ENLISTED GRADE STRUCTURE STUDY

VOLUME VI:

ANNEX E

HISTORICAL REVIEW OF THE ENLISTED GRADE STRUCTURE OF THE US ARMY, 1775-1967

ANNEX F

REVIEW OF RANK DESIGNATION IN THE SOVIET ARMY, 1917-1945

ANNEX G

SOCIOLOGICAL ANALYSIS OF CURRENT SOCIETY

DEPARTMENT OF THE ARMY
DEPUTY CHIEF OF STAFF FOR PERSONNEL
JULY 1967

PREFACE

The Enlisted Grade Structure Study is printed in nine volumes. The contents are:

Volume I (FOUO):	Table of Contents Abstract Summary	
Volume II (FOUO):	Main Study Report	
Volume III (FOUO):	Annex A	Background Information
	Annex B	Development of the Authorized Enlisted Force Structure
Volume IV (FOUO):	Annex C	Description of the Present Personnel Management System
Volume V:	Annex D	Development of a Hypothetical System
Volume VI:	Annex E	Historical Review of the Enlisted Grade Structure of the US Army, 1775-1967
	Annex F	Review of Rank Designation in the Soviet Army, 1917-1945
	Annex G	Sociological Analysis of Current Society
Volume VII (FOUO):	Annex H	Qualitative Enlisted Career Force Program
Volume VIII (FOUO):	Annex I	Comments on Personnel Management by Command and Staff Agencies
Volume IX (FOUO):	Annex J	Command and Staff Comments on Fifteen Essential Elements of Analysis
	Annex K	Five Per Cent Survey Enlisted Men's Opinions
	Selected References Bibliographic Data	

HISTORICAL REVIEW OF THE ENLISTED GRADE STRUCTURE OF THE U.S. ARMY 1775-1967

TABLE OF CONTENTS

			Paragraph	Page
Section	I	The Beginnings - The American Revolution to the War of 1812	1	E-1
	II	The War of 1812 to the Eve of the Civil War	15	E-5
	III	The Civil War to the End of the Century	34	E-12
	IV	Proliferation of the Enlisted Grade Structure, 1900-1920	55	E-19
	V	Redesign of the System - 1920-1940	70	E-29
	VI	The Second World War, 1940-1945	82	E-34
	VII	The Post-War Adjustment - Revision of 1948-49	97	E-42
	VIII	Separation of NCO's and Specialists 1954-55	106	E-45
	IX	Developments Since 1958	120	E-52
	X	A Summary Review	138	E-56
	XI	Conclusions and Lessons Learned	185	E-65
	XII	Bibliography		E-69
Table	1	Composition of Enlisted Strength of the U.S. Army		E-11
	2	Data by Occupational Groupings Showing Percentages of Army Enlisted Strength - Civil War		E-14
	3	Composition by Grade of Enlisted Strength of U.S. Army - 1895		E-18
	4	U.S. Army-Spanish American War Enlisted Occupational Groupings		E-20
	5	Composition of Enlisted Strength of an Infantry Regiment-1916		E-22
	6	Rates of Monthly Pay of Enlisted Men-1908 and 1916		E-25
	7	Order of Rank Army Noncommissioned Officers-1917		E-27
	8	Rearrangement of the Noncommissioned Officer Structure-1920		E-32
	9	Composition of Enlisted Strength of the Army, 1921-39		E-33
	10	Data by Occupational Groupings of Army Enlisted Strength-WWII		E-35
	11	Percentage of Army Enlisted Strength by Grade-1941-1947		E-39
	12	Desire for Status in the Army by Educational Level of EM in WWII		E-40
	13	Percentage of EM by Grade-1948-56		E-46

			Page
Table	14	Examples of NCO and Specialist Positions-1955	E-49
	15	Percentage of EM by Grade-1956-59	E-51
	16	Composite Table Showing Percentage of Pay Grade Distribution-Authorized 1814-1966	E-64
Figure	1	Composite Chart of Service Occupations of Enlisted Personnel Showing Techonology's Impact from Civil War to 1966	E-66

Annex E (Enlisted Grade Structure Study)

Section I

The Beginnings - The American Revolution to the War of 1812

1. At the outbreak of the Revolution in 1775, the North American colonists had at their disposal a store of experience in organizing regular and provincial units on the British model, gained in fighting the French and Spanish.[1] They therefore adopted this British model in organizing their own forces. In the British Army the standard administrative and tactical unit for all three of the fighting arms -- infantry, cavalry and artillery -- was the one battalion regiment composed of field officers, the regimental staff, and a number of companies. The Americans adopted a similar organization.[2]

2. When General George Washington first organized the Continental Army in 1775, he simply took over troops that had been brought into the service of the various New England colonies. To this were added, as time went on, regiments and companies from other states. Initially none had any noncommissioned officers on their regimental staffs, but all had the same four types of enlisted grades in the companies -- sergeants, corporals, musicians and privates.[3] By early 1776, an approximately standard Continental infantry regiment had emerged consisting of a headquarters and eight companies, each company with four sergeants, four corporals, two drummers or fifers and 76 privates. Later in that year all battalions were given a noncommissioned headquarters element consisting of a sergeant major, a quartermaster sergeant, a drum major and a fife major, all to be appointed by the regimental commander.[4]

3. This remained the basic infantry organization throughout the war though in the winter of 1778-79 the infantry regiments were each given an additional light infantry company and the enlisted strength of each company was reduced to three sergeants, three corporals, two musicians and 53 privates per company. In January 1781, however, when the number of privates in each company was raised to 68, the number of sergeants was increased to five.[5]

4. The great bulk of the Continental Army was made up of infantry but it also included from the start artillery and after 1777, cavalry or dragoons. The organization of the Massachusetts Regiment of Artillery taken into the Continental service in the summer of 1775 had as its prescribed enlisted strength in each of its ten companies four sergeants, four corporals, six gunners, six bombardiers and 32 matrosses, or privates of artillery. One drummer and one fifer were added to each company later in the year when the regiment was enlarged to 12 companies. In 1778, the same noncommissioned officers as in the infantry were added to the regimental

NOTE: All foot notes are keyed to the bibliography.

staff and the enlisted strength of each company set at six sergeants, six corporals, six gunners, one dummer, one fifer and 56 matrosses. In the reorganization of 1781, each of the artillery regiments lost three companies and the enlisted strength of each company was reduced from 82 to 56 with proportionate reduction in numbers in each grade.[6]

5. In providing for the first time for the organization of a regiment of cavalry in 1777, Congress recognized the need for a slightly different organization in this arm. The regimental staff was to have a saddler and a trumpet major but no sergeant major or quartermaster sergeant. Each company was to be composed of one quartermaster sergeant, one drill or orderly sergeant, one trumpeter, one farrier, four corporals and 32 dragoons. In the reorganization of 1778-79, one sergeant, one corporal and 22 dragoons were added to each company. In 1781, six more dragoons were added though the noncommissioned officer allotment remained the same.[7]

6. Artillerymen were recognized as specialists from the start and were given higher pay than the infantry. In addition, the need for other specialists in the enlisted ranks to perform certain technical services for the artillery was recognized, though service and support tasks in the Continental Army generally were performed by civilians or enlisted men of the line on detail. When in the winter of 1776-77 General Washington issued orders for the recruiting of three regiments of artillery, he designated one of them as a regiment of artillery artificers to be employed in performing essential specialist services for the other two. While the artificers were supposed to be organized into a regiment, this regiment never seems to have been anything more than an administrative headquarters to control the various collections of artisans and mechanics needed by the ordnance magazines, foundries and laboratories. In this sense these men were the precursors of what were later to be known as "enlisted men of ordnance" rather than genuine artillerymen. The artificers were divided into four companies. Each company included men skilled in most of the crafts of the time -- carpenters, blacksmiths, wheelwrights, turners, tinmen, coopers, harnessmakers, nailers and farriers -- as well as men to be employed in such tasks as ammunition fixing. An effort was made to equate the grades and ranks to those of the line artillery companies, but this effort appears not to have been very successful. The whole history of the regiment of artificers during the Revolution is so difficult to reconstruct that the only safe generalization appears to be that they received higher pay in recognition of their technical skills but were not allowed the distinctive status reserved for combat noncommissioned officers.[8]

