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Briefing Report to Congressional
Requesters

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MILITARY
EDUCATION

Information on Service
Academies and
Schools





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National Security and
International Affairs Division

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The Honorable Patricia Schroeder
Chairwoman, Subcommittee on Research
and Technology
Committee on Armed Services
House of Representatives

The Honorable Joel Hefley
House of Representatives

In response to your request and subsequent discussions, we have examined the feasibility of relocating professional military education institutions to the various military academies. We reviewed officer professional military education to determine (1) how the services define professional military education, (2) where professional military education courses are conducted, (3) how many students participate in these courses, and (4) what are the costs associated with them.

We have briefed your office on the results of our review. We agreed to expand our review and include various information on officer training activities, in addition to professional military education, performed by the services. This report presents the results of our work.

Background

The Chairman, Joint Chiefs of Staff, established policies, programs, guidelines, and procedures for coordinating, among other things, the professional military education of members of the U.S. Armed Forces. The Chairman's Memorandum 1618-93, Military Education Policy Document, issued in March 1993, contains this guidance.

The guidance defines professional military education as the education that provides individuals with the skills, knowledge, and understanding that enable them to make sound decisions in progressively more demanding command and staff positions within the national security environment. It addresses the military, political, economic, social, and psychological dimensions of national security with varying degrees of emphasis. These include planning and conducting war, organization of the services, joint and combined operations, force employment and deployment concepts, and military leadership. Military departments are required to incorporate the Chairman's guidance into their own education systems.

Each of the three military departments has a military academy. They are the U.S. Military Academy in West Point, New York; the U.S. Naval Academy in Annapolis, Maryland; and the U.S. Air Force Academy in Colorado Springs, Colorado. As table 1 shows, the Army, the Navy, the Air Force, and the Marine Corps also each have one professional military education intermediate and one senior service school.

Table 1: Name and Location of Service Professional Military Education Intermediate and Senior Service Schools

Service	Name of school	Location of school
Intermediate schools		
Army	Command and General Staff College	Fort Leavenworth, Kansas
Navy	College of Naval Command and Staff	Newport, Rhode Island
Air Force	Air Command and Staff College	Maxwell Air Force Base, Montgomery, Alabama
Marine Corps	Command and Staff College	Quantico, Virginia
Senior schools		
Army	Army War College	Carlisle Barracks, Pennsylvania
Navy	College of Naval Warfare	Newport, Rhode Island
Air Force	Air War College	Maxwell Air Force Base, Montgomery, Alabama
Marine Corps	Marine Corps War College	Quantico, Virginia

Results in Brief

With the exception of the Air Force Academy, the opportunity to absorb additional professional military education institutions at the military academies is limited by physical, financial, and environmental constraints. All three academies are at or over capacity for classroom and dormitory facilities. The U.S. Military and U.S. Naval academies have very little land available to build additional facilities.

The services differ in how they interpret the definition of professional military education as defined in the Military Education Policy Document. For example, the Army considers an officer’s basic course in a warfare specialty such as infantry or logistics as part of professional military education, while the Air Force does not. Therefore, because of how the services define this education, the Army has more professional military education schools that could be consolidated than the Air Force.

We identified 32 different schools involved in conducting 60 different courses. During academic year 1992-93, over 36,000 students were enrolled in these schools.

About \$123 million was the projected cost for providing professional military education in fiscal year 1993. This cost includes salaries for the instructors and support staff, but the total cost of this education is incomplete because it does not factor in such costs as student salaries.

Opportunities for Relocating Educational Activities to the Service Academies Are Considered Limited

Although each of the academies will be reducing the number of appointments, officials stated that the reduction will not increase the space available for classrooms or dormitories, but will ease the current overcrowding. They also noted other physical, financial, and environmental constraints that restricted their ability to absorb additional functions and activities.

U.S. Military Academy at West Point

This Academy is located on rather mountainous terrain. The 16,080 acre campus is surrounded by the town of Highland Falls, New York, land owned by a major university, and the Hudson River. The undeveloped land within the campus is primarily on mountains and is composed primarily of granite. Academy officials stated that the cost to level the mountains or to construct facilities on them would be enormous.

In addition, some parts of the mountains (about 9,500 acres) have served as firing ranges in the past. Unexploded ordnance would have to be removed as part of any construction project. Further, Academy officials said that environmental laws prevent filling in the river to increase the usable land mass.

