into a pension system each year. The amount a soldier draws at age 65 is a reflection of the years served		Retirement Gate #1 at 12 years of total service (Lump sum payment of 36 x monthly salary) Retirement Gate #2 for Captains is 56 years of age	Retirement Gate #3 for Majors is 59 years of age	Retirement Gate #4 for Lieutenant Colonels is 61 years of age
Average Age	21 – 23.5	23.5 – 26.5	26.5 – 31	31 – 41	34 – 50
Years of Service	YR 1 – YR 2.5 (Officer Cadet period is 3 years prior to commissioning)	YR 2.5 – YR 5.5	YR 5.5 – YR 54 (Early promotion to Major is possible at 10 years of commissioned service)	YR 10 – YR 56 (Officers designated General Staff (GS) can expect accelerated promotion to Lieutenant Colonel as soon as three years time in grade as a Major)	YR 13 – YR 29

Like in the US, individual states in Germany control their own educational standards. By law, students must attend school until age 15 or 16. With regard to secondary education, Germany separates students into four categories. Those who attend *Gymnasium* are destined to study at a university, *Realschule* students receive a broader education, *Hauptschule* will focus students on vocational pursuits, and *Gesamtschule* will expose their students to portions of the three curriculums. Based on a student's performance, educators and parents will orient the student as to which type of school the child is best suited. At the age 18 or 19, students can opt to take the *Abitur*, a battery of tests that will constitute the entrance requirements for a national university. While at a university, students can earn a *Diplom*, or Master's degree, in four to five

years of study. While studying under a single professor for an additional three to five years, a student can earn a PhD as recognition for their independent research.⁴⁹

Today, the German Army - or *Bundeswehr* - is still a conscript army. Draftees enter the Army after completing their secondary education, some as late as age 18 or 19. Following their nine-month term of service, those who wish to become officers can enter the three-year Officer Cadet program. Other applicants for the Officer Cadet program, among them university students, will also complete the full three years of training. Non-Commissioned Officers who desire to become officers are required to complete portions of the Officer Cadet training consistent with their individual military experience. During these three years, Officer Cadets work to obtain basic military training through squad leadership as well as portions of officer training. In addition, they will study to earn their Masters degree at the Defense University and serve in units as an assistant platoon leader.⁵⁰ The Officer Cadet program affords Cadets the time to complete educational requirements and complete basic as well as portions of specialty training before receiving commissions as *Leutnants* (Second Lieutenants). The German Army considers the three years of Officer Cadet Training as active duty service. Officers earn credit toward retirement, thereby creating an institutionalized retention incentive to remain in service. To become a German officer, one must commit to a service obligation of at least 12 years.⁵¹

The average age of a German *Leutnant* is 21. As a *Leutnant*, officers can complete their university studies as well as basic officer and branch training prior to serving as platoon leaders in a tactical unit. They will remain in this position for a minimum of one year. They serve a second

⁴⁹ “Educational System,” David Lutterkort, <http://www.watzmann.net/scg/faq-16.html> (accessed March 27, 2008).

⁵⁰ The German Army designated four civilian universities as “Defense Universities” and established a cooperative program with them to meet the educational objectives of their officer corps.

year as a platoon leader after promotion to *Oberleutnant*, further adding to their professional experience. *Oberleutnants* later serve as company executive officers or in various positions on a battalion staff. The normal tenure as a *Hauptmann*, or Captain, is 5.5 years. The German Army divides that time into distinct periods when they manage the officer as a junior or senior *Hauptmann*. A junior *Hauptmann* will serve as a company executive officer as well as allocate time to attend his Officer Advanced Course. A senior *Hauptmann* commands a company for a minimum of two years, while their American peers are in command for an average of just 15 months. Though they are the same rank as their American counterparts, German company commanders have far more tactical experience and education when compared to company commanders in the US Army. Despite this fact, the German Army is considering adding an additional year in command to this requirement or adopting the British system of reserving company command for Majors rather than Captains. Comparable to the United States Army, a German officer progresses in rank at the same rate until the rank of Captain. From the rank of Captain onward, due to the absence of an “up or out” system, only the most promising officers will continue to be promoted at the rate found in the US Army.⁵²

Prior to an officer’s promotion to Major, the German Army selects officers for Staff or General Staff developmental tracks. Those selected for General Staff will attend their staff college, but spend an additional two years at the German General Staff College, or *FuehrungsAkademie*. After graduation, General Staff officers can expect to fill similar positions as their staff-track counterparts, but the German Army is likely to consider these officers more

⁵¹ OberstLeutnant (GS) Christian Nawrat, interviewed by author, Fort Leavenworth, KS, January 8, 2008. OberstLeutnant Nawrat is a German Army officer assigned as a student to the School of Advanced Military Studies at Fort Leavenworth.