7. Of the latter Washington wrote in 1780: "It need not be urged that the regularity of the service depends on having a sufficient number of good noncommissioned officers."[9] This statement has

since grown into a maxim, and has hardly been questioned since that day. The positions and duties of the main noncommissioned officers were set down in General Frederick Von Steuben's famous blue-book, Regulations for the Order and Discipline of the Troops of the United States, approved by Congress in 1779, which was to become the "Bible" of the U. S. Army for some decades afterward.[10] Regimental commanders were admonished that the discipline and order of their regiments depended on a wise choice of noncommissioned officers. Desirable qualities sought were honesty, sobriety, a special attention to every point of duty, neatness in dress and a "spirit to command respect and obedience from the men." They should also be "completely expert" in the exercise of arms and maneuvers, possess an ability to teach and be able to read and write in "a tolerable manner."[11]

8. In order to keep a certain distance between the noncommissioned officers and the privates, the former were to be quartered together separately from the other enlisted men. Company commanders were cautioned to use every possible means to keep up a "proper subordination" of privates to noncoms and in no case to reprimand the noncoms in the presence of privates.[12]

9. The duties of the main noncommissioned officers of the regiment and company were explicitly set down. The Sergeant Major, as the senior among them, was responsible for the conduct and behavior of the others "exacting the most explicit obedience." As the assistant of the Regimental Adjutant, he was responsible for much of the interior discipline and management of the regiment, and particularly for the keeping of rosters and the forming of details. The Quartermaster Sergeant was assistant to the Quartermaster of the Regiment. Among his duties was the supervision of the regimental baggage and wagons on the march and the laying out of the camp in accordance with the Quartermaster's instructions. Each sergeant and corporal within the company was responsible for the squad committed to his care. That included seeing that offiers' orders were carried out; teaching his men the rudiments of soldiery; seeing that they were properly dressed and responsive to discipline; acting as a file closer on the march; and reforming his squad in the confusion of battle.

10. According to Von Steuben's regulations, one of the sergeants in each company was to be chosen as first sergeant to be responsible for "the discipline of the company, the conduct of the men, their exactness in obeying orders, and the regularity of their manners." He was to be responsible for administration and details in the company much as the sergeant major was in the battalion. In formation he was never to lead a platoon or section, but always to be in the position of a file closer for the entire company.[13]

11. One must recognize, however, that in the Continental Army of

the Revolution reality was sometimes different from what the regulations or organizations prescribed by Congress said it ought to be A Sergeant Major, for instance, was never able to exercise quite so absolute a sway over his subordinate noncoms in the democratic American Army as he did in the British. And the first sergeant, despite his preeminent position in the company as defined by Steuben, did not in fact receive any recognition in the form of additional pay until 1833. From some evidence, it appears that the position may have been rotated among the sergeants of a company.

12. Washington sought diligently, nevertheless, to establish the authority and prestige of the noncommissioned officers. The Continental Army was not consistently a uniformed army, and the problem of distinguishing rank was often difficult. When the designations of rank and grade were ordered for the officers and noncommissioned officers in July 1775, the sergeants were to be distinguished by an epaulette or stripe of red cloth, sewed on the right shoulder, and the corporals by one of green. In the fall of 1778, Washington instructed a firm supplying Army uniforms to make a difference between the privates and the sergeants uniforms, the latter were to be of better cloth and to be more carefully finished than the privates'. In June 1779, a plan of uniforms for the Army was proposed by Congress to Washington and approved by him a month later. The noncommissioned officers insignia was to consist of two silk epaulettes for sergeants, and a worsted epaulette on the right shoulder for corporals of infantry; corporals, gunners and bombardiers of artillery; and corporals, farriers, and saddlers of the Cavalry. Those of the infantry were to be white, the artillery yellow and the cavalry blue. The sergeants' coats were to be of a better kind of cloth and those of the corporals like the privates' coats.[13a]

13. This system of identifying noncommissioned officers by epaulettes of distinctive colors for the different arms continued after the Revolutionary War until 1821, as did the use of red sashes by the sergeants, and the wearing of swords by all grades of noncommissioned officers.

14. The basic enlisted grade structure established in the Continental Army of the Revolution was carried over into the small army maintained under the Articles of Confederation (1783-88), and into the slightly larger ones formed after the federal constitution was adopted. Individual variations existed in organization, but the enlisted grade structure of infantry, artillery and cavalry remained much the same. However, with the disappearance of a separate regiment of artificers, these specialists were incorporated into the line organizations where needed. In 1792, artificers in the infantry, dragoons and artillery were accorded pay higher than that of sergeants major and quartermaster sergeants though they were given the rank of privates.[14]

Section II

The War of 1812 to the Eve of the Civil War

15. In the War of 1812, the basic enlisted grade structure was still that of the American Revolution. It was, however, better defined and there were some variations. In particular, the war saw some expansion of the service establishment and a reasonably clear delineation of the enlisted structure within it.

16. A description of the enlisted grade structure of 1812-15 can best be approached through the tables of organization published by the War Department in 1814. These tables show a regimental and company structure roughly similar for all line troops -- light artillery (one regiment), light dragoons (one regiment), the Corps of Artillery (48 companies), infantry (44 regiments), and rangers (17 companies). In each regiment the noncommissioned officers, as in the Revolution, consisted of a sergeant major, a quartermaster sergeant and one or two principal musicians; each company had its sergeants and corporals, four to eight of each without distinction in each grade in terms of pay and allowances. The rest of the line companies were made up of privates and a scattering group of specialists, varying with the type of troops. All, for instance, except the rangers had two musicians in each company; the light artillery companies had in addition 12 drivers, eight artificers, one saddler and one farrier; the light dragoons one principal farrier as a noncommissioned specialist at regimental level and one farrier, one saddler and one blacksmith in each company. Since the Corps of Artillery no longer had a regimental organization, each company had its quartermaster sergeant, but there were no regimental sergeants major as in the other elements.

17. In addition to the troops of the line, there were groups of enlisted specialists in the engineers, medical, quartermaster and ordnance departments. The artificers were this time constituted as a Corps under the Quartermaster with their own uniform and insignia This Corps was authorized 14 master workmen (mason, carpenters, blacksmiths, boat builders, armorers, saddlers, harness makers), 111 craftsmen of these types working under them and 24 ordinary laborers. The Ordnance Department had three master wheelwrights, three master carriage makers, three master blacksmiths, 120 artificers and 24 laborers; the Corps of Engineers, operating at the Military Academy at West Point had 20 artificers, but its other enlisted men conformed to the general pattern; the Medical Corps was allotted a hospital steward and wardmaster for each hospital. Specialists, whether in the line regiments and companies or in the bureaus, normally received higher pay than their counterparts in the standard organization. Master workmen in ordnance and the Corps of Artificers, for instance, received $30 per month, sergeants major and quartermaster sergeants of infantry regiments only $12 per month; artificers received $13 per month, sergeants in an infantry company only $11 per month and corporals only $10; musicians, though of an equivalent rank to privates, received $9 per month and the privates

only $8; saddlers and farriers were paid as artificers; only the drivers of artillery received the same pay as the privates.

18. A peculiar and temporary feature of the structure was the inclusion of ten companies of "sea fencibles" authorized for the defense of coasts and harbors, whose grade structure included boatswains, gunners, quarter gunners and men, a design more closely resembling that of the Navy than of other parts of the Army.15

19. The period between 1815 and 1861 saw no dramatic change in the enlisted grade structure of the Army, though there were significant developments as the small regular army that survived during the period grew rapidly as a professional organization under the tutelage of the professional graduates of West Point. As that army became more professional, its organization became more systematic and more stereotyped. There was clearly, throughout the period, an effort to enhance the prestige and authority of the noncommissioned officer and to provide for more gradation and specialization within the grade structure at the post, regimental and company level. It was an army in which the regiment was the primary field headquarters, the garrison post the principal service agency and the company the primary tactical element. It was thus around these three elements that the noncommissioned officer structure developed.

20. The volunteer army of the War of 1812 was dismantled rapidly and with it went much of the limited superstructure of service organizations that had grown up during the war. The President added two light infantry companies to each infantry regiment in 1815, and Congress, in March 1821, in "an Act to reduce and fix the military peace establishment of the United States" set the size of the peacetime army at four regiments of artillery and seven regiments of infantry, "with such officers of engineers, of ordnance, and of the staff as are hereinafter provided for."16 By this act the Ordnance Department was merged with the artillery; the Corps of Artificers was dropped. The Corps of Artillery was now grouped into regiments like the infantry though with nine companies instead of ten, and the dragoons also disappeared. Instead of a separate light artillery regiment, one of the nine companies in each regiment was to be a light artillery company. The enlisted grade structure in both infantry and artillery was standardized -- one regimental sergeant major, one quartermaster sergeant, and two principal musicians (infantry only) in each regiment, four sergeants, four corporals, three artificers, two musicians and 42 privates in each company of artillery, three sergeants, four corporals, two musicians and 42 privates in each company of infantry. The only enlisted specialists remaining in the organization were the artificers in the artillery and the enlisted men of ordnance who still included master workmen and artificers. Some ten years later, in 1831, the authorized enlisted strength of the Army conformed strictly to this scheme.