An Academy official told us that the 1992 enrollment of 4,320 cadets resulted in 3 to 4 people per dormitory room. These rooms were designed to accommodate two per room. Officials estimated the cost to reconfigure the academic, cadet, and faculty facilities to address existing deficiencies in space, laboratories, and classrooms at over \$1 billion.

Academy officials also pointed out that any construction to the facilities must comply with the National Historic Preservation Act of 1966 since the Academy is on the national historical register. Even some of the mountain

vistas (scenic views) are historic and no obstructions are allowed. This restriction also applies to parts of the Hudson River that border the Academy.

U.S. Naval Academy at Annapolis

The biggest constraint facing any potential relocation of education activities to the Naval Academy is the lack of land suitable for development at the main academic quadrant. The Academy is bordered on one side by the historic district of the City of Annapolis, Maryland, and on the remaining three sides by the Severn River and Spa Creek. According to the officials, the Chesapeake Bay Critical Area Act and the National Environmental Policy Act make expansion in any direction extremely limited.

Like the U.S. Military Academy at West Point, the main site of the Academy has been designated as a National Historic Landmark District. Its buildings, property, and certain open spaces and vistas are subject to protection of the National Historic Preservation Act of 1966. Officials said that all buildings are in full use. They also stated that preliminary findings of an ongoing academic space study—scheduled for issuance in March 1994—indicate a deficiency in existing laboratory space and faculty offices.

U.S. Air Force Academy at Colorado Springs

The Air Force Academy is the newest of the three academies and was built about 40 years ago. Unlike the two older academies, this Academy is not on the national historical register and is not constrained by preservation requirements. It has about 18,000 acres and about half of it could possibly be used to accommodate additional educational facilities. However, an Air Force official stated that the cost of new construction projects for relocating the Air Force intermediate and senior service schools may be prohibitive. That is, the cost to build at the Academy might be more than the expected savings anticipated through consolidation or relocation.

The official also said that space deficiencies exist in the current faculty and student facilities, and Congress appropriated \$36 million in fiscal years 1991-92 for an expansion project to overcome these identified deficiencies. The Department of Defense (DOD) released these funds on August 21, 1993.

Services Interpret Military Education Definition Differently

As the Military Education Policy Document points out, professional military education has five progressive levels: precommissioning, primary, intermediate, senior, and general/flag.¹ Each level is designed to provide the officer with the necessary skills and knowledge to function effectively and to assume additional responsibilities. For example, at the primary level the education provides basic and advanced instruction in selected areas, called branch specialties.

Instruction at the intermediate level is designed for promotable captains or majors or their equivalents in the other services. Instruction at the senior levels is intended for lieutenant colonels or colonels or their equivalents.

The Army, the Navy, and the Marine Corps consider primary level education in a warfare specialty as part of the officer's professional military education process. The Air Force, on the other hand, considers such courses as specialized training.

At the primary level, the basic and advanced courses provide instruction in warfare specialties, such as infantry or armor in the Army and air or surface warfare in the Navy. The Squadron Officer School in the Air Force is designed to improve the professional competence of captains. At the intermediate and senior levels, the components of each service's professional military education process are similar.

Services' Schools Providing Professional Military Education

The services had 32 schools providing 60 courses for over 36,000 students during academic year 1992-93. Tables 2, 3, 4, and 5 provide the breakdown for each service. Our inventory of courses and their locations in this report is not all-inclusive. For courses, we included the most common ones offered primarily to active-duty personnel. No electives or reserve-specific courses were included. For locations, the primary locations where the courses were taught were used. We did not include the thousands of satellite facilities where courses are offered.

¹Precommissioning includes the education received at the military academies, or the education received through the Reserve Officer Training Program, or Officers Candidate Schools. Primary includes the education in warfare specialties, such as infantry, logistics, surface warfare, or subsurface warfare. Intermediate includes education in theater operations, while senior education is oriented toward national military strategy. General/flag education is designed to prepare such officers for employment of large bodies of troops in pursuit of national security interests.

Table 2: Summary Showing the Number of Air Force Schools Providing Professional Military Education Along With the Number of Different Courses Taught at Various Levels During Academic Year 1992-93

Item	Professional military education		
	Primary	Intermediate	Senior
Schools	1	1	1
Courses	1	1	1
Graduates	3,000	495	250
Locations	1	1	1

The Air Force has located its primary school—Squadron Officer School, its intermediate school, and its senior school at Maxwell Air Force Base in Montgomery, Alabama. At each level, the schools focus on one course of instruction, such as the command and staff college course at the intermediate school. (See app. I for additional details on the courses taught at each location.)

