MANAGEMENT OF THE BASIC LEVEL
NONCOMMISSIONED OFFICERS EDUCATION
SYSTEM (NCOES)

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Army War College
Carlisle Barracks, Pennsylvania
29 December 1971
Best Available Copy
MANAGEMENT OF THE BASIC LEVEL NONCOMMISSIONED OFFICERS EDUCATION SYSTEM (NGOES),

A MONOGRAPH

by

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Carlisle Barracks, Pennsylvania
29 December 1971

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Abstract: The objective of the basic level NCOES is to prepare selected enlisted personnel in grade E-4 and E-5 to perform duty as noncommissioned officers in grades E-5 and E-6. The system also provides for the career programming of senior NCO's which is not addressed in this paper. The major difficulty with the present program is an effective procurement system. HQ CONARC has placed great emphasis on the program and has recognized and addressed many problem areas. Additional areas that warrant serious attention are in the level of assignment responsibility and the actual selection and assignment process. This report addresses these areas and has recommended the level of assignment responsibility be transferred from HQ CONARC to Chief OPO, the command reports include information on personnel recommended to attend NCO courses, more emphasis be placed on attending NCO courses in between PCS moves and to avoid mandatory fulfillment of course quotas.
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MANAGEMENT OF THE BASIC LEVEL
NONCOMMISSIONED OFFICER EDUCATION SYSTEM (NCOES)

INTRODUCTION

The Noncommissioned Officer Education System (NCOES) is the most important new concept covering enlisted career soldiers to be introduced into the Army in many years. This program, designed to provide enlisted personnel with the same type of career development opportunities as officers, should have a major impact on the noncommissioned officer corps.

BACKGROUND

The importance of enlisted training was highlighted in the Report of the Department of the Army Board to Review Army Officer Schools (Haines Report) in February 1966. The Haines Report stated in part:

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

With an increased realization for the need to examine enlisted education and grade structure, the Department of the
Army completed an Enlisted Grade Structure Study in July 1967. The NCOES was developed from recommendations included in that study. The study explained that:

"The school system employed for officers is designed to supply the background necessary for officers to perform more effectively in assignments that call for progressively more and more responsibility. Such a system is needed for the career development of noncommissioned officers. Formal training in leadership, management and generalized subjects is needed to provide the depth and background for these leaders. This type of training should start with grade E5 and be progressive in scope and depth of training as advances are made in the NCO grades."\(^2\)

Definitive action was taken by Department of the Army in support of the Enlisted Grade Structure Study and a proposed educational development concept was forwarded by DA to Hq CONARC for comments in July 1968. On 12 September 1969, DA directed\(^3\) that Hq CONARC begin detailed planning to establish the Noncommissioned Officer Education System.

The DA directive provided for three progressive NCOES levels of instruction - basic, advanced, and senior. The basic courses are designed to prepare enlisted men in grade of E4 and E5 to perform duty as noncommissioned officers in grades of E5 and E6. The advanced courses are designed to prepare selected enlisted
personnel in grades of E6 and E7 to perform duty as non-commissioned officers in the grades of E8 and E9. The senior course will be designed to prepare selected non-commissioned officers in the grade of E7 and E8 to perform duty as key sergeants major in division and higher headquarters to include equivalent level installation headquarters. The directive also provided that Department of the Army would control input to the advanced and senior levels while quotas at the basic level would be controlled by the major command responsible for the training.

In response to the September 1969 DA directive, Hq CONARC published a letter of instruction on 3 December 1969 to the CONARC schools directing the preparation of training plans, programs of instruction, and prescribing subjects to be included in each course level of the system.

The specific objectives of the NCOES are to:

a. Increase the quality of the noncommissioned officer corps.

b. Provide enlisted personnel the opportunity for progressive and continuing development.

c. Enhance career attractiveness by providing formal military education.
d. Provide the Army with highly trained and dedicated noncommissioned officers to fill positions of increasing responsibility.