21. In 1821, the first general regulations were introduced, the product of the work of a committee headed by General Winfield Scott. These regulations established the method of appointment of noncommissioned officers, prescribed their uniform, their place in the chain of command, and clearly essayed to enhance their prestige. The noncommissioned officers, both of the regiment and the company, were to be selected by the colonel commanding the regiment, the company noncoms on the recommendation of their respective company captains. Sergeants major were placed highest on the ladder of rank coming next after the lowest ranking commissioned officers. Following these came, in order, quartermaster sergeants, principal musicians (trumpet and drum majors), company sergeants and finally company corporals.[17]

22. The Regulations also prescribed a new system of distinguishing the various grades of noncommissioned officers by chevrons on the sleeves of their coats instead of by epaulettes as heretofore. This change had begun with the introduction of the light companies in the infantry after 1815. The distinctive mark of the light infantry were the so-called "wings" on the shoulders of their coats which made it difficult if not impossible for the noncommissioned officers of those companies to wear epaulettes. Therefore, General Scott had recommended that the noncommissioned grades of the light infantry company be denoted by "angles" or chevrons on their sleeves. When in 1821 the wearing of wings on the coats was extended to all of the enlisted men of the Army, the distinction of all noncommissioned officers by chevrons also followed. Sergeants major and quartermaster sergeants wore one chevron of worsted braid on each arm above the elbow; sergeants and senior musicians, one on each arm below the elbow; and the corporals, one on the right arm above the elbow. The color of the chevrons was white for the infantry and yellow for the artillery.[17a]

23. Every noncommissioned officer was to receive a certificate of rank, "assimilated, as near as may be, to the commission of an officer." His appointment was to be announced in regimental orders, and he could not be degraded except for offenses proven before a court-martial. Noncommissioned officers were to be "superior to all private soldiers, including, under that denomination, private musicians, artificers and the like."[18]

24. Another grade, that of lance-corporal, recognized in practice though not by law, was formally prescribed in the regulations of 1821. While appointment as a lance corporal did not change the pay or duties of a private, it entitled him to command of squads and detachments of his juniors, and placed him in line for promotion to corporal's rank. Appointments to lance-corporal were announced in orders, and the lance-corporal was entitled to a badge of rank of which he could not be deprived except by judgment of a court.[19] Provisions for the appointment of lance-sergeants from among the corporals were added later.[20]

25. During the 1830's and 1840's, the enlisted grade structure was broadened somewhat as the army itself expanded gradually in size. In 1832, the Ordnance Department was revived and separated from the artillery. It was now authorized as many enlisted men as the public service might require up to a total of 250. This added once more to the number of specialists in the Army by establishing some four grades of enlisted men in the Ordnance Department -- master workmen; armorers, carriage makers and blacksmiths; artificers; and laborers. These men were assigned to arsenals and ordnance depots.[21] By the same act Congress also provided for an ordnance sergeant to be appointed at each post to receive and preserve the ordnance, arms, ammunition and other military stores.[22] The ordnance sergeants were to be selected from among the sergeants of the line with at least eight years of military service and were to receive $5 per month pay in addition to their normal pay as sergeants.

26. Another development the following year, 1833, was the revival of the cavalry with the creation of a new regiment of ten companies of light dragoons; the old specialists in this branch such as farriers and blacksmiths were to be entitled to the same pay as artificers of artillery. Chief buglers in the cavalry at the regimental level were made equal to the principal musicians of infantry and buglers at the company level to private musicians of infantry.[23]

27. A final development of the 1832-23 period was the formal recognition, in the form of increased pay, of the position of the company first sergeant. A new pay scale enacted by Congress in 1833 established the rates as follows: Sergeant Major, Quartermaster Sergeant, Chief Musician, $16 per month; First Sergeant of a company, $15; all other sergeants, $12; artificers, $10; corporal, $8; musician and private soldier, $6. Since ordnance sergeants received $5 monthly in addition to their pay as sergeants of the line, they were, with $17 per month, the highest paid of all except for the master workmen of ordnance.[24] New regulations establishing the order of precedence, however, left the sergeant major at the top and established this gradation of rank:

Sergeant Major of a Regiment
Quartermaster Sergeant of a Regiment
Chief or Principal Musician of a Regiment
First or Orderly Sergeant of a Company
Ordnance Sergeant
Sergeant
Corporal
Private[25]

28. Changes in this basic grade structure between 1833 and the opening of the Civil War were minor. In 1838, in connection with an enlargement of both the infantry and artillery companies, one additional sergeant was added to each company of

infantry. Pay scales were readjusted and post hospital stewards placed on the same scale of pay and allowances as post ordnance sergeants.[26] In 1856, these hospital stewards, one for each post, were authorized to be placed on the muster rolls as noncommissioned staff officers.[27] Then, in 1846, Congress authorized the organization within the Corps of Engineers of a company of sappers, miners and pontoniers to be called "engineer soldiers," with ranks roughly corresponding to those of the infantry and artillery. The company was to be composed of ten sergeants or master workmen, ten corporals or overseers, two musicians, 39 "privates of the first class or artificers" and 39 privates of the second class or laborers, in all 100 men. While organized with these basic ranks corresponding to those of infantry and artillery, the pay and allowances were to be the same as those for enlisted men of the Ordnance Department.[28]

29. The Mexican War required no basic adjustments in this structure. Volunteer companies of infantry, cavalry and artillery were simply brought onto the establishment with the basic organizations prescribed and the Chief of the Ordnance Department was authorized to enlist as many of its prescribed types of specialists "as the public service, in his judgment. . . may require."[29]

30. During these years there was a constant effort to enhance the prestige and position of the noncommissioned officer. The regulations of 1841, for instance, "enjoined" commanders of companies to give attention to the idea of a separate mess for the noncommissioned officers to enhance the respect and authority due them.[30]

31. The effort to provide the noncommissioned officers with distinctive dress, trappings and insignia continued. In the new uniform regulations introduced by General Alexander Macomb, the Commanding General of the Army in 1832, an attempt was made to have the various artillery and infantry grades of noncommissioned officers uniforms and insignia equated to the commissioned officers uniforms and insignia. The officers insignia consisted of variations in the epaulettes, in the cuff slashes and in the stripes on the trousers, all of which were mirrored with more or less fidelity and in different materials for the noncommissioned officers. Where the staff officers were designated by bullion epaulettes, the regimental noncommissioned staff was distinguished by the same article in worsted, and while the captains and sergeants had three buttons on their cuff slashes, the subalterns and corporals had only two. The first sergeant was now distinguished from all other sergeants by a red sash around his waist. The exception to this system of distinctive insignia was the dragoons, who because they all had to wear brass shoulder knots could not wear epaulettes. Dragoon sergeants were known by three chevrons on each sleeve and their corporals by two. The placing of chevrons on the fatigue jackets of noncommissioned officers to distinguish them in the field, although in use for many years previously, was finally authorized in general

orders in 1847. The introduction of new types of uniforms for the Army in 1851 also brought with it new designations of the noncommissioned grades by chevrons which remained in force until long after the Civil War.[31]

32. The problem of the place of the specialist was evidently a plaguing one throughout the period, though their numbers were small. Those serving in specialist organizations such as the enlisted men of ordnance and the engineers were simply accorded higher pay than their enlisted counterparts in the line but denied many of the distinctive prestige symbols and privileges. They were given no place in the line of command that ran from the Commanding General of the Army to the line corporals. The specialists of the line such as the post ordnance sergeants and hospital stewards and the principal musicians and buglers constituted a different case. Their place in the structure varied from time to time. As already noted in the regulations of 1834-35, both principal musicians and ordnance sergeants were assigned a place in the formal hierarchy of rank. By 1841, however, they had both been excluded and the "precedence and gradation" scale contained only five noncommissioned ranks -- Sergeant Major, Quartermaster Sergeant, First Sergeant, Sergeant and Corporal.[32] The musicians remained excluded from this listing, but by 1861, the ordnance sergeant had been restored and along with the hospital steward granted a place below the regimental quartermaster sergeant but above that of the first sergeant of a company.[33]

33. In any case the enlisted grade structure on the eve of the Civil War was not markedly different from that existing at the end of the War of 1812. The principal changes had been the establishment of the grade of the post ordnance sergeant and company first sergeant. The Army of 1860, however, was about double the size of that of 1831. It included ten regiments of infantry of ten companies each; four regiments of artillery of twelve companies each; two regiments of dragoons and two of cavalry of ten companies each; a company of engineers and a small staff including some enlisted personnel in the Ordnance and Medical Departments. Its enlisted composition, as reported by the Secretary of War in that year, is shown in table 1. This table clearly shows that the enlisted grade structure of 1860, though slightly more sophisticated than that of 30 years earlier, preserved approximately the same ratio of privates to noncommissioned officers and specialists, and that the specialist element still represented a very small proportion of Army strength.