Table 3: Summary Showing the Number of Army Schools Providing Professional Military Education Along With the Number of Different Courses Taught at Various Levels During Academic Year 1992-93

Item	Professional military education		
	Primary	Intermediate	Senior
Schools	19	1	1
Courses	43	1	1
Graduates	26,190	1,200	386
Locations	17	1	1

The Army’s primary level includes instruction in 18 different warfare specialties, such as infantry and logistics. The Army’s intermediate school is located in Fort Leavenworth, Kansas, and the senior school is located in Carlisle Barracks, Pennsylvania. The instruction for all three levels is provided at 19 different locations in the United States. (See app. II for additional details on the courses taught at each location.)

Table 4: Summary Showing the Number of Navy Schools Providing Professional Military Education Along With the Number of Different Courses Taught at Various Levels During Academic Year 1992-93

Item	Professional military education		
	Primary	Intermediate	Senior
Schools	3	1	1
Courses	5	1	1
Graduates	3,444	273	261
Locations	4	1	1

The Navy’s primary schools are located in San Diego, California; Newport, Rhode Island; New London, Connecticut; and Pensacola, Florida. The

Navy’s intermediate and senior schools are both in Newport, Rhode Island. (See app. III for additional details on the courses taught at each location.)

Table 5: Summary Showing the Number of Marine Corps Schools Providing Professional Military Education Along With the Number of Different Courses Taught at Various Levels During Academic Year 1992-93

Item	Professional military education		
	Primary	Intermediate	Senior
Schools	1	1	1
Courses	3	1	1
Graduates	512	211	9
Locations	1	1	1

All of the above Marine Corps schools are located in Quantico, Virginia. (See app. IV for additional details on the courses taught at this location.)

Costs Associated With Professional Military Education Not Available

The services and the Office of the Secretary of Defense collect data on the costs associated with professional military education and training. However, the existing cost systems are not designed to isolate the costs associated solely with professional military education.

The projected cost provided us for professional military education in fiscal year 1993 is about \$123 million. This cost includes salaries for instructors and support staff, but excludes the salaries of the students. The figure does not include other costs such as family housing, permanent change of station for students, and other miscellaneous costs. Including such costs and combining them with primary level education costs would provide a more accurate measure of the total costs associated with professional military education, but current accounting systems do not accumulate costs this way.

Scope and Methodology

In conducting this review, we collected and analyzed pertinent documents, interviewed cognizant DOD personnel, and visited the three military academies. We reviewed engineering plans for expansion where available, discussed expansion constraints with Academy officials, and collected and analyzed information on student capacity figures at the three service academies.

We obtained cost data from the Office of the Secretary of Defense and the various services comptrollers. Cost reports and other data were also obtained from the academies and reviewed to attempt to determine the total cost of professional military education.

We performed our work from July 1992 through June 1993 in accordance with generally accepted government auditing standards. We did not obtain written comments from DOD, but we discussed the information developed with agency officials and they generally agreed with its contents.

We are sending copies of this report to the appropriate congressional committees; the Director, Office of Management and Budget; the Secretaries of Defense, the Army, the Navy, and the Air Force. Copies will also be made available to others on request.

Please contact me at (202) 512-5140 if you or your staff have any questions concerning this report. The major contributors to this report are George E. Breen Jr., Assistant Director; Frank Bowers, Senior Evaluator; and Meeta Sharma, Senior Evaluator.



Mark E. Gebicke
Director, Military Operations
and Capabilities Issues

Contents

Letter		1
Appendix I Air Force Professional Military Education		12
Appendix II Army Professional Military Education	Primary Level Professional Military Education Intermediate Level Professional Military Education Senior Level Professional Military Education	15 15 17 18
Appendix III Navy Professional Military Education	Primary Level Professional Military Education and Training Intermediate and Senior Level Professional Military Education	19 19 19
Appendix IV U.S. Marine Corps Professional Military Education	Primary Level Professional Military Education Intermediate and Senior Level Professional Military Education	21 21 21
Tables	Table 1: Name and Location of Service Professional Military Education Intermediate and Senior Service Schools Table 2: Summary Showing the Number of Air Force Schools Providing Professional Military Education Along With the Number of Different Courses Taught at Various Levels During Academic Year 1992-93 Table 3: Summary Showing the Number of Army Schools Providing Professional Military Education Along With the Number of Different Courses Taught at Various Levels During Academic Year 1992-93 Table 4: Summary Showing the Number of Navy Schools Providing Professional Military Education Along With the Number of Different Courses Taught at Various Levels During Academic Year 1992-93	2 6 6 6