Two subsequent studies reinforced the essentiality of NCOES as a program for enlisted personnel. In July 1971, a report of the CONARC Leadership Board stated:

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

The U.S. Army War College "Leadership For the 1970's" study stated:

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

The studies conducted by Department of the Army and Hq CONARC over the past few years support the concept of NCOES as a means of increasing the proficiency and professionalism of the noncommissioned officer corps.

**CURRENT MANAGEMENT PROCEDURES**

To date only basic level NCOES courses have been initiated in the Army Service School system. Advanced and Senior level courses have not been conducted, so evaluation of these latter
courses is not available. However, Department of the Army will manage the procurement and selection of enlisted personnel for assignment to the Advanced and Senior level courses in a manner similar to the selection of officers into the Army School System -- i.e., centralized DA selection procedures. Because the Advanced and Senior NCOES will be controlled and managed in a manner similar to officer courses (a highly successful system in the past), this paper will address only the control and management of the basic NCOES courses.

US CONARC has proponency for input to all NCOES basic level courses except for those military occupational specialties for which other major commands and agencies have proponency such as USASA, USASC, USAJAG, and the Defense Information School.

The purposes of the basic level NCOES courses are to:

a. Prepare selected enlisted men in grade E-4 and E-5 to perform duties as noncommissioned officers in grades E-5 and E-6.

b. Train in appropriate supervisory skills.

c. Develop a willingness to assume responsibilities and the confidence to apply technical knowledge.

d. Instill a feeling of dignity and a sense of duty and obligation for service.

The CONARC directive of December 1969 states that selection and quotas for NCOES basic courses will be controlled by USCONARC
and that enlisted men with potential leadership qualities can be identified and programmed into the courses at an appropriate point in their career.

In FY71, CONARC used a solicitation procedure to provide inputs to the NCOES courses. This procedure was based upon offering course quotas to field commands and agencies which then nominated students who had potential and capability. The number of students who eventually attended NCOES courses was dependent upon the voluntary acceptance of quotas by field headquarters and the selection of personnel by company and battalion commanders or their designated representatives.

HQ CONARC anticipates that the NCOES program will expand to approximately sixty MOS's during FY72. By 22 September 1971, twelve FY72 NCOES courses were programmed at five service schools. Quotas for these courses were allocated by CONARC based on training requirements submitted by CONUS Commands and agencies. Out of a programmed input of three hundred and sixty-four only seventy-eight, or twenty-one percent, reported for classes. This small input necessitated canceling nine of the twelve courses. Other courses have subsequently been cancelled due to lack of student input.
As an example of the quality of input to the basic NCOES, two test classes (MOS 13B) conducted by the Field Artillery School in the 1st quarter of FY71 were examined. Class 1-71 was filled by mandatory quotas from Ft. Sill Field Artillery units. Class 2-71 was filled by Hq CONARC solicitation procedures. The results are summarized below:

<table>
<thead>
<tr>
<th>Class 1-71</th>
<th>Class 2-71</th>
</tr>
</thead>
<tbody>
<tr>
<td>RPT 13 July 1970</td>
<td>RPT 4 Aug 1970</td>
</tr>
<tr>
<td>Programmed input</td>
<td>50</td>
</tr>
<tr>
<td>Reported to class</td>
<td>37</td>
</tr>
<tr>
<td>Number graduating</td>
<td>14</td>
</tr>
<tr>
<td>Attrition</td>
<td>62.16%</td>
</tr>
<tr>
<td>Reliefs</td>
<td>23</td>
</tr>
</tbody>
</table>

Reasons for relief:
- Academic deficiency | 3 | 12 |
- Lack of motivation | 13 | 6 |
- Leadership deficiency | 1 |
- Disciplinary reasons | 3 | 6 |
- Lack of suitability | 1 | 1 |
- Admin reasons | 1 | 1 |
- Medical defects | 1 |