Table 1

Composition of Enlisted Strength of U.S. Army

1860

Grade	Authorized minimum strength*	Percentage	Actual* Strength	Percentage
Sergeant Major	19	.2	18	.1
Quartermaster Sergeant	19	.2	17	.1
Chief Musician & Chief Bugler	35	.3	30	.2
Ordnance Sergeant	75	.6	75	.5
Hospital Steward	67	.6	67	.5
First Sergeant**	189	1.5	188	1.3
Other Sergeants	613	5.2	609	4.0
Corporal	802	6.7	740	5.0
Buglers & musicians	398	3.3	345	2.3
Farriers & blacksmiths	60	0.5	57	0.4
Artificers	96	0.8	98	0.7
Enlisted men of Ordnance***	440	3.7	409	2.7
Privates	9038*	76.4	12,273*	82.2
TOTAL	11,901	100.0	14,926	100.0

* Authorized minimum strength as here used refers to the basic organization of companies of infantry, artillery, dragoons and cavalry which established minimum strengths of 42 privates to companies of artillery and infantry, 50 to a company of dragoons and cavalry, 64 to a company of light artillery and riflemen. However, Congress authorized up to 74 privates in companies serving in remote locations and most were serving in such locations in 1860 adding 5,130 privates to the actual authorized strength.

** Breakdown between first sergeants and others not shown in source; assumption as to the number of first sergeants based on the number of authorized companies and apportionment of understrength among first sergeants and others.

*** Four grades of enlisted men of ordnance -- master workman, craftsman or workman of second class, artificer of ordnance, and laborer.

SOURCE: Report of the Secretary of War, 1860, pp. 208-13.

Section III

The Civil War to the End of the Century

34. In the Union Army during the Civil War, the hierarchy of regimental sergeant major, company first sergeant, company sergeants and company corporals remained intact as the basic noncommissioned officer structure for the leadership of men in combat. There was, however, some expansion of the noncommissioned officer structure to provide for performance of service and supply functions in the field, and some increase in the number of specialists, despite the fact that most services continued to be rendered by civilians or by soldiers detailed from the line. A number of developments explain this. The Army of the Civil War operated in the field and was not so closely tied to garrison posts. The cavalry assumed a new importance and brought with it an increased demand for men skilled in the care of horses. The need for engineering services in the field led to a limited expansion of the Corps of Engineers. The military importance of the telegraph led to the creation of the Signal Corps. Medical service in the field required at least a small complement of men in uniform.

35. Thus, a commissary sergeant and a hospital steward were added to the regimental staff of both the infantry and cavalry; the hospital steward was also added in the artillery but the duties of the commissary were assigned to the existing quartermaster sergeant. The cavalry regimental staff also gained a saddler sergeant to direct the work of saddlers in the companies, and the position of chief farrier was temporarily revived in 1861. However, he was replaced soon after by a veterinary sergeant and finally in 1863 by a veterinary surgeon, junior grade, with the rank of a sergeant major.[34]

36. Certain specialists were also added to the companies such as wagoners in all three combat branches and saddlers in the cavalry. Company quartermaster sergeants were instituted in the artillery and both company quartermaster and commissary sergeants in the cavalry.

37. Hospital stewards were in 1864 divided into first, second and third classes, only the first class being ranked in the regimental noncommissioned officer structure.[35]

38. The Engineers were expanded in 1861 from company to battalion size by the addition of three additional companies of sappers,

miners and pontoniers organized in exactly the same manner as the company authorized in 1846, with grades roughly corresponding to those of the combat arms despite their specialist functions. In 1864, this engineer battalion was authorized a sergeant major and a quartermaster sergeant.[36]

39. In 1862, for the enlisted men of the Ordnance Corps, Congress provided that the master workmen should be mustered as sergeants; the armorers, carriage makers and blacksmiths as corporals; the artificers as privates of the first class; and the laborers as privates of the second class though this was not to affect their pay and other allowances. This put the enlisted men of ordnance in much the same position as the sappers, miners and pontoniers of the engineers. The same basic arrangement was followed in the founding of the Signal Corps, when Signal Corps enlisted troops were accorded the same pay and allowances in the respective grades of sergeant, corporal, private first class, and private second class as those accorded engineer troops.[37]

40. The trend during the Civil War was then toward fitting the various specialists in the Ordnance, Engineer, Medical and Signal Corps into the standard structure while preserving special pay and allowances necessary to attract men with the desired skills. The revision of Army pay scales enacted at the height of wartime inflation on 20 June 1864 illustrates this. Sergeants of Engineers, Ordnance and the Signal Corps (master workmen) received $34 per month, and hospital stewards first class $33 per month. This contrasted to the pay of the highest ranking line noncommissioned officer, the sergeant major, who received $26 per month. Corporals in these service organizations received $20 per month, the same pay as a sergeant in the line, while privates of the first class received $18, the same as corporals in the cavalry, infantry and artillery.[38]

41. The occupational specialities in the Union Army were still few in number and the duties performed were, almost without exception, non-technical by today's standards. Requirements for military personnel with specialized skills comprised only a small segment of Army strength. Analysts working with a Presidential Commission on Veterans' Pensions in 1956 concluded, based on an extensive study of the official records, that 93.2 per cent of the Union Army's peak strength of approximately two million men were engaged in military type occupational specialties that had no civilian counterpart, and that infantry privates accounted for over one half of all the men who served. The breakdown of occupational specialties compiled by the commission is shown in table 2.

42. Though by the end of the war in 1865 there were some 29 enlisted categories, considering all branches, there were only eight types of insignia of grade in terms of chevrons or other distinctive markings. These were worn on both sleeves of the blue uniform of the Union soldiers. Six of them denoted line noncom rank while

two, hospital steward and pioneer, were more indicative of specialist categories.[39] They were supplemented, however, by other distinctive markings -- elaborate chest facings on the coats for musicians; crimson dress trouser stripes for ordnance sergeants and hospital stewards; buff and green hat cords for hospital stewards; swords worn by all line noncommissioned officers and musicians; red worsted sashes for all sergeants major, quartermaster sergeants, ordnance sergeants, first sergeants, hospital stewards, principal or chief musicians and buglers. Signal Corps enlisted men wore red on white or white on red crossed signal flags. Sergeants and corporals wore these flags at the angle of the chevrons, while privates first class wore them on both arms without chevrons; privates second class wore them on the right arm alone.

43. It is difficult to accurately measure the prestige enjoyed by noncommissioned officers in the vastly expanded wartime army. Certainly, in the volunteer forces, it was hardly that of the peacetime.

Table 2

DATA BY OCCUPATIONAL GROUPINGS
SHOWING PERCENTAGES OF ARMY ENLISTED STRENGTH
CIVIL WAR

Occupational Groupings		Number	Percent
I.	Technical and Scientific Personnel	2,900	0.15
II.	Administrative and Clerical Personnel	14,000	0.73
III.	Mechanics and Repairmen	2,000	0.10
IV.	Craftsmen	9,500	0.50
V.	Service Workers	45,900	2.41
VI.	Operatives and Laborers	55,500	2.91
VII.	Military Type Occupations, n.e.c.**	1,779,000	93.20
	Total	1,908,800	100.00*

* Source: Supplementary Data on Occupational Composition - U.S. Army, in working papers of President's Commission on Veterans' compensation. OCMH

** n.e.c. - not elsewhere classified

regular army noncom in a regiment at an isolated post. The Old provisions for separation of quarters and messes and other privileges for noncoms meant less with an army in the field, and many of the distinctive markings disappeared under field conditions. Men of the volunteer regiments were all too familiar with one another since they usually came from the same localities. One authority has noted:

> A command from a corporal was considered as an impertinence and if repeated, might even result in a reprimand from the offended person. Sergeants and corporals were mere necessary evils to facilitate drill and were obeyed or not according to the way the soldiers felt about it. The sergeant pleading with his squad and the private patronizing his captain were even made the subject for illumination by the popular cartoonists.[40]

44. At the end of the great upheaval of the Civil War, the Army once again became a small regular establishment scattered over posts and stations in the United States. In 1866, its strength was established at 54,000 officers and men, but by 1875 it was reduced to around 25,000. This was to remain its authorized strength until the Spanish-American War in 1898. The enlisted grade structure of the Civil War was carried over practically intact into the post-war army in 1866 for the various branches, except that in the cavalry the position of company commissary sergeant was dropped and each cavalry regiment limited to one hospital steward.[41] Quartermaster sergeants in companies of infantry and cavalry as well as artillery were now authorized.