Table 5: Summary Showing the Number of Marine Corps Schools Providing Professional Military Education Along With the Number of Different Courses Taught at Various Levels During Academic Year 1992-93	7
Table I.1: Schedule Showing Air Force Schools Providing Professional Military Education and Training, Length of Program, Frequency Taught Along With the Maximum Class Size	12
Table I.2: Schedule Listing the Career Fields in the Air Force and the Primary Locations Where the Training Is Given	13
Table II.1: Army Branch Specialties	15
Table II.2: Schedule Showing Army Branch Specialty Courses, Length of Courses, Frequency Taught, Along With the Maximum Class Sizes	16
Table II.3: Schedule Showing the Army Course Comprising Intermediate Level Professional Military Education, Length of Program, Frequency Taught, and Enrollment Data	18
Table II.4: Schedule Showing the Army Course Comprising Senior Level Professional Military Education, Length of Program, Frequency Taught, and Enrollment Data	18
Table III.1: Schedule Listing the Locations of Navy Schools Providing Professional Military Education and Training, Course, Course Length, Frequency Taught, Along With Enrollment Data	19
Table III.2: Schedule Listing the Navy Schools Providing Intermediate and Senior Level Professional Military Education, Course, Course Length, Frequency Taught, Along With Enrollment Data	20
Table IV.1: Schedule Showing the Components of Marine Corps Primary Level Professional Military Education, Length, Frequency Taught, Along With Enrollment Data	21
Table IV.2: Schedule Showing the Components of Marine Corps Intermediate and Senior Professional Military Education, Length, Frequency Taught, Along With Enrollment Data	21

Figure

Figure I.1: Air Force Training Primary Teaching Locations in the U.S.	14
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Abbreviations

DOD Department of Defense

Air Force Professional Military Education

This appendix contains additional information on the Air Force professional military education and training programs. We included training information, as requested, to supplement the services' professional military education activities.

The schools associated with the three professional military education levels—primary, intermediate, and senior—are located at Maxwell Air Force Base in Montgomery, Alabama. The following table shows the schools associated with each level, the length of the program, the frequency the program is provided during each academic year, along with enrollment data for academic year 1992-93.

Table I.1: Schedule Showing Air Force Schools Providing Professional Military Education and Training, Length of Program, Frequency Taught Along With the Maximum Class Size

Professional military education level	School	Length (weeks)	Frequency taught (times each year)	Maximum class size (each course)
Primary	Squadron Officer School	7	5	3,000
Intermediate	Air Command & Staff College	40	1	495
Senior	Air War College	40	1	250

The remainder of this appendix discusses training activities. The Air Force differs from the other services in its interpretation of the components of professional military education. The Air Force classifies instruction in career fields, such as finance or logistics, as training. The Air Force has 21 such training career fields. We have listed these career fields in the following table along with the primary locations where the instruction is given.

Appendix I
Air Force Professional Military Education

Table I.2: Schedule Listing the Career Fields in the Air Force and the Primary Locations Where the Training Is Given

Career field	Location
Operations ^a	Keesler Air Force Base, Mississippi Tyndall Air Force Base, Florida Peterson Air Force Base, Colorado
Logistics (Missiles & Aircraft)	Chanute Air Force Base, Illinois Keesler Air Force Base, Mississippi
Logistics (Other)	Wright-Patterson Air Force Base, Ohio
Communications	Keesler Air Force Base, Mississippi Peterson Air Force Base, Colorado Lackland Air Force Base, Texas
Civil Engineering	Wright-Patterson Air Force Base, Ohio
Finance	Keesler Air Force Base, Mississippi Sheppard Air Force Base, Texas
Personnel	Keesler Air Force, Mississippi Maxwell Air Force Base, Alabama
Public Affairs	Fort Benjamin Harrison, Indiana
Intelligence	Goodfellow Air Force Base, Texas Bolling Air Force Base, Maryland
Security Police	Fort McClellan, Alabama Lackland Air Force Base, Texas
Legal	Maxwell Air Force Base, Alabama
Chaplain	Maxwell Air Force Base, Alabama
Medical	Sheppard Air Force Base, Texas Brooks Air Force Base, Texas Lackland Air Force Base, Texas Keesler Air Force Base, Mississippi
International Politico-Military Affairs	Foreign Service Institute, Washington, D.C.
Disaster Preparedness	Lowry Air Force Base, Colorado Kirtland Air Force Base, New Mexico
Visual Information	Keesler Air Force Base, Mississippi Lowry Air Force Base, Colorado
Scientific & Development Engineering	Chanute Air Force Base, Illinois Keesler Air Force Base, Mississippi
Program Management	Fort Belvoir, Virginia
Cartography	Fort Belvoir, Virginia
Special Investigations	Bolling Air Force Base, Maryland
Band ^b	

^aIncludes pilot, navigator, air traffic controller, air weapons controller, missile operator, operations manager, and space operator.