⁵² Oberst (GS) Michael Oberneyer, interviewed by author, Fort Leavenworth, KS October 11, 2007. Oberst Oberneyer is the German Liaison Officer (LNO) assigned to the Combined Arms Center at Fort Leavenworth. He provided copies of many presentations concerning the structure and recent changes to the German Army officer development system.

favorably for early promotion or postings to various key positions. Only under rare circumstances does a staff-track officer attain the rank of General Officer in the German Army. Prior to assuming battalion command, staff-track Lieutenant Colonels will serve as a deputy battalion commander. Having gained valuable experience in this position, they can eventually expect to command a battalion for two years. Even though these Lieutenant Colonels accumulate more than three years of key leadership experience, the German Army is seeking ways to extend their two-year command requirement.⁵³

With the fact that each German *Leutnant* earns a Master's degree in residence at the Defense University, it seems that the value of authentic advanced civil schooling is not lost on the German Army. The Defense University program designates civilian universities in Germany as a "Defense University," ensuring a routine relationship where officers receive a quality education in a purely civilian environment. This degree is nationally accredited and gives the German officer educational equity with his professional civilian counterparts. German officers selected to pursue doctorate studies may have a window of opportunity as a *Hauptmann* or Major. The German Army may later assign an officer with a PhD to a position where the degree will have direct bearing on his duties. In light of their education program, the German officer is – on average - the most educated among the nations selected for this study.

Near the conclusion of the period as a junior *Hauptmann*, German officers must apply for status as a professional officer. At the 12-year mark, once approved, the officer will be obligated to serve in capacities determined by the German Army until a designated retirement age as determined by the rank they will eventually achieve. The 12-year service mark also constitutes the first gate for retirement purposes. If an officer desires to leave the service or the German

⁵³ OberstLeutnant (GS) Christian Nawrat, interviewed by author, Fort Leavenworth, KS, January 8, 2008.

Army does not select him to remain as a professional officer, they will pay the officer a severance equal to three years of their base salary. No further benefits are due the officer. Once the German Army accepts an officer as a professional and the officer begins to serve beyond his twelfth year, he is obliged to remain until 56 years of age at the rank of *Hauptmann*. A promotion to Major extends his commitment to age 59, *Oberstleutnant* to 61, *Oberst* to 62, and General to 62. As the German Army does not have an “up or out” promotion system like the US Army, it is possible for officers to remain at their present rank for the duration of their career. The German Army funds retirement from the defense budget. Like ordinary citizens, German officers also contribute to the national pension fund system, which they may draw benefits from once the officer retires from the Army. The value of pension payments are directly related to the contributions an officer made to the program during his career.

In summary, the German Army provides a solid foundation of tactical experience for their Lieutenants and Captains when compared to the American system. With the added emphasis of a sponsored Master’s degree program, senior Captains in the German Army are postured for success as company commanders. Without an “up or out” promotion system, the Germans created a merit-based system which ensures the quality of their officer corps. Because they compel officers to serve for at least 12 years before granting them status as professionals, the German Army assures it will have a healthy population of junior officers for twice as long as the US Army. The German Ministry of Defense’s cooperation with civilian universities allows German officers to experience a broad, authentic educational experience while attending advanced civil schooling in residence. Unlike in the US Army, the German Army also recognizes the time spent as an Officer Cadet should be accredited active duty service. As the German retirement system is age-based, this additional credit for active duty service only compels an officer to make the decision about his professional status sooner than if he received no service credit.