45. As the Army contracted and became largely a force stationed in the west to deal with the Indians, there was some contraction in the specialist noncommissioned officer structure at the regimental and company level, and a return to the relative emphasis on the importance of the garrison post as a supply and service agency. Thus, in 1870 the positions and grades of the regimental commissary sergeant and hospital steward were removed from the rolls and the number of corporals in the companies of infantry, cavalry and artillery, set at eight in 1865, was reduced to four.[42] In 1872, the company quartermaster sergeant's position was abolished. In compensation in 1873 Congress authorized the appointment of post commissary sergeants, one for each post, to be chosen in the same manner that ordnance sergeants had been since 1832, and to be entitled to wear the same uniform with differences only in color and trimmings.[43] Their duties were to be to "receive and preserve the subsistence supplies at the posts" under direction of the Subsistence Department. To this post hierarchy was added in 1885 a quartermaster sergeant, also to be chosen in the same manner. Post quartermaster sergeants were to "perform the duties of storekeepers and clerks, in lieu of citizen employees."[44]

46. In 1887, the Hospital Corps was established to be attached to the Medical Department. Existing hospital stewards (one to each post) were incorporated in it while provision was made for enlistment of "privates" in this corps to perform duty as wardmasters, cooks, nurses, attendants and to perform medical service in the field. These privates were to receive the same pay as other privates but were granted the allowances of corporals. Privates might be detailed as acting hospital stewards with pay practically doubled. In this manner a group of enlisted specialists in the medical field were added to those already serving in the engineers, ordnance and the signal services.[45]

47. The Signal Corps was, in 1890, relieved of its responsibilities for the Weather Service, and a Weather Bureau was constituted under the Department of Agriculture. Enlisted men performing weather functions were at that time discharged and allowed to become civilian employees of the Weather Bureau. The Signal Corps was reconstituted with an enlisted strength consisting of 50 sergeants, ten of whom were to be "sergeants of the first class" with the pay of hospital stewards.[46]

48. Except for these various adjustments the Army that entered the War with Spain in 1898 closely resembled, in its fundamental enlisted grade structure, the Army of 1865. In its relative isolation from the society of which it was a part, it resembled more closely the Army of 1815-1860. Pay scales were reduced in 1871 from their Civil War levels, with the emoluments of the privates, who made up still around 80 per cent of the Army, dropped from $16 to $13 monthly while other enlisted grades were cut proportionately.[47]

49. In other respects the Army sought to restore and maintain the prestige of the noncommissioned officer which had apparently suffered during the Civil War. The insignia of rank remained much the same as during the Civil War, but new style was added to the uniforms. **Certain specialist insignia were added -- for instance, chevrons for the principal musicians consisting of three bars and a bugle, a key and quill for the quartermaster sergeants, a saddler's knife for the saddler sergeant. Certain of the noncoms could wear distinctive cap badges -- ordnance sergeants, "shell and flame;" hospital stewards, U.S.; musicians, the bugle; and commissary sergeants, white metal crescent with points on a vertical line.**[48]

50. Most of the glamour remained on the garrison parade ground. For the hard campaigning on the Western plains soon stripped noncoms of the braid and glitter. They were more interested in remaining inconspicuous to the enemy than in flashing stripes before the buck private. Much of the enlisted strength of the period was made up of recent immigrants, particularly Irish and Germans. One of the few writers who has had much to say about the enlisted men of the period reports that the Irish, physically rugged and usually resourceful in the field, made good privates, corporals and line

sergeants while some few of the mentally superior made good first sergeants. The Germans, he says, fewer in number but equally aggressive and more precise in their habits, contributed almost all of the sergeants major and a large proportion of the first sergeants. The German noncoms were aloof, rigid, tough minded and generally feared by the enlisted men. They went by the book, lived by it, and expected all others to do likewise. Of the regimental sergeants major, he writes:

> Regimental sergeants major were a breed apart, particularly Germans. Enlisted men they may have been but invariably they were men of great power. They knew the strength and weakness of every officer and every noncom, knew everthing that was going on in the regiment and possessed foreknowledge of things to come. They operated on the sure-success system: for every move they made there was an army regulation to back them up with nobody to dare call their hand. Commanding officers and others could come and go but the sergeant majors went on forever until they either retired with their savings to open a store, or were carted out to the post cemetery to be buried with full military honors.[49]

51. In any case by 1895 the general rank and precedence listings of noncommissioned officers had changed from that of 1860 only in the grouping of many of the specialist sergeants created since that time in the third grade of precedence. Regulations of that year placed the noncommissioned ranks in this order:

> Sergeant Major (Regimental)
> Quartermaster Sergeant (Regimental)
> Ordnance, Commissary, Post Quartermaster Sergeant, Hospital Steward, First Class Sergeant of the Signal Corps, Chief Musician, Principal Musician, Chief Trumpeter and Saddler Sergeant
> First Sergeant
> Sergeant and Acting Hospital Steward
> Corporal
> Private[50]

The composition of the enlisted strength of the Army, by grade, in that year is shown in table 3.

52. The Spanish-American War in 1898 produced no really significant change in this structure. As in the Mexican War, volunteer units were brought into the Army with basically the same pattern of organization, consisting of Infantry (91%), Artillery (3%), Cavalry (3%), Engineer (1½%) and Signal (½%) units or detachments with other overhead and support activities that engaged only about one per cent of the whole. The Army returns of 1899 show the only accretions in the grade structure to have been the revival of the regimental commissary sergeants in the infantry and cavalry, of the company quartermaster

Table 3

COMPOSITION BY GRADE OF ENLISTED STRENGTH OF U.S. ARMY*
(ACTUAL)

1895

Grade	Number	Percentage
Sergeant Major (Infantry, Cavalry, Artillery)	40	.2
Quartermaster Sergeant, (Infantry, Cavalry, Artillery)	40	.2
Chief Musician, (Infantry, Cavalry, Artillery)	40	.2
Principal Musician (Infantry, Artillery)	56	.2
Saddler Sergeant (Cavalry)	10	**
Chief Trumpeter (Cavalry)	10	**
Ordnance Sergeant (Ordnance Department - Post)	102	.4
Commissary Sergeant (Subsistence Department - Post)	90	.4
Post Quartermaster Sergeant (Quartermaster Department)	80	.3
Hospital Steward (Medical Department)	116	.4
Acting Hospital Steward (Medical Department)	82	.3
Battalion Sergeant Major (Engineers)	1	**
Battalion Quartermaster Sergeant (Engineers)	1	**
First Sergeant (Infantry, Cavalry, Artillery)	368	1.5
Sergeants First Class (Signal)	10	**
Sergeants (Infantry, Cavalry, Artillery, Engineers, Ordnance, Signal)	1729	6.9
Corporals (Infantry, Cavalry, Artillery, Engineers, Ordnance)	1560	5.8
Trumpeters (Cavalry)	190	.7
Musicians (Infantry, Artillery, Engineers)	531	2.1
Farriers & Blacksmiths (Cavalry)	200	.8
Artificers (Infantry, Artillery)	387	1.6
Saddlers (Cavalry)	99	.4
Wagoners (Cavalry, Artillery, Infantry)	193	.8
Privates, First Class (Engineers, Ordnance)	421	1.7
Privates, Second Class (Engineers, Ordnance)	307	1.2
Privates, Hospital Corps	530	2.6
Privates (Infantry, Cavalry, Artillery, Miscellaneous)	17,825	71.3
TOTAL	25,010	100.0

* Excludes USMA
** Less than .05 percent
SOURCE: Annual Report of the Secretary of War for the Year 1895, Pp. 80-81.

sergeants in the three combat branches and the establishment of squadron and battalion sergeants major in the cavalry and infantry, respectively. This last step reflected a development of the war whereby regiments were divided into three battalions or squadrons with four companies of troops in each, necessitating a top-ranking noncommissioned officer at this intermediate headquarters level. A final development was the creation of the position of electrical sergeant in the artillery units engaged in defending the coasts.[51]

53. Nevertheless, the Spanish-American War did show a significant increase in specialist tasks outside the normal realm of military occupational specialties as illustrated by table 4.