^bNo initial skills training are offered since the Air Force assumes that individuals are already qualified when they are recruited.

Appendix I
Air Force Professional Military Education

The previous table shows that some installations are the primary teaching locations for more than one career field. To provide more clarification, figure I.1 groups the career fields by their primary teaching locations.

Figure I.1: Air Force Training Primary Teaching Locations in the U.S.



Army Professional Military Education

The following information is presented in three separate sections that correspond to the three levels of professional military education—primary, intermediate, and senior. We also included training information, as requested, to supplement the Army’s professional military education activities.

Primary Level Professional Military Education

At the primary level, the Army provides basic and advanced instruction in 18 branch specialties. Table II.1 lists the branch specialties along with the location where the instruction occurs.

Table II.1: Army Branch Specialties

Branch specialty	Location
Aviation	Fort Rucker, Alabama
Ordnance	Aberdeen Proving Ground, Maryland
Quartermaster	Fort Lee, Virginia ^a
Signal	Fort Gordon, Georgia
Finance	Fort Benjamin Harrison, Indiana
Adjutant General	Fort Benjamin Harrison, Indiana
Intelligence	Fort Huachuca, Arizona
Military Police	Fort McClellan, Alabama
Legal	Charlottesville, Virginia
Chaplain	Fort Monmouth, New Jersey
Medical	Washington, D.C.
Chemical	Fort McClellan, Alabama
Field Artillery	Fort Sill, Oklahoma
Infantry	Fort Benning, Georgia
Armor	Fort Knox, Kentucky
Air Defense	Fort Bliss, Texas
Engineering	Fort Leonard Wood, Missouri
Transportation	Fort Eustis, Virginia

^aThe Aviation Logistics School is located at Fort Eustis, Virginia; the Army Logistics Management College is located at Fort Lee, Virginia.

Table II.2 shows the branch specialty courses, their length, frequency taught during an academic year, and enrollment data.

Appendix II
Army Professional Military Education

Table II.2: Schedule Showing Army Branch Specialty Courses, Length of Courses, Frequency Taught, Along With the Maximum Class Sizes

Branch specialty/course	Length (weeks)	Frequency taught (each year)	Maximum class size (each course)
Aviation			
Basic	9	6	85
Advanced	20	4	128
Chemical			
Basic	19	9	42
Advanced	20	5	36
Engineering			
Basic	17	6	160
Advanced	20	6	65
Field Artillery			
Basic	19	10	150
Advanced	20	4	160
Infantry			
Basic	16	9	210
Advanced	20	4	210
Academy of Health Sciences^a			
Basic	10	6	80
Advanced	20	3	320
Ordnance/missiles			
Basic	16	4	25
Advanced	20	4	32
Ordnance/maintenance			
Basic	18	12	25
Advanced	20	16	14
Quartermaster			
Basic	17	10	60
Advanced	20	6	64
Signal			
Basic	19	6	96
Advanced	20	10	42
Finance			
Basic	15	2	42
Advanced	20	2	30
Adjutant General			
Basic	13	7	50
Advanced	20	2	60

(continued)

Appendix II
Army Professional Military Education

Branch specialty/course	Length (weeks)	Frequency taught (each year)	Maximum class size (each course)
Chaplain			
Basic	11	1	60
Advanced	20	3	60
Armor			
Basic	16	13	80
Advanced	20	3	172
Judge Advocate General			
Basic	10	2	85
Advanced	42	1	90
Military Police			
Basic	15	10	54
Advanced	20	4	48
Intelligence			
Basic	23	8	42
Advanced	20	9	63
Air Defense			
Basic	10	4	120
Advanced	20	4	60
Transportation			
Basic	17	5	125
Advanced	20	16	102

^aWithin the medical branch specialty, there are nine different basic courses provided. These courses range from 4 to 14 weeks. The maximum class size in each course ranges from 20 to 250 students.

Most of the schools have developed similar courses for the reserve components. Such courses are frequently provided in phases to accommodate the schedules of reserve component personnel.