e. Great Britain

The British Army Model

GRADE	2 ND LIEUTENANT	1 ST LIEUTENANT	CAPTAIN (Junior and Senior)	MAJOR	LIEUTENANT COLONEL
Officer Professional Training and Experience (Command Tours in Bold)	1. Branch Course 2. Platoon Command (Platoon Leader)	1. Platoon Command (Platoon Leader) 2. Combined Arms Tactics Course (Officer Advanced Course) 3. Military Knowledge Course	<u>Junior:</u> 1. Company Executive Officer / Specialty Platoon Command (Platoon Leader) <u>Senior:</u> 2. Battalion Adjutant / S-3 / Company 2IC 3. Brigade or Higher Staff 4. Military Knowledge Course	1. Intermediate Command and Staff Course 2. Staff Officer Employment Training 3. Brigade or Higher Staff 4. Sub-Unit Command (Company Command)	1. Advanced Command and Staff Course 2. Brigade or Higher Staff 3. Pre-Command Course 4. Battalion Command
Advanced Schooling	Un-sponsored Opportunities (Army does provide considerable financial aid)			Modular Master's Degree as well as other Army un-sponsored opportunities	
Retirement Gates			Can leave the Army with a pension at age 65 based on the number of years contributing to the pension fund	Retirement Gate #1 at 16 years of service is equivalent to 30% of base pay	Can leave the Army with an immediate pension based on the number of years contributing to the pension fund
Average Age	22 - 23	23 - 25	25 - 31	31 - 42	42 - 55
Years of Service	YR 1 – YR 2 (The first year in service is the course at Sandhurst, considered active duty service time)	YR 2 – YR 4 (Opportunity for early promotion to Captain at 18 months time in grade as a 1 st Lieutenant)	YR 4 – YR 11 (Opportunity for early promotion to Major at 30 years of age)	YR 11 – YR 22 (Opportunity for early promotion to Lieutenant Colonel at 8 years time in grade as a Major)	YR 22 – YR 35

A student in Great Britain must attend primary and secondary school until the age of sixteen. About two thirds of school age children leave their studies at that point and enter the workplace. The national curriculum dictates that students be taught math, English, science, technology and design, music, physical education, history, geography, art, and five years of a modern foreign language. As far as the intensity of study, British students seek their own level while attending secondary school. To graduate, students will take a series of tests in a number of subjects, called Advanced Level Exams, as part of their General Certificate of Secondary Education. Some attend an additional two years of college preparation, called the Sixth Form. Students may elect to conduct further study in one of the 90 universities or 15 technical colleges in Great Britain in the interest of working toward a Bachelor's, Master's, or Doctoral degree. Bachelor's degree coursework will require three years of study, but four years in Scotland due to

differences in the secondary education curriculum. A student can chose to pursue an integrated Master's program, which will take an additional year to complete the coursework. As the PhD program is a shorter duration than those in the United States, a British student may be able to complete all three degrees in seven years. In Great Britain, a Master's degree is not a prerequisite for a PhD, so the Doctorate process potentially could be as short as six years.⁵⁴

Officers in Great Britain commit to a Short Service Commission of four years with a possible extension of an additional four years of service. An Intermediate Regular Commission will extend their commitment to 16 years of total service and a Regular Commission will increase an officer's commitment to serve until age 55. For classification purposes, there are three types of officers in the British Army. First, graduate officers, consisting of 90% of the officer corps, enter the Army after having first completed studies for their Bachelor's degree at a civilian university. Second, non-graduate, or Direct Entry officers, will enter the Army after completing their secondary education at age 18. They constitute roughly 5% of the officers in the British Army. Both of these first two classifications of officers will complete the course at the Royal Military Academy at Sandhurst (RMAS). Third, Senior Non-Commissioned and Warrant Officers who desire to seek commissions will attend a three-week training course before becoming Captains and, therefore, will not attend RMAS.⁵⁵

The year at RMAS focuses Cadets completely on military training rather than academics, though Cadets will earn some educational credit from the yearlong program. Unlike in the US Army, the British Army considers the time a Cadet spends at RMAS as active duty service and grants them recognized service time for retirement purposes. Lieutenants, as well as British

⁵⁴ "Great Britain: General Education," http://www.polytech.poltava.ua/education/europa/gb_4.html (March 28, 2008).