54. The war thus presaged the central problem of the Twentieth Century - the determination of the place of the specialist within the enlisted grade structure of a far more sophisticated army.

Section IV

Proliferation of the Enlisted Grade Structure, 1900-1920

55. The signs of proliferation in the enlisted grade structure that began to appear at the end of the Nineteenth Century were multiplied many-fold during the early part of the Twentieth under the impact of an increasing technological complexity that soon created a multitude of new jobs for soldiers. While the full impact of these technological developments was not felt until during the First World War, the U.S. Army incorporated into its structure full complements of service troops to provide a self-contained force in the field, the trend was evident from 1900 onward. Between 1900 and 1916 the enlisted grade structure underwent more fundamental changes than had occurred between the American Revolution and the Spanish-American War.

56. These changes took place in a relatively uncoordinated manner. Each time the need for a new position arose, it had to be created and equated in some way or another to grades in the existing pay structure authorized by Congress. Thus, the method of the Nineteenth Century continued into the Twentieth, with the result that the enlisted grade structure became more and more complicated and unmanageable. When Congress adjusted the pay of the Army in May 1908, it found it had to deal with 52 different ranks and titles, not counting the Army Band at the Military Academy. By 1916 when the pay scales were revised as part of the National Defense Act of that year, the number had expanded to 60. The various positions were, of course, grouped for pay purposes, but all of them still had to be listed separately.[52]

57. The reasons for this proliferation and change were to be found in the transition from an Army whose primary function was that of garrisoning western posts and fighting Indians to one preparing for the type of mass conflict found on the battlefields of Europe. Significant changes included:

Table 4

U.S. ARMY - SPANISH AMERICAN WAR

ENLISTED OCCUPATIONAL GROUPINGS

For

PRESIDENT'S COMMISSION ON VETERAN'S PENSIONS

		NUMBER	PERCENTAGE
I.	Technical and Scientific Personnel	1,295	0.526
II.	Administrative and Clerical Personnel	7,705	3.127
III.	Mechanics and Repairmen	2,339	0.949
IV.	Craftsmen	342	0.139
V.	Service Workers	15,988	6.488
VI.	Operatives and Laborers	5,374	2.181
VII.	Military Type Occupations, n.e.c.	213,367	86.590
	AGGREGATE	246,410	100.000

SOURCE: Supplemental Data on Occupational Composition - U.S. Army, in working papers of President's Commission on Veteran's Compensation. OCMH.

Infantry, field artillery and cavalry organizations were revamped; the Coast Artillery was constituted as a separate branch; there was a modest expansion of medical, ordnance and signal enlisted strength and the Quartermaster Corps replaced many of its civilians with soldiers. The addition to the Signal Corps of an Aeronautics Section produced a need for entirely different sorts of specialists than any previously known in the Army.

58. The metamorphosis of the infantry regiment may serve as an example. The organization of the infantry regiment into three battalions of four companies each -- finally brought about by the War with Spain -- persisted as a permanent alteration bringing with it the institution of the battalion sergeant major. By 1916, a headquarters company, a machine gun company, and a supply company had been added to the infantry regiment to operate directly under regimental headquarters, while the table of organization for the "several units of a regiment of infantry" showed a considerable expansion over the simple structure of the 1890's.[53] (See table 5.)

59. If the specialists included in this revised organization were relatively "primitive" compared to those to be developed later when the Army moved toward mechanization, the new table of organization was a far cry from the simple regiment and company structure of 1895. Cavalry and artillery underwent similar reorganizations, though the artillery regiment was composed of two rather than three battalions. The grades and titles in the enlisted structure of regiment, battalion and company in cavalry and artillery varied little from the infantry organization. In the Engineer troop units the main variation lay in the substitution of specialists at the highest enlisted levels - master engineers, senior and junior grade, for the regimental sergeant major, and of sergeants, first class for the first sergeants of companies. The Coast Artillery Corps, separated from the Field Artillery in 1907, also had its first sergeants, mess and supply sergeants, regular sergeants, corporals, privates first class and privates with each detachment, but also incorporated these specifically designated enlisted specialists in order of rank--sergeants major, senior and junior grade; master electricians; engineers; assistant engineers; electrician sergeants; first and second class; firemen; radio sergeants; and master gunners.[54]

60. It was in the "staff corps and departments," the Signal and Quartermaster Corps and the Ordnance and Medical Departments that the problem of providing for specialists was most acute. The trend throughout the period was definitely toward substitution of military personnel for civilians in the performance of these essentially service functions and the formation of service units for this purpose. In 1903, Congress reorganized the Hospital Corps, authorizing the organization of companies and detachments of medical troops and prescribing an enlisted structure consisting of sergeants first class instead of hospital stewards, sergeants instead of acting hospital stewards, corporals, privates first class and privates.[55] Signal companies began to appear in the field during the Spanish-American War and the Philippine Insurrection, though they were not

Table 5

Composition of Enlisted Strength of an Infantry Regiment

1916

Grades	Hq Co	MG Co	Supply Co	Co in Bn	Total
Regimental Sergeant Major	1	-	-	-	1
Battalion Sergeant Major	3	-	-	-	3
Color Sergeant	2	-	-	-	2
Regimental Supply Sergeant	-	-	3	-	3
First Sergeant	1	1	1	1	15
Mess Sergeant	1	1	1	1	15
Supply Sergeant	1	1	-	1	14
Stable Sergeant	1	1	1	-	3
Sergeant	1	5	-	6	78
Corporal	-	6	1	11	139
Cook	2	2	1	2	29
Bugler	-	2	-	2	26
Horseshoer	1	1	1	-	3
Saddler	-	-	1	-	1
Mechanic	-	1	-	1	13
Wagoner	-	-	27	-	27
Private, First Class	4	8	-	19	240
Private	12	24	-	56	703
Band Leader	1	-	-	-	1
Assistant Band Leader	1	-	-	-	1
Sergeant Bugler	1	-	-	-	1
Band Sergeant	2	-	-	-	2
Band Corporal	4	-	-	-	4
Musician, First Class	2	-	-	-	2
Musician, Second Class	4	-	-	-	4
Musician, Third Class	13	-	-	-	13
Totals	58	53	37	100	1348

SOURCE: War Department General Orders No. 90, 23 Sept., 1916

formally recognized until later. In 1912, the Quartermaster's Subsistence and Paymaster's Departments were expanded into a single expanded Quartermaster Corps. For the first time since the War of 1812 the Corps was authorized a body of enlisted men to perform many of the tasks formerly done by civilians or enlisted men on detail. Some idea of the variety of tasks involved may be gained by reviewing the duties of the various grades assigned the Corps as they were initially envisaged in 1912:

Master electricians - For duty at posts where large lighting plants are operated and owned by the United States.

Sergeants (First Class) - Electricians, clerks, packmasters, superintendents of transportation, engineer foremen, plumber foremen, foremen of mechanics, blacksmith foremen and horseshoers, trainmasters, carpenter foremen, wheelwright foremen, painter foremen and interpreters.

Sergeants - Clerks, stenographers and typewriters, electricians, school-teachers, checkers, bakers, foragemasters, wagon-masters, horseshoers, blacksmiths, plumbers, engineers, overseers, carpenters, wheelwrights, copyists, masons, packmasters, farriers, saddlers, foremen of laborers, storekeepers and painters.

Corporals - Clerks, stenographers and typewriters, checkers, school-teachers, assistant wagonmasters, cargadors, caretakers, copyists, printers, painters, range riders, farriers, foresters, gardeners, storekeepers, foragemasters, saddlers and bakers.

Cooks. Cooks.

Privates (First Class) - Teamsters, packers, gardeners, messengers, janitors, warehousemen, firemen, assistant bakers and skilled laborers.