One might hasten to draw the conclusion that there was a lack of command emphasis in support of the program when in fact school troop support units with multi-missions and other special commitments may not have had sufficient qualified personnel to send to school and still accomplish their assigned tasks.
The information above reinforces a study conducted by Hq CONARC during the 1st quarter of FY72. The study indicates the main problem with NCOES has been the procurement of the best-qualified students in the numbers essential to economically fill the courses. The study states that this is the result of several factors.

a. The method of procurement has not been satisfactory.

b. Inadequate subscription to solicitation may be based on limitation of funds to support travel and temporary duty. Funds to support course attendance must compete with the funds allocated to support all travel and temporary duty. This possible shortage of funds has not been determined.

c. There is a lack of knowledge or understanding about NCOES. Except for AR 351-1 and a limited number of articles published in unofficial and information media, dissemination of facts about NCOES to the field is limited almost exclusively to the solicitation messages transmitted by CG CONARC.

*For additional background statistics see Appendixes 1, 2, and 13.
d. There is a lack of sufficient attractive benefits.
As stated below students entering the course direct from AIT will be promoted to E-3, on completion of the course the top man in the class will be promoted, and forty-two promotion points will be awarded to others who successfully complete the course. Perhaps consideration should be given to more generous promotion allocations to the school commands to permit advancement of additional potentially outstanding NCO material as was done with the Skill Development Base program.

In addition to the factors above which are stated in the CONARC study, low procurement may be influenced by the reluctance of a commander to release a qualified enlisted man for a period of two to three months. With the rapid drawdown in Army strength, most units at the battalion and company level are operating substantially under authorized strength and further reduction by school attendance may not be the best motivating factor on the commanders. In addition to the basic combat mission assigned to an already understrength unit, many units are given a secondary mission of providing men and material to support other active and reserve organizations. There are also housekeeping duties on post
which the units are assigned to fulfill. Special demonstrations, special events (e.g. Armed Forces Day) and requests from Veteran organizations are additional commitments that eat into the limited and restricted assets within the unit.

Hq CONARC, as proponent for most basic level NCOES courses, conducted a conference on 27 October 1971 to discuss the entire spectrum of NCOES. Representatives from Hq CONARC, the four CONUS Armies, MDW, and nineteen service schools attended the conference. The major points of interest concerning the basic level NCOES announced at the conference were:

a. NCOES input will be twenty-five percent from the replacement stream (AIT), twenty-five percent from those individuals in a PCS status, and fifty percent from the field who will return to their units on completion of the course.

b. Quotas allocated by CONARC as a result of field solicitations will be mandatory.

c. Students entering the courses direct from AIT will be promoted to E4 prior to entering.

d. On completion of the course, only the top man will be promoted.

e. Forty-two promotion points will be awarded for successful completion of the course.
Based on these recent actions, it appears that Hq CONARC has placed procurement of input to basic level courses in a high priority. Although the mandatory quota actions and fifty percent of input from AIT and PCS status may solve the problem of quantity of input, it may have an overall deleterious effect on the quality of input. In a realistic world of limited enlisted assets, the unit commander may be reluctant to release his most promising lower-ranking personnel for an extended TDY period.

The CONARC NCOES study states that "it is necessary to provide an opportunity for qualified enlisted men in every MOS to attend the NCOES. Prerequisites for attendance should provide for selection of the best qualified in the numbers necessary to meet promotion requirements. In this respect, the NCOES must be tied to promotion and reinlistment criteria. It would be inefficient to provide schooling for marginal performers or for regular personnel who are ineligible for reinlistment." One of the conclusions in the study is that "procurement of qualified students for the current Noncommissioned Officer Education System under present procedures of field solicitation for basic courses
is not satisfactory and should be modified to insure selection of the best qualified students in adequate numbers to meet established Army requirements for NCOES training."

However, to solve the problem of procurement, the CONARC study recommends the "establishment of the 50% mandatory quota requirement, which must be met, based on distribution of personnel within major organizations by MOS and rank."

The use of mandatory quotas may solve the quantity procurement problem but may have an adverse effect on the quality of input and thus result in excessive attrition rates due to marginal or unqualified personnel being assigned to the courses. This certainly was the case in the first classes held at the Field Artillery School in July 1970.

