

DEPARTMENT OF THE ARMY

TOTAL WARRANT OFFICER STUDY GROUP

FINAL REPORT

VOLUME I

August 1985

TOTAL WARRANT OFFICER SYSTEM

**TWOS**



PREPARED BY  
A STUDY GROUP FOR THE  
CHIEF OF STAFF, ARMY  
HEADQUARTERS, DEPARTMENT OF THE ARMY  
WASHINGTON, D.C. 20310-0200

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DEPARTMENT OF THE ARMY  
OFFICE OF THE DEPUTY CHIEF OF STAFF FOR PERSONNEL  
WASHINGTON, DC 20310-0300

REPLY TO  
ATTENTION OF

DAPE-MP-TWOS

30 AUG 1985

SUBJECT: Letter of Transmittal

THRU: Deputy Chief of Staff for Personnel  
Room 2E736, Pentagon  
Washington, D.C. 20310-0300

TO: Chief of Staff, Army  
Room 3E668, Pentagon  
Washington, D.C. 20310-0200

1. It is with great pride that the final report of the Department of the Army Total Warrant Officer Study (TWOS) is forwarded to you. This first-ever DA comprehensive analysis of the Total Army warrant officer program provided the opportunity to capture current strengths of the program and build upon those to develop a management and training system which focuses on the Army of the 90's and beyond.

2. Every aspect of warrant officer management and development was examined in detail - from recruiting to separation -- from force structure to POI's. We found that the warrant force is a highly motivated service-oriented segment of the Total Army and is making critical contributions to the defense of our nation. However, we discovered that our management and training policies and procedures are in need of significant change if we are to realize the full potential of the warrant force. We have provided you with an evolutionary plan which will help maximize warrant officer contributions, satisfaction and combat readiness of the Total Army. Most of these actions are underway at the appropriate DA Staff and MACOM level and will be implemented at those levels.

3. Most significant to the entire process was your approval on 24 June 1985 to code TOE/TDA positions by rank. The analysis of each warrant officer position will be the catalyst in everything else that is done. The positive implications run deep - from recruiting to utilization to training and professional development. For the first time in history, the Army will use documented requirements as the frame of reference for all decisions pertaining to the entire spectrum of warrant officer actions.

4. The role of the proponents is central to the success of not only warrant officer management and development but also that of commissioned officers and non-commissioned officers. AR 600-3, Specialty Proponency, gives the proponents significant responsibility and authority. I am obligated to mention, however, that

SUBJECT: Letter of Transmittal

resourcing has not kept pace with the great increases in responsibility. This weakness may be the Achilles' heel in TWOS, OPMS and EPMS. This area requires detailed, objective examination and we strongly recommend that such an analysis be conducted immediately.

5. We report to you that our Army is healthy and ready to accomplish its mission. It is an Army of high motivation and great pride. We are honored to have been able to assist you in taking the steps that will raise that pride and readiness to even higher levels.



RONALD E. GORNITO  
Colonel, USA  
Director, DA Total Warrant  
Officer Study Group



DEPARTMENT OF THE ARMY  
OFFICE OF THE DEPUTY CHIEF OF STAFF FOR PERSONNEL  
WASHINGTON, DC 20310

REPLY TO  
ATTENTION OF

DAPE-MP-OPMS

10 AUG 1984

MEMORANDUM FOR DIRECTOR OF THE ARMY STAFF

SUBJECT: Total Warrant Officer Study (TWOS) -- ACTION MEMORANDUM

1. PURPOSE: To obtain DAS approval of the organization and operation of the Total Warrant Officer Study, the shifting of responsibilities and assets from the OPMS and PDOS Groups, the Terms of Reference, and the Milestones.

2. DISCUSSION:

a. During the OPMS Study Group briefing on 9 Jul 84, CSA approved the concept of the Total Warrant Officer Study, to be conducted separate from the OPMS and PDOS studies, but to utilize, as a point of departure, the results from both studies as they apply.

b. A study to address all areas of concern is viewed as a ten month effort by approximately thirteen active duty officers, augmented by representatives from the Reserve Components. A small cell of support personnel will begin operations in advance of the formal study (for survey preparations & distribution, literature search, establish joint service POC's, acquire operational resources, etc.).

c. The formal portion of the study group would begin operation upon completion of the OPMS Study Group efforts and would utilize the existing OPMS resources (location, support personnel, and equipment) in place. A revision to the PDOS charter, transferring all warrant officer areas of responsibility to the Total Warrant Officer Study, would become effective upon approval of the Total Warrant Officer Study charter.

d. OCSA would fund the study, with a current projection of minimal TDY, per-diem, and field trip requirements associated with the study.

e. The advanced support cell, consisting of five active duty warrant officers and two enlisted members, would commence operations on 15 Aug 84, with the Study Group Director arriving on 15 Sep 84. The remaining team members and the formal study effort will begin on 1 Oct 84.