⁵⁵ Major John Clark, interviewed by author, Fort Leavenworth, KS, January 25, 2008. Major Clark is a British Army officer assigned as a student to the School of Advanced Military Studies at Fort Leavenworth.

officers at all ranks, will attend specialized courses before assuming duties in a particular position. As platoon commanders, British Lieutenants can expect to spend two years in the position with a possibility to serve as a specialty platoon commander after promotion to Captain. Graduate officers will spend one year as a Second Lieutenant and two years as a First Lieutenant. Promotion to Captain can come as early as 18 months time in grade as a First Lieutenant, but the average is two years. A Lieutenant must pass the Combined Arms Tactics Course as well as the on-line Military Knowledge Course, a demanding 60 hour program that includes several difficult exams. Once promoted, the British Army manages Captains in two categories, junior and senior, and they are assigned to duty positions accordingly. Officers will likely serve six years time in grade as a Captain before promotion to Major. To bring Graduate and Direct Entry officers into line with respect to age, Direct Entry officers will progress slower from Second Lieutenant through the rank of Captain. Once everyone reaches their promotion eligibility to Major, officers are comparable in age.⁵⁶

British officers can expect to reach the rank of Captain with nearly a 100% promotion rate for those qualified, provided they pass the second of two Military Knowledge Courses. For those promoted to Major, nearly 95% assured for the population of Captains, they will attend a 62 week resident Intermediate Command and Staff Course, serve on a staff at brigade level or higher, and compete to be among the 60% to 70% of officers selected to command a company. Successful command of a company, referred to in the British Army as a sub-unit command, is a tour that lasts two years and may posture a British officer for future battalion command. The British Army promotes Majors to Lieutenant Colonel at a rate of approximately 60%. After attending the Advanced Command and Staff Course as a Lieutenant Colonel and serving a third staff tour, an officer may be among the 5% to 10% selected for command of a battalion. The two

⁵⁶ Ibid.

and a half years an officer spends as a battalion commander will determine his suitability for future service at the senior levels of the British Army.⁵⁷

With regard to obtaining advanced degrees, British officers may earn accredited education at nearly every level of their career. As Lieutenants, officers may complete a Post Graduate Diploma in Human Resources Management from the Defence College of Management and Technology. This initial degree could lead directly to a Master's degree in Human Resources prior to the officer's eighth year of commissioned service. By that same time, an officer could elect to pursue a Diploma in Education Excellence or in Management Studies, both awarded by Bournemouth University. British Officers may, as credit for their training, experience, and education, earn membership in national organizations and societies, e.g., the Association for Project Managers and the Chartered Management Institute. Officers first become eligible for membership after graduation from their Intermediate Command and Staff Course (ICSC). Additionally, British officers can choose to enroll in a modular Master's degree program during their time at ICSC and complete these studies during their subsequent assignment. Requirements to complete the coursework include a 15,000 to 20,000 word dissertation.⁵⁸ There is adequate funding available to obtain these aforementioned education and certification milestones, however, because the Army does not sponsor the officer with the time required for graduate study, few officers take advantage of these programs. The British Army gives officers with a Bachelor's degree equal consideration for promotion and assignment with those who do not. Foreign language training, though not emphasized in the British Army, is highly stressed in secondary

⁵⁷ Colonel Mark Neate, interviewed by author, Fort Leavenworth, KS January 8, 2008. Colonel Neate is the British Liaison Officer (LNO) assigned to the Combined Arms Center at Fort Leavenworth.

⁵⁸ British Army, *Officer Career Development Handbook* Version 2.0, September 2005. Specifics of the British officer development program are outlined in chart 1A1, Chapter 2, and Chapter 23, p 23-1 – 23-3.

education in Britain. Therefore, nearly all officers have a strong command of at least one foreign language by the time they earn their commissions.⁵⁹

For retirement, British officers are committed to serve at least four years in the Army, including their year at RMAS. From their time at RMAS, they will earn credit towards a retirement pension. If an officer leaves the Army prior to completing the sixteenth year of service, he will be eligible for a pension but cannot receive benefits from the fund until age 65. The amount of his entitlement benefit is directly related to the number of years the officer served as well as the amount of his salary during those years. A British Major faces the first retirement gate at a point he reaches 16 years of service, or 15 years as a commissioned officer. The officer can choose to leave the Army with 30% of base salary, drawing a pension immediately upon retirement. Any year served beyond his sixteenth year, the officer will continue to accrue retirement credit until a maximum of 55 years of age. There is no mandatory retirement in the British Army based on an officer's time in service. From age 55 until age 65, a retired officer will earn an Army pension, but at 65 the government will add an additional amount to the entitlement benefits. Those electing to leave the Army short of age 55 but beyond 16 years of service will receive their partial retirement until age 65, at which point their monthly benefit will increase to reflect the maximum retirement benefit. In contrast to the US Army, the British Army does not have an "up or out" promotion system. Officers can retire at the rank of Captain, Major, or Lieutenant Colonel at age 55. Among the enlisted ranks, the British Army recently imposed an "up or out" promotion system which could be blamed for the personnel and continuity challenges