Accordingly, the procurement and assignment procedures used for the basic level NCOES differ from the system currently in effect for officers and for the system that is planned for the advanced and senior level NCOES. The Department of Army "managed assignment system" used for officers has been highly successful in matching procurement with Army-wide requirements for MOS and grade. There is no evidence to indicate that the
proposed DA managed system for the advanced and senior level NCOES will be any less successful. But the results of the decentralized system used for the basic level NCOES have been less than satisfactory during FY71 and to date in FY72. The CONARC mandatory quota system, if it is properly coordinated with DA requirements for MOS's and grades, may solve the procurement problem. But there is no information available which will support this thesis and if the initial Ft. Sill experience is any indication, it is doubtful whether it will.

PROPOSED ASSIGNMENT PROCEDURES

It appears that the most desirable solution to the procurement problem is a centrally managed assignment system to insure that all personnel who are qualified have an equal opportunity for selection to a basic NCOES course at the most desirable time and tied to the Army's requirements for promotion and reenlistment. In regard to the most desirable time for attendance at NCOES, it appears that assignment while in PCS status would result in the least turbulence. The losing commander may be more prone to recommend an outstanding enlisted
man, if he were insured that he would not lose him prior
to his normal or close to normal reassignment date. The
gaining commander would then receive a NCOES trained
individual. Additionally, Hq CONARC is now responsible for
inputs to the basic level NCOES on a worldwide basis, yet
has command and control over only those resources in CONUS.
It is highly unlikely that overseas commands could or would
release many personnel for attendance at NCOES courses due
to the time, distance, and the expense involved in attending
a stateside located NCO school.

A centrally managed assignment system for enlisted
personnel is currently in operation at Department of the Army.
Although 201 files are not currently available at DA for enlisted
personnel in the rank of E6 and below, PCS assignments are made
by name based on automated data submitted by major commands and
agencies worldwide.

Under the present enlisted personnel management system
assignments, details and transfers to include selection, training
and assignment of enlisted personnel come under the provisions
of the AR 600 series. These regulations govern the reporting,
selection, and assignment of enlisted personnel on a worldwide basis.
The Office of Personnel Operations assigns enlisted personnel as they become available from training activities, become surplus in their current assignment, become immediately available, or achieve eligibility for assignment. Assignments are made to both overseas commands and CONUS commands based on requisitions received from the major commands and agencies. The assignment of EM is monitored at all echelons of command to insure proper assignment and utilization. The Office of Personnel Operations (OPO) has the overall responsibility for assignments.

Reports from commanders in CONUS and overseas areas are periodically forwarded to DA (OPO) in order to keep that office informed of EM available for transfer. For example, training control cards are used for personnel in advanced individual training. Advanced Overseas Returnee Reports are used for personnel stationed outside CONUS. Punch card inputs to the Enlisted Master Tape Record (EMTR) are used for other enlisted personnel assigned within CONUS. The reports are submitted in punch card format and are used by OPO in the by-name selection and assignment of enlisted personnel. Selection and assignment of enlisted personnel to basic NCOES courses are currently made based on mandatory quotas determined by Hq CONARC and are
independent of normal reassignment procedures used by OPO. The selection and assignment of enlisted personnel to these courses could be effectively handled by OPO working within the framework of existing regulations. The information contained in current reports would have to be slightly modified to include information that an enlisted man has been command recommended and is otherwise qualified to attend the NCOES course.

The Training Control Cards (TC-1 card code 21), columns fifty-two through fifty-five (Special Report), could be used by adding a code. For example, the letter "R" could be used to indicate the enlisted man is qualified and recommended and the letter "O" if not qualified and recommended. In the Advanced Overseas Returnee Report, column 73 (Special Identification) could be used in the same manner. For CONUS stationed personnel, other than those in AIT, the reporting agency or command would have to submit a special feeder report in punch card form which included information regarding the EM qualification and command recommendation for NCOES course attendance. This information then could be transferred to the Enlisted Master Tape Record. One column of the EMTR program would have to be used for this purpose. An alternative solution would be to require all
worldwide field reporting agencies to submit special reports, in punch card form, which would include a recommendation and qualification entry and other information specified by DA.