f. The study group will examine the current and future role, utilization, management, and professional development of the Army warrant officer. This includes surveying the Army to gather field perceptions, conducting a proponent workshop to standardize and consolidate the RETO job analysis requirement, examining the OPMS Study Group's areas of considerations (TAB A) and other related issues identified by PDOS (TAB B), reviewing the current Warrant Officer

Training System (WOTS) and its effectiveness in meeting existing Army requirements, and diagnosing established management and compensation programs. This analysis will use the "future" and philosophy of the Army Officer Corps as developed by both the OPMS and PDOS Study Groups.


g. A strawman Total Warrant Officer Study Group organization is at TAB C. Composition is presented at TAB D. Terms of Reference are at TAB E. Study group Milestones are at TAB F. A Warrant Officer Historical Sequence of Events is at TAB G.

h. The Terms of Reference for the study have been coordinated with LTG Bagnal of the PDOS Group and COL LeHardy of the OPMS Study Group.

### 3. RECOMMENDATIONS:

- a. That DAS approve the organization and operation of the Total Warrant Officer Study.
- b. That DAS approve the transfer of Warrant Officer areas of responsibility from the ongoing "PDOS" group to the "TWOS" group.
- c. That DAS approve the transfer of OPMS Study Group facilities and assets to the Total Warrant Officer Study at the appropriate time.
- c. That DAS approve the Terms of Reference at TAB E.
- d. That DAS approve the "TWOS" Milestones at TAB F.

7 Encl

  
ROBERT M. ELTON  
Lieutenant General, GS  
Deputy Chief of Staff  
for Personnel

CW3 Simonian/54778

TOTAL WARRANT OFFICER STUDY GROUP PERSONNEL LIST

<u>Name</u>	<u>Rank</u>	<u>Branch/ MCG/MOS</u>	<u>Duty</u>
Gornto, Ronald E.	LTC(P)	SC	Director
Cottrell, Walter T	LTC	EN	Objective Force
Nolin-Gaskin, Patricia L.	CPT(P)	FI	Compensation
DiGirolamo, Nicholas A.	CW4	OD	ARNG Representative
Dougherty, John R.	CW4	AV	Action Officer
Hawk, Chuck	CW4	AV	Branch Chief
Jinks, Dennis M.	CW4	OD	Branch Chief
Mullins, William C.	CW4	QM	Action Officer
Seeger, William R., Jr.	CW4	SC	Action Officer
Simonian, Thomas E.	CW4	AV	Action Officer
Washer, Lloyd N.	CW4	AV	Branch Chief
Leggett, Robert	CW3	MP	Action Officer
Burnett, Carl M.	CW2(P)	EN	Action Officer
Davis, Judith A.	CW2	SC	Action Officer
Sanborn, Frederick S.	CW2	AG	ADP Operations
Simms, Gary N.	CW2	AG	Admin. Officer
Wirth, Barry O.	CW2	AG	USAR Representative
Newman, David E.	SFC	75Z	NCOIC
Knight, Lewis D.	SSG	81E	Illustrator
Cunningham, Linda L.	SGT	71C	Secretary/Steno
Grigsby, Steven A.	SP4	64C	Driver

## EXECUTIVE SUMMARY

The Department of the Army, Total Warrant Officer Study (TWOS) Group was chartered by the Chief of Staff, Army (CSA) in September 1984. This was the first Department of the Army-level comprehensive study of warrant officer management across the Total Army. Essentially, TWOS was required to answer the following questions, "What are warrant officers doing now?" , "What should warrant officers be doing in the future, and "What is the definition of a warrant officer?" Based on the charter and several assumptions that were developed, the TWOS Group developed this mission statement: "Examine the role and utilization, professional development, management, compensation programs, policies and procedures, and recommend changes where the effect would enhance combat readiness for the Total Army."

The TWOS accomplished this mission through review of current systems, analysis of programs, surveys sent to warrant officers and commissioned officers, proponent workshops, warrant officer steering groups, and general officer advisory groups. The TWOS Group briefed findings and recommendations to the CSA on 24 June 1985. During this briefing, the CSA approved a new definition of an Army Warrant Officer, the coding of personnel authorization documents by rank groups to reflect three levels of warrant officer utilization, and the management of warrant officers in terms of warrant officer service which will provide an opportunity for 30 years service as a warrant officer. The CSA also approved submission of a legislative package that includes provisions for creation of warrant officer grade W5, a single promotion system with mandatory integration into the Regular Army concurrent with promotion to W3, and a provision for Selective Career Extension (a program similar to Selective Early Retirement for commissioned officers).

One of the most significant of these actions was the development of a new warrant officer definition. While the existing definitions exclusively keyed on technical competence, the new definition requires warrant officer appointments to be based on a sound level of technical and tactical competence.