⁵⁹ Major John Clark, interviewed by author, Fort Leavenworth, KS, January 25, 2008. Major Edward Hayward, interviewed by author, Fort Leavenworth, KS, January 25, 2008. Major Hayward is a British Army officer assigned as a student to the School of Advanced Military Studies at Fort Leavenworth.

the British Army faces in the junior enlisted ranks. There are presently severe shortages in personnel to fill duty positions once held by “career” junior enlisted members.⁶⁰

In summary, the British Army makes a considerable investment in preparing officers to serve in new assignments by structuring a repetition of quality training throughout an officer’s career. Though British officers are comparable in age to Americans at the same rank, training in the British Army appears more intensive. Additionally, officers in the UK spend much longer tours in key leadership positions than their American counterparts. British officers do not command companies until the rank of Major and delay other key leadership tours until their officers are senior in grade. Due to the curriculum emphasis on foreign language in British secondary education, Lieutenants already possess foreign language skills as they enter the Army. In addition, the British Army institutes a retirement gate at 16 years of service. With time at RMAS counted as active duty, the British Army creates an institutionalized incentive to retain their junior officers.

⁶⁰ Major John Clark, interviewed by author, Fort Leavenworth, KS, January 25, 2008.

V. A Proposed US Army Model for Officer Development

A Proposed US Army Model

GRADE	2 ND LIEUTENANT	1 ST LIEUTENANT	CAPTAIN	MAJOR	LIEUTENANT COLONEL
Officer Professional Training and Experience (Command Tours in Bold)	1. Officer Basic Course 2. Assistant Platoon Leader 3. Special Skills Training	1. Platoon Leader 2. Company XO Course 3. Company XO 4. Battalion AS-3 Course 5. Battalion AS-3 6. Interagency Course Level #1 7. Interagency Assignment	1. Officer Advanced Course 2. Battalion Staff 3. Company Commander's Course 4. Company Command 5. Company Commander / Training Center (Officers can also elect to serve within a designated functional area outside of their basic branch)	1. CGSC 2. Battalion S-3 / Battalion XO 3. Interagency Course Level #2 4. Interagency Assignment (Officers can also elect to serve within a designated functional area outside of their basic branch)	1. Pre-Command Course 2. Battalion Command 3. Battalion Command / Training Center 4. Interagency Course Level #3 5. Interagency Assignment (Officers can also elect to serve within a designated functional area outside of their basic branch)
Advanced Schooling			Graduate School		
Retirement Gates		Retirement Gate #1 at 10 Years of Service (25%)	Retirement Gate #2 at 20 Years of Service (50%)		Retirement Gate #3 at 30 Years of Service (75%)
Average Age	22 - 25	25 - 32	32 - 42	42 - 46	46 - 52
Years of Service	YR 1 - YR 3	YR 4 - YR 10	YR 10 - YR 20	YR 20 - YR 24	YR 24 - YR 30

The proposed model, inspired by an analysis of America's closest allies, captures the changes necessary to better optimize US Army officer development. It seeks to address the importance of advanced civil schooling and extended length of tours in key positions. It also accounts for the value of mature and experienced leaders and commanders, and eliminates the negative second and third order effects brought about by the "up or out" promotion system and the 20-year retirement cycle.

The key to successfully implementing these proposed changes is for the Army to remove the intense pressure on the officer corps brought about by the rapid rate of promotions and reassignments. The "up or out" promotion system forces a certain population of officers outside of their sphere of confidence and competence and runs counter to the Army's need for institutional memory and stability. When considering all the skills, education, and experience a

pentathlete officer requires to be successful, officer development suffers from this current practice. America's allies recognize the value of merit-based promotions and the fact that not all leaders, even those with demonstrated abilities, can adjust their careers to fit the same timetable. Along with dismantling the "up or out" promotion system, the US Army should adopt a new retirement plan. With this proposed model, the Army would customize the retirement plan to account for those who wish to serve 10, 20, 30 years, and beyond. The fact that the Army does not vest an officer until he reaches 20 years of service could provide a partial explanation for the abnormally high rate in which junior officers are leaving the Army. After an officer serves his initial five or six year commitment under the current system, he must serve an additional 15 years to secure any retirement benefit. Some of the allies use effective incentives that occur much later in an officer's career.