Privates - Laborers, scavengers, stablemen and watchmen.[56]

61. The creation of the Quartermaster Corps thus brought into the enlisted grade structure a whole variety of civilian jobs. The establishment of the Aeronautics Section of the Signal Corps, (changed to Aviation Section in 1914) meanwhile, and its subsequent expansion, added more sophisticated specialists to the structure of that corps in the grades of master signal electricians, first class sergeants, and the usual other ranks, with those among them who were given the additional rating of aviation mechanician entitled to 50 per cent additional pay.[57]

62. The War Department, in recognizing the vast number of specialist categories, sought to equate them to the standard ranks in the enlisted structure of the line regiments, battalions and companies

Table 6
Rates of Monthly Pay of Enlisted Men
Acts May 11, 1908, and June 3, 1916*

Grade and Arm of Service	First Enlistment period
Quartermaster Sergeant, Senior Grade-Quartermaster Corps Band Leader-Infantry, Cavalry, Artillery, Corps of Engineers Master Signal Electrician-Signal Corps Master Electrician-Coast Artillery Corps Master Engineer, Senior Grade-Corps of Engineers Master Hospital Sergeant-Medical Department	$75.00
Hospital Sergeant-Medical Department Master Engineer, Junior Grade-Corps of Engineers Engineer, Coast Artillery Corps	65.00
Sergeant, First Class-Medical Department	50.00
Regimental Sergeant Major-Field Artillery, Cavalry, Infantry, Corps of Engineers Regimental Supply Sergeant-Infantry, Cavalry, Field Artillery, Corps of Engineers Sergeant Major, Senior Grade-Coast Artillery Corps Quartermaster Sergeant, Quartermaster Corps Ordnance Sergeant-Ordnance Department First Sergeant-Artillery, Cavalry, Infantry, Corps of Engineers Chauffeur, First Class-Signal Corps Battalion Sergeant Major-Corps of Engineers Battalion Supply Sergeant-Corps of Engineers Electrician Sergeant, First Class-Coast Artillery Corps Sergeant, First Class-Corps of Engineers, Signal Corps, Quartermaster Corps Assistant Engineer-Coast Artillery Corps	45.00
Battalion Sergeant Major-Field Artillery, Infantry Squadron Sergeant Major-Cavalry Sergeant Major, Junior Grade-Coast Artillery Corps Master Gunner-Coast Artillery Corps Sergeant Bugler-Infantry, Cavalry, Corps of Engineers Assistant Band Leader-Infantry, Cavalry, Artillery, Corps of Engineers	40.00
Sergeant-Corps of Engineers, Ordnance Department, Signal Corps, Quartermaster Corps Medical Department Chauffeur-Signal Corps Stable Sergeant-Corps of Engineers Supply Sergeant-Corps of Engineers Mess Sergeant-Corps of Engineers Color Sergeant-Field Artillery, Infantry, Cavalry, Corps of Engineers	36.00

Table 6 (Cont)

Grade and Army of Service	First Enlistment period
Electrician Sergeant, Second Class-Coast Artillery Corps Band Sergeant-Artillery, Cavalry, Infantry, Corps of Engineers Musicians, First Class-Infantry, Cavalry, Artillery, Corps of Engineers	$36.00
Sergeant-Artillery, Cavalry, Infantry Stable Sergeant-Field Artillery, Infantry, Cavalry Supply Sergeant-Infantry, Cavalry, Artillery Mess Sergeant-Infantry, Cavalry, Artillery Cook-Artillery, Infantry, Cavalry, Corps of Engineers, Signal Corps, Quartermaster Corps, Medical Department Horseshoer-Infantry, Cavalry, Artillery, Corps of Engineers, Signal Corps, Medical Department Radio Sergeant-Coast Artillery Corps Fireman-Coast Artillery Corps Band Corporal-Artillery, Cavalry, Infantry, Corps of Engineers Musician, Second Class-Infantry, Cavalry, Artillery, Corps of Engineers	30.00
Corporal-Corps of Engineers, Ordnance Department, Signal Corps, Quartermaster Corps, Medical Department Mechanic-Coast Artillery Corps Chief Mechanic-Field Artillery Musician, Third Class-Infantry, Cavalry, Artillery, Corps of Engineers	24.00
Corporal-Artillery, Cavalry, Infantry Saddler-Infantry, Cavalry, Field Artillery, Corps of Engineers, Medical Department Mechanic-Infantry, Cavalry, Field Artillery, Medical Department Farrier-Medical Department Wagoner-Infantry, Cavalry, Field Artillery, Corps of Engineers	21.00
Private, First Class, Infantry, Cavalry, Artillery, Corps of Engineers, Ordnance Department, Signal Corps, Quartermaster Corps, Medical Department	18.00
Bugler-Infantry, Cavalry, Artillery, Corps of Engineers Private-Artillery, Cavalry, Infantry, Corps of Engineers, Signal Corps, Quartermaster Corps, Medical Department Private, Second Class-Ordnance Department	15.00

* Excludes USMA band and field musicians.

SOURCE: "Pay of the Army" in Official Army Register, 1 Dec 1918, p. 1158.

TABLE 7

ORDER OF RANK ARMY NONCOMMISSIONED OFFICERS - 1917

1-11 Officers

12. (a) Sergeant Major, Regimental; Sergeant Major, Senior Grade, Coast Artillery.
(b) Quartermaster Sergeant, Senior Grade; Master Hospital Sergeant; Master Engineer, Senior Grade; Master Electrician, Coast Artillery; Master Signal Electrician; Band Leader.
(c) Hospital Sergeant; Master Engineer, Junior Grade; Engineer, Coast Artillery.

13. Ordnance Sergeant
Quartermaster Sergeant
Supply Sergeant, Regimental

14. Sergeant Major, Squadron and Battalion
Sergeant Major, Junior Grade, Coast Artillery
Supply Sergeant, Battalion, Engineers

15. (a) First Sergeant
(b) Sergeant, First Class, Medical Department; Sergeant First Class, Quartermaster Corps; Sergeant, First Class, Engineers; Sergeant First Class, Signal Corps; Electrician Sergeant, First Class, Coast Artillery; Electrician Sergeant, Artillery Detachment USMA; Assistant Engineer, Coast Artillery.
(c) Master Gunner, Coast Artillery; Master Gunner, Artillery Detachment, USMA; Band Sergeant and Assistant Leader, USMA Band; Assistant Band Leader; Sergeant Bugler; Electrician Sergeant, Second Class, Coast Artillery; Electrician Sergeant, Second Class, Artillery Detachment, USMA; Radio Sergeant.

16. Color Sergeant

17. Sergeant; Supply Sergeant, Company; Mess Sergeant; Stable Sergeant; Fireman, Coast Artillery.

18. Corporal

SOURCE: Army Regulations, 15 April 1917, Art. III, Sec. 9.

67. With this complex grade structure the U.S. Army entered the First World War in 1917. In its expansion from a force of about 190,000 men in March 1917 to over three and a half million at its peak in November 1918, all the trends of the previous decade were accentuated. Infantry regiments were grouped into divisions and divisions into corps and armies; the Air Corps in France was separated from the Signal Corps; a Tank Corps was created while much of the cavalry was converted to infantry; the service establishment became an integral part of the Army at all levels of command. The strength of the Engineers, for instance, increased 131 times over what it had been in March 1917, that of the Quartermaster 29 times, and that of Ordnance 64 times, while the infantry increased only 11½-fold.[62] Throughout the Army there were needs for new types of specialists who had to be fitted into the existing enlisted grades for pay purposes. For instance in organizing a Tank Corps in France in 1918, General John J. Pershing simply created positions in the table of organization of a tank battalion similar to those in an engineer battalion as prescribed by law. The various equivalents were as follows:

Master Engineer, Senior Grade Sergeant, First Class	Mechanical Specialists, Sergeant Major, First Sergeant, Foreman Mechanic, Signal, Supply Electrician, Topographer, Draughtsman, Photographer or Clerk.
Sergeant	Tank Commander, Tank Driver, Motor Mechanic, Electrician, Blacksmith, Acetylene Welder, Bench and Lathe Hand, Mess, Supply, Signal, Draughtsman, Topographer, Photographer, Auto Driver or Clerk.
Corporal	Reserve Tank Commander, Tank Driver, Gunner, Auto Driver or Clerk.
Cook	Cook
Private First Class	Reserve Tank Driver, Truck Driver, Motorcycle Driver, Machine Gunner, Telephone Operator or Signal.
Private	Cannoneer, Mechanic's Helper, Clerk, Orderly, Bugler, Signal, etc.[63]

68. The Tank Corps was not alone in having to adapt old titles to new jobs. Whereas at the outbreak of World War I there were 57

categories of enlisted specialists recognized in the Army (including combat types), by 1919 the total had swelled to 704. The structure grew with little measure of overall planning. A system of personnel classification was started during World War I under the Adjutant General that attempted to develop systems whereby occupational characteristics of inducted and trained personnel might be identified and matched with the requirements of the troop basis. The basic trouble was that the identification of the essential military specialties and their relationship to civilian skills came slowly and the Committee on Classification of Personnel never really acquired adequate data on this subject with which to work. The system of identifying military jobs by a numbered code still lay some distance in the future.[64]

69. It is difficult to generalize about the prestige of the various types of noncommissioned officers and specialists in World War I. Wartime conditions brought forth both a great new corps of officers and a similar one of noncoms. The old core of regular noncoms formed cadres for many new units but the corps itself was diluted by the massive requirements for units in the World War I army. Such rapid turnover undoubtedly created some confusion in the line noncom grades. In any case, the enlisted grade structure of the Army had reached a crisis by 1919. It was to be the task of the planners of the post-war army to bring order out of the chaos.