Unit commanders would have to insure that entries are made in the individual's 201 file to indicate qualification and recommendation. The 201 file would be the basis for subsequent reporting by the responsible field reporting agencies. The use of special reports from all worldwide commands and field agencies would preclude the requirement for changing the information on the reports presently being submitted. However, the modification of the information submitted in current reports appears to be a relatively simple change and could be implemented by message and subsequent change to AR 614-200. In either case, the centralized worldwide control of assignments into NCOES could be controlled by Department of the Army as will be the case with assignments of senior NCOs into the advanced and senior levels of NCOES.

SUMMARY

The initiation of the Noncommissioned Officer Education System has been behind schedule. The procurement procedures used to control input have resulted in the cancellation of
classes because of lack of input and, in some instances, the assignment of marginal or less than satisfactory personnel into the courses.

Hq CONARC has taken priority action to improve the procurement procedures by:

a. Mandatory quotas to field commands.

b. Permitting AIT graduates to attend NCOES.

c. Coordinating with DA for assignment of those eligible personnel on PCS moves.

d. Adding incentives for attendance at NCOES -- e.g. promotion points for successful completion of NCOES.

However, it is doubtful if these measures will result in the quality of input desired for the basic level NCOES nor will it insure that the input will be on an equitable basis from worldwide resources.

RECOMMENDATIONS

It appears that the most desirable method of procurement is a Department of the Army centrally managed system of assignment into the basic level NCOES. Automated data processing systems are now in existence which could be used to manage the
assignments and would require only slight modification
to include the required qualification information. A DA
centrally managed NCOES system could:

a. Relieve Hq CONARC of worldwide procurement responsi-
bilities for which it has control over only CONUS resources.

b. Insure equitable worldwide input coordinated with
PCS movements.

c. Match inputs to Army-wide requirements for MOS and
grade.

d. Insure that only qualified and command recommended
personnel are assigned into NCOES.

EVERETT E. HOOPER
LTC FA

ALONZO S. KRETZER
LTC FA
FOOTNOTES


6. Headquarters, U.S. Continental Army Command, Subject: Noncommissioned Officer Education System (NCOES), DTG 222126 (September 1971), Message from CG CONARC to RUEADWO/DA.


8. Ibid., p. 50.

9. Ibid., p. 56.

10. Ibid., p. 58.


13. Ibid., p. 3-16.

15. Interview with action officers, Assistant Directorate for Enlisted Career Management Replacement Division.

16. AR 614-200, p. 3-30, fig. 3-2.

17. Ibid., p. 5-11, fig. 5-1.
SELECTED BIBLIOGRAPHY


FY 71

NCOES COURSES

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<tr>
<th>SCHOOL &amp; CLASS</th>
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<th>ALLOC</th>
<th>QUOTAS FILLED</th>
<th>INPUT SHORTFALL</th>
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<td>612-62B40-EC</td>
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<td>+3</td>
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<td>SE-SIGNAL SCHOOL</td>
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<td>Radio Operator Class 1</td>
<td>4 June</td>
<td>14</td>
<td>7</td>
<td>-7</td>
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<td></td>
<td></td>
<td>Class 2</td>
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<td>6</td>
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<td>30 April</td>
<td>15</td>
<td>6</td>
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<td>-4</td>
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<tr>
<td>ARMOR SCHOOL</td>
<td>020-11E40-EC</td>
<td>Armor Crewman Class 1</td>
<td>21 May</td>
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TOTAL INPUT SHORTFALL BY ARMY

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<td>NATIONAL GUARD</td>
<td>-4</td>
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<td>THIRD ARMY DID NOT HAVE A SHORTFALL</td>
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Appendix 1
## FY '72 SOLICITATION RESULTS
### COMPARED TO
### BASIC NCOES GOALS
### (ANNUAL INPUT)