One of the marked departures from the current US model with regard to allies was in the category of age and experience of their company and battalion commanders. With a slower development and promotion process, the Army could shift the average officer's age to mirror more closely the maturity and experience of our allied partners. For those who would say these position requires a younger officer, there is little evidence to support the case. Even the Army's own exhaustive study on fitness, the results of which drove the physical fitness program outlined in Field Manual FM 21-20, offers little evidence. There is a marginal difference in muscular endurance and cardio respiratory fitness levels of a soldier at age 17 to 21 and one between the ages of 37 and 41. With regard to the three-event Army Physical Fitness Test, using push-ups, sit-ups, and a two-mile run as a metric, the Army holds those soldiers in the older age category to a higher standard with regard to push-ups and to a comparable standard in the other two events.⁶¹

⁶¹ US Army. Field Manual 21-20 *Physical Fitness Training*. Washington, DC: US Government Printing Office (GPO), 01 October 1998, Figure 14-1.

JFC Fuller reinforces the point in his monograph Generalship: Its Diseases and Their Cures, when he wrote about the pillars which senior leaders should possess: “courage, creative intelligence, and physical fitness.”⁶² Fuller asserts that “a man is intellectually at his best between the ages of thirty-five and forty-five,” and he cites Napoleon’s philosophy of age and effective command.⁶³ The Emperor, speaking in the early Nineteenth Century, said that no general over the age of 45 should be given an active command and no general over the age of 60 should be given anything but an honorary appointment. Fuller advocated that his own British Army, therefore, focus on a list of promising officers between the ages of 35 and 45 for critical wartime commands as generals. But what does that say about criteria for effective company commanders, rather than generals, in contemporary times? Fuller identified that the 100 case studies of great generals from 401 BC to 1866 AD betrayed a zenith of effectiveness in their generalship at the age of 40. Since life expectancy in 400 BC was only 30, ancient Greece 45, and in the first world today, 80, it is possible to graft what was said about the optimal age for generals onto that of company and battalion commanders in the proposed model.⁶⁴ The allies, as a whole, have it correct. On average, 35 year old Captains or Majors should command companies while 47-year-old Lieutenant Colonels should command battalions

With regard to the sequence of duties and responsibilities under the new model, no officer will serve in a key and developmental position for less than two years. While an officer is serving as a platoon leader, company, or battalion commander, tour lengths will increase to a minimum standard of two years. On average, since promotions are slower, leaders and commanders will be older. The Army will enhance an officer’s ability to influence organizations

⁶² JFC Fuller, *Generalship: Its Diseases and Their Cure*. [Harrisburg, PA: Military Service Publishing Company, 1936], p 35.

⁶³ Ibid, 74.

⁶⁴ Ibid, p 97.

through longer tours at each post. Officers in transition to a new assignment, as in the British Army, will conduct relevant and specific training to best prepare them for their new position. By lengthening the time between promotions, opportunities to exchange and serve tours with the interagency can become routine. Exploring opportunities outside an officer's basic branch, like serving in a Functional Area, will not come at the expense of other critical experiences. By removing the intense pressure to acquire limited experience in various duty positions, officers may feel compelled to apply themselves in each assignment with longevity in mind. The Army, in turn, will provide education and training in a more effective and logical sequence. Under this system, the Army can better assess an officer's potential for both promotion and assignments of greater responsibility. Promotion and command boards could make an informed decision about an officer who builds a solid record of performance in a single position over an adequate period.

To address advanced schooling, all officer candidates should hold a Bachelor's degree before earning a commission as a Second Lieutenant. From the first through tenth year of commissioned service, an officer can choose to obtain advanced degrees from online programs or night school, but will not receive sponsorship or professional credit for his effort. Officers, after completing their respective Officer Advanced Course, will obtain all further education as a resident student in an approved degree program at a civilian university. The process of obtaining a Master's degree through advanced civil schooling while a resident student should be the Army's standard to groom officers for company command. An officer's utilization tour for the degree is, essentially, his next eight years of service. A cooperative relationship between the US Army and selected civilian universities could mirror the German Army's concept. Rather than create an "army" program within a civilian university staffed with military faculty, officers should attend a pre-existing civilian program with a proven record. Officers should select degrees that have applicability to their profession, but not all will lie within the traditional confines of military-related fields. The Army should recognize that both the degree and the environment in which the officer earns his degree are of equal importance.