Intermediate Level Professional Military Education

The Command and General Staff Officer's course is the intermediate level professional military education. This course is taught at the Command and General Staff College at Fort Leavenworth, Kansas. The mission of this college is to educate selected officers in the values and attitudes of the profession of arms and in the conduct of military operations in peace, conflict, and war with emphasis at corps and division level. Table II.3 shows the course, its length, the frequency taught during each academic year, along with enrollment data.

Appendix II
Army Professional Military Education

Table II.3: Schedule Showing the Army Course Comprising Intermediate Level Professional Military Education, Length of Program, Frequency Taught, and Enrollment Data

Course	Length (weeks)	Frequency taught (times each year)	Maximum class size (each course)
Command and General Staff Officer	40	1	1,200

Senior Level Professional Military Education

Senior level professional military education in the Army consists of one program. The Army conducts this program at the Army War College located at the Carlisle Barracks in Pennsylvania. Table II.4 provides data similar to that provided on the courses at the primary and intermediate levels.

Table II.4: Schedule Showing the Army Course Comprising Senior Level Professional Military Education, Length of Program, Frequency Taught, and Enrollment Data

Course	Length (weeks)	Frequency taught (times each year)	Maximum class size (each course)
War College	40	1	289

Navy Professional Military Education

The following information is on the Navy professional military education and training programs.

Primary Level Professional Military Education and Training

At the primary level, the Navy provides education and training in three separate warfare specialties—surface warfare, submarine warfare, and air warfare. For surface and submarine warfare, the Navy program has two components—one for pilots and one for naval flight officers. Table III.1 provides additional information on the different activities. We also included in the appendix training information, as requested, to supplement the services’ professional military education activities.

Table III.1: Schedule Listing the Locations of Navy Schools Providing Professional Military Education and Training, Course, Course Length, Frequency Taught, Along With Enrollment Data

Type of warfare/location	School/course	Length (weeks)	Frequency taught (times each year)	Maximum class size (each course)
Surface				
San Diego, California	Surface Warfare Officer School (basic)	15	6	505
Newport, Rhode Island	Surface Warfare Officer School (basic)	15	6	660
	Surface Warfare Officer School (department head or advanced)	24	5	444
Submarine				
New London, Connecticut	Submarine Officer Basic Course	12	8	550
	Submarine Officer Advanced Course	22	9	160
Air				
Pensacola, Florida	Pilot Pipeline	49 - 69	Varies	1,054
	Naval Flight Officer Pipeline	36 - 58	Varies	395

Intermediate and Senior Level Professional Military Education

Navy intermediate and senior level professional military education is conducted at Newport, Rhode Island. The Navy has located its College of Naval Command and Staff and its College of Naval Warfare at this one location. Table III.2 provides data associated with each of these schools.

Appendix III
Navy Professional Military Education

Table III.2: Schedule Listing the Navy Schools Providing Intermediate and Senior Level Professional Military Education, Course, Course Length, Frequency Taught, Along With Enrollment Data

School/course	Length (weeks)	Frequency taught (times each year)	Maximum class size (each course)
College of Naval Command and Staff (intermediate)	40	1	273
College of Naval Warfare (senior)	40	1	261

U.S. Marine Corps Professional Military Education

The following information is provided in separate sections to correspond to the levels of professional military education. The Marine Corps has located all of its professional military educational facilities at Quantico, Virginia.

Primary Level Professional Military Education

At the primary level, the Marine Corps has a basic course and two different advanced courses. Marine Corps officers would normally attend one of the two advanced courses—one in amphibious warfare the other in communications. Table IV.1 provides information on the components of primary level education.

Table IV.1: Schedule Showing the Components of Marine Corps Primary Level Professional Military Education, Length, Frequency Taught, Along With Enrollment Data

School	Length (weeks)	Frequency taught (times each year)	Maximum class size (each course)
Basic	23	6	190-250
Amphibious warfare (advanced)	40	1	204
Communication officers (advanced; taken instead of amphibious warfare)	40	1	58

Intermediate and Senior Level Professional Military Education

Marine Corps intermediate and senior level professional military education is also conducted at Quantico, Virginia. Both its Command and Staff College and its War College are at this location. Table IV.2 provides information on the components of intermediate and senior level education.

Table IV.2: Schedule Showing the Components of Marine Corps Intermediate and Senior Professional Military Education, Length, Frequency Taught, Along With Enrollment Data

School	Length (weeks)	Frequency taught (times each year)	Maximum class size (each course)
Command and Staff College (intermediate)	40	1	191
War College (senior)	40	1	9

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