<table>
<thead>
<tr>
<th>MOS</th>
<th>TITLE</th>
<th>ANNUAL INPUT GOAL</th>
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<tr>
<td>11B</td>
<td>Lt Wpns Infantryman</td>
<td>2500</td>
<td>*</td>
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<tr>
<td>11C</td>
<td>Inf Indirect Fire Crewman</td>
<td>400</td>
<td>57</td>
</tr>
<tr>
<td>11F</td>
<td>Inf Ops &amp; Intel Sp</td>
<td>300</td>
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<td>11H</td>
<td>Inf Direct Fire Crewman</td>
<td>200</td>
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<td>11D</td>
<td>Armor Recon Sp</td>
<td>400</td>
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<td>11E</td>
<td>Armor Crewman</td>
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<td><strong>ARMOR</strong></td>
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<td>13B</td>
<td>Field Arty Crewman</td>
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<td>13E</td>
<td>Field Arty Cannon Opns/Fire</td>
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<td>Sgt Missile Crewman</td>
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<td>Lance Missile Crewman</td>
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<td>Pershing Missile Crewman</td>
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<td>Flash Ranging Crewman</td>
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*SDB still in operation, no solicitation or no response from solicitation.
DISPOSITION FORM

For use of this form see AR 230-1 for the proper agency in the Adjutant General's Office.

REFERENCE OR OFFICE SYMBOL: ATSFAS-53-CL-AT

ATSFAS PDA
ATTN: Per Off

Dir of Instr, USAFAS
ATTN: Plans Div Mr EARLY

1. CNOBC (12B40) Class 01-71 reported to this unit on 13 July 70.

2. Following report was telephoned to Mr. Forrest, DCS Personnel Operations Section, USAFAS, Telephone 690-2186, 2189 by

a. Number of Students in Class

Volunteers 11

Non-Volunteers 14

b. Average Age

c. Average Education Level

d. Average Time In Service

e. Source of Input

f. Component

AIT

P Party 25

RA 25

g. Entry Grade

US

E1

E2

E3 4

E4 16

e. Mental Group

E5

GP II 5

GP III 12

GP IV 8

This class had 12 (twelve) official sit ins

Appendix 3

28
SUBJECT: Information on CINCOCG Candidate Course (13 B4) Students.

i. Average CT Score
j. Attended Leadership Prep
k. College Graduates

CLOSING DATE 16 October 70

FOR THE COMMANDER:

ROBERT T. BUISSON
1LT, Pa
Adjutant
DISPOSITION FORM

For use of this form, use 19-20-15, the present agency is The Adjutant General's Office.

REFERENCE OR OFFICE SYMBOL: ATSP-S3-GL-AI

SUBJECT: Information on FANCOCO Course (13B40) Students

ATTN: Per Off

From Co, AGL En

DATE

Attn: Maj M. Manners/ 1-5091

Dir of Instr, USAFAS

ATTN: Plans Div Mr. B. R. K.

FANCOCO (13B40) Class 02-71 reported to this unit on 4 August, 1970.

The following report was telephoned to Maj. First, DCS Personnel Operations Section, USAFAS, Telephone 650-2186, 2189 by on 10 Aug 1970.

| Volunteers | 23 |
| Non-Volunteers | 12 |
| Unknown | 1 |

Volunteers

| P Party | 36 |
| Other ( ) | |

P Party

| RA-33 |
| US-2 |
| Unknown | 1 |
| E1 | |
| E2 | |
| E3-11 |
| E4-24 |
| E5-1 |
| GP I-0 |
| GP II-8 |
| GP III-17 |
| GP IV-4 |

Appendix 3

Proj 100000
SUBJECT: Information on PAMCCC

1. Average GT Score
2. Attended Leadership Prep
3. College Graduates

CLOSING DATE 17 November 70

FOR THE COMMANDER:

[Signature]

JOHN A. MC FARNERS
Brig. FA
Asst. Adjutant