Opportunities for advanced civil schooling, if timed properly, can also serve as a retention incentive for an officer approaching ten years of commissioned service. The new model safeguards the Army's investment, in that sponsored educational opportunities will only exist for officers who commit to serve twenty years. Likewise, the officer's education will not come at the expense of other critical developmental experiences. Lieutenants will spend their time learning the skills and obtaining the tactical experience that will make them effective commanders, not seeking premature opportunities to obtain a degree at the expense of their tactical development.

Retirement is a critical issue in light of the failure of recent retention incentives for Captains. According to a recent article entitled "The Army's Other Crisis" by Andrew Tilghman, the US Army is losing Captains at a rate not seen since 1970. At present, the Army has only half of the senior Captains it requires with an anticipated shortfall of both Captains and Majors through 2013. This trend is significant considering the Army's hierarchical promotion process. The shortages in these officer populations threaten both the immediate and long-term health of the force.⁶⁵ As a function of a rigid retirement plan, few incentives exist for an officer to continue to serve beyond an initial five to six year commitment.

The Army should offer an opportunity to obtain a limited but partial retirement at ten years of commissioned service. With this initiative, the Army can take measures to ensure a healthy population of Lieutenants who desire to serve longer than five years but shorter than 20.⁶⁶ Taking an example from all five allied armies in this study, officers could accumulate ten years of commissioned service faster by receiving credit for either four years of time as a cadet at USMA

⁶⁵ Andrew Tilghman. "The Army's Other Crisis: Why the Best and Brightest Young Officers are Leaving". [washingtonmonthly.com](http://www.washingtonmonthly.com), December 2007, <http://www.washingtonmonthly.com/features/2007/0712.tilghman.html> (accessed December 19, 2007).

⁶⁶ Maze, Rick. "Group Officials Blast Retirement Pay Proposal," [navytimes.com](http://www.navytimes.com) http://www.navytimes.com/money/retirement/military_retire_080214w/ (accessed April 5, 2008). An independent commission hired to study the National Guard and Army Reserve suggested the implementation of a ten-year retirement option in their January 31, 2008 final report.

or through a pro-rated computation for time as an ROTC cadet.⁶⁷ Additionally, as a quality control measure, the ten-year retirement gate is a means to release a less-gifted officer with financial incentives who otherwise would not be entitled to institutionalized benefits. This retirement option will mirror the effect on officer year groups in the past that experienced selection rates to attend the Command and General Staff College of only 40% to 50%. The ten-year retirement gate becomes a tool for commanders to ensure a quality officer corps by providing both an incentive to stay as well as an instrument to separate less-promising officers.

At the root of the challenge to grow officer pentathletes lie timely and effective modifications to a development system that has served the US Army well. An approach to implementing these adjustments must account for the fact that the US Army is at war and is decisively engaged in the Global War on Terror. With this in mind, currently serving Lieutenants will remain at their present rank and adhere to the new development model. The Army will automatically extend their tours as Second and First Lieutenants while slowing promotions. Captains will become a more critical population, as drastic changes in the length of time they spend at that rank could create a temporary shortage of Majors and Lieutenant Colonels in the short term. Therefore, the Army should solicit the population of Captains for volunteers to serve under the new system. Captains who volunteer will remain at their current rank as promotion slow, but have the opportunity for an extended time in command and advanced civil schooling in residence. In order to meet 100% of the requirement for Captains, the Army will select the remaining officers to serve either under the old or new officer developmental system. With a smooth transition, the adjustments discussed and defended in this study will make officer development in the US Army relevant to the battlefields of both today and tomorrow.

⁶⁷ Another less costly solution could involve credit for cadet time once an officer reaches at least a 20 year retirement. Each year, as with his active duty service, could earn an additional 2.5% of his base average salary.

Additionally, the changes will ensure the US Army benefits from a healthy population of effective and professional officer pentathletes.

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