The definition formalizes the warrant officer's role as a trainer and leader, and requires that the Army professionally develop warrant officers for assignment in positions that are progressively challenging and difficult. This progressive development system proposed by TWOS is structured around three skill levels compatible with the new graded coding system on personnel authorization documents. Warrant officer positions on authorization documents are not graded under the current manning system. This allows the assignment of any warrant officer, W1 through W4, to any position authorized by his Military Occupational Specialty (MOS). The new system will fill warrant officer positions with warrants who have the requisite training and experience essential to the position. The system will be able to do this by coding personnel authorization documents by three rank groups: Warrant Officer (W1-W2), Senior Warrant Officer (W3-W4), and Master Warrant Officer (W5), thereby establishing three utilization levels. The proposal for grade W5 stemmed from analysis which revealed these three distinct levels of warrant officer utilization. TWOS determined from the analysis that the three levels result; not only from the completion of required training, but that they are also experientially driven. The Master Warrant Officer level positions require a very senior warrant officer who has been developed over a period of twenty years of warrant officer service to become a true branch technical integrator. In order for the Army to recognize and benefit from the third level, (Master Warrant Officer), an additional grade is required. Grade W5 will also enhance the retention goals for retirement eligible master warrant officers by providing increased compensation. The new grade of W5 will require congressional approval. During the interim period, and in the event that grade W5 is not approved, selected W4 will receive the Master Warrant Officer designation and be assigned to Master Warrant Officer Positions. The position grading system will ensure that the levels of warrant officer rank and experience are spread throughout the force. It will ensure the proper mix of warrant officers at every echelon of the Army. This does not mean that position grading will correspond with the echelon of a unit organization. Position grading will correspond with the skill requirements of a given position. It will allow the Army to build a requirements based warrant officer training system. The essence of the warrant officer role will remain at the war fighting level.

Training will occur in three phases during the warrant officers' career to allow maximum utilization at each level and provide the experience needed before advancement to the next utilization level. The TWOS concept of warrant officer training will change the current warrant officer training system by requiring certification at each training level. Entry level training is already well established. However, additional programs are required for proponents who lack entry level training or whose entry level training is inadequate. Initiatives have already been undertaken by Training and Doctrine Command to standardize the advanced level (to be renamed senior level) warrant officer training. The Warrant Officer Senior Course will require major revision and will evolve into Master Warrant Officer Training. The major difference will be a break from the traditional general subjects course to a course that addresses MOS and branch-oriented, specific instruction. This course will provide selected warrant officers with the branch-related training needed to become technical integrators. The TWOS also recommended that the use of existing courses not currently available to warrant officers be considered during the training development process to maximize the use of training resources.

The TWOS Group recognized that management changes must accompany changes in training and force composition. Management by years of Warrant Officer Service rather than by years of Active Federal Service will simplify what has become a very complex process with regard to schooling, assignments, promotions, and other personnel management procedures. This policy, similar to the one used for commissioned officers, means that when enlisted soldiers receive an appointment as a warrant officer, their "personnel management clock is reset to zero" while retaining seniority for pay and retirement. It will also allow the Army to manage warrant officers in terms of year groups and will establish a new career plan that provides the opportunity for warrant officers to stay on active duty for 30 years as a warrant officer or until the mandatory retirement age of 62. Another issue which will serve as a corollary to the 30 Year Career Plan is the Regular Army Integration Program. Under the program, Reserve warrant officers on active duty who are selected for promotion to W3 must accept an appointment in the Regular Army or request release from active duty.

The program is similar in concept to the provision of the Defense Officer Personnel Management Act (DOPMA) that provides for automatic integration of commissioned officers selected for promotion to major. The integration program will allow Reserve warrant officers to integrate into the Regular Army at the W3 promotion point.

The TWOS Group also recommended that the Army develop an aggressive recruiting program to sustain the warrant officer force. There has never been an institutionalized recruiting program for the entire force. The current system relies on voluntary application of enlisted soldiers. This has often left the Army short of required numbers of warrant officers. A proactive recruiting program will not only sustain the force in numbers required, but will provide the quality required as well.

The TWOS Group considered many compensation issues which pertain to warrant officers. The only recommendation was that the Army develop a pay scale for W5 if Congress approves the grade. However, the TWOS suggested that the compensation issues should be revisited following full implementation of the Total Warrant Officer System. The thrust of this review would be to determine if additional compensation measures are required to attract and retain warrant officers in the right numbers and with the right skills.

The TWOS Group considered the Reserve Components in every aspect of the study. However, the inherent constraints placed on members in the Reserve Components may require some adjustment in how the Army applies TWOS recommendations in the Reserve Components. Work will continue throughout the implementation phase with the Army Reserve and Army National Guard in order to achieve the desired results.

Warrant officers have been, and will continue to be, the Army's technical experts. The development of the Total Warrant Officer System (TWOS) is essential if the Army is to fully capitalize on warrant officer expertise. Full implementation of the recommendations by this study group will require the total cooperation of all agencies involved with the management and utilization of Army warrant officers.