Section V

Redesign of the System - 1920-40

70. The mass army of the First World War was demobilized rapidly in 1919 and 1920. Meanwhile, in 1920, Congress amended the National Defense Act of 1916 enacting basic legislation that was to determine the size and composition of the Army until the beginning of World War II. In the Act of 1920, the strength of the Regular Army was set at 280,000, but Congressional appropriations in the inter-war years actually limited it to between 100,000 and 200,000 men.[65]

71. Congress as well as the War Department recognized the need to improve the enlisted grade structure of the Army. As Representative Julius Kahn, one sponsor of the National Defense Act of 1920, observed: "Little by little the number of grades of enlisted men has grown very great, and the system has become most confusing."[66] The Act of 4 June 1920 provided a solution to the problem along three different lines: (1) By creating the new position of warrant officer for performance of certain administrative and specialist duties; (2) by prescribing seven standard grades into which all enlisted men could be fitted for the purpose of both pay and establishing rank and precedence; (3) by setting up a large number of specialist positions in the lower grades that carried additional pay without additional rank.

72. The position of warrant officer was first established when the Army Mine Planter Service was set up in 1918. Masters, mates and engineers in that service were designated warrant officers with grades of pay higher than that for any existing ranks of enlisted men and with many of the privileges of commissioned officers. Meanwhile, during World War I, the positions of Army Field Clerks and Quartermaster Field Clerks had been established to handle much of the clerical work associated with large headquarters. These men were granted the same pay and allowances formerly given to civilian pay clerks in the Quartermaster Corps and what was in effect commissioned status without authority to command. Because of the anomalous position of these men and because the Secretary of War sought a means of recognizing the services of enlisted men who had served creditably as officers during World War I but who, because of a lack of educational qualifications, were ineligible for appointment to commissioned grades in the Regular Army, the position of warrant officer for the Army as a whole was included in the 1920 Act. Warrant officers were to be chosen from among noncommissioned officers with at least ten years service **in the ranks of the existing Army and Quartermaster Field** Clerks and enlisted men who had become officers during the war. Moreover, all band leaders were henceforth to be warrant officers. The creation of the position provided a new grade to which enlisted men could aspire **but it could not, strictly speaking, be regarded** as a rank in the enlisted structure.[67]

73. The Act established a new enlisted grade structure comprising seven grades: First Grade, Master Sergeant; Second Grade, First Sergeant and Technical Sergeant; Third Grade, Staff Sergeant; Fourth Grade, Sergeant; Fifth Grade, Corporal; Sixth Grade, Private First Class; Seventh Grade, Private.[68] Some high ranking specialists were placed in the first five grades, but the bulk of the civilian crafts, as defined in World War I personnel policies, were placed in the last two grades. At the same time, six grades of specialist rank were prescribed for privates and six for privates first class to cover vocational skills, and approximately 29 per cent of the personnel in these grades authorized specialist ratings. In this way most specialists could receive advanced pay because of their skills without receiving the markings of rank, which, the War Department felt, **properly distinguished noncoms who directed combat soldiers.**

74. Insignia for these ranks were prescribed in August 1920 with chevrons of olive drab material on a background of dark blue forming and edging around each chevron, arc and lozenge. Once the wartime shortage of cloth was alleviated, they were prescribed for both arms of the shirt, jacket, or coat.[69]

75. This standardization of enlisted grades provided a viable **system for dealing with the problem of ranks and grades in an army** that was small by World War I standards but still much larger and

more sophisticated than the pre-war Army had been. The first step had to be the assignment of the many grades and titles that had grown up to their relative positions in the new hierarchy. Table 8, based on a War Department General Order of 19 June 1920, shows how this was initially done.

76. Examination of this table shows how difficult it was really to separate the noncommissioned officers whose primary function was leadership from those whose primary functions were specialized. What was really done was only to separate the noncons and specialists at the lower levels. The first three grades continued to be loaded with men whose primary functions were technical in nature though it was true that they usually directed other soldiers in the performance of these technical duties.

77. The establishment of the specialist categories proved to be a difficult task. The original directive had to be amended some five times in 1920 and twice in 1921 before a lasting version was completed in September 1921.[70] The final listing included some 231 vocational skills which could raise a private's pay anywhere from $3 to $25 per month.[71]

78. The whole system of noncommissioned officer and specialist ratings remained remarkably stable down to the time the World War II expansion began. There was only one change in the list of specialties after 1923, and this was the addition in 1930 of an instrument operator.[72] One of the major reasons for this was undoubtedly that the personnel classification system worked out in 1917-18 fell into complete disuse in the between-wars period.[73] Interest in the problem of classifying personnel for proper assignment waned. Thus, when in 1938-39 a survey was made of occupational and military classifications of enlisted men, it revealed a considerable lack of uniformity in the assignment of grades and ratings for the same job and a multiplicity of terms used to describe the same job. World War II overtook the work of the survey group, but some of its conclusions apparently affected the planning for reorganization of the enlisted grade structure in 1942.[74]

79. The National Defense Act of 1920 fixed, in terms of percentages in each grade, the numbers of both noncons and specialists in the Army. This was a step forward from the old system, under which the legislative body prescribed every detail down to the exact numbers of corporals in a company of infantry, but it still was a relatively inflexible system. In 1936, Congress amended the 1920 Act to give the President power to fix by executive order "the numbers in grades and/or ratings of enlisted men."[75] From that time onward the President issued annually authorizations for the total numbers of grades and ratings in the Army. The flexibility provided by this arrangement was not to have appreciable effect, however, until after the great expansion of the Army began in 1940. Table 9 shows the

TABLE 8

REARRANGEMENT OF THE NONCOMMISSIONED OFFICER STRUCTURE - 1920

New Grade	Old Titles
First	Regimental Sergeant Majors; Sergeant Majors, Senior Grade; Quartermaster Sergeants, Senior Grade; Master Hospital Sergeants; Master Engineers, Senior Grade; Master Electricians; Master Signal Electricians; Engineers, Coast Artillery; Regimental Supply Sergeants, 25 per cent of Ordnance Sergeants now authorized; 50 per cent of Master Gunners now authorized in Coast Artillery; Band Sergeant and Assistant Leader, USMA Band.
Second	First Sergeants Technical Sergeants as follows: Hospital Sergeants; Master Engineers, Junior Grade; 75 per cent of Ordnance Sergeants now authorized; Electrician Sergeants, First Class; Assistant Engineers, Coast Artillery; Quartermaster Sergeants; Electrician Sergeant, Artillery Detachment, USMA.
Third	Squadron and Battalion Sergeants Major; Sergeants Major, Junior Grade; Battalion Supply Sergeants; Sergeants, First Class; 50 per cent of Master Gunners now authorized Coast Artillery; Master Gunner, Artillery Detachment, USMA; Assistant Band Leaders; Sergeant Buglers; Electrician Sergeants, Second Class; Radio Sergeants; Color Sergeants; Sergeant Field Musician, USMA.
Fourth	Sergeants as at present authorized in all arms and services except those designated separately as specialists; Company Supply Sergeants; Mess Sergeants; Stable Sergeants; Band Sergeants.
Fifth	Corporals as at present authorized in all arms and services except those designated as specialists; Band Corporals; Corporal Buglers.
Sixth	Privates, First Class, as present designated Specialists as prescribed.
Seventh	Privates as at present designated Privates, Second Class Specialists as prescribed.

SOURCE: War Department General Orders No. 36, 19 June 1920.

Table 9

Composition of Enlisted Strength of the Army, 1921-39
(Excludes Philippine Scouts)

Grade	Percentage			
	Authorized Act of 1920	30 June 1921	30 June 1930	30 June 1939
Master Sergeant	0.6	0.8	0.8	0.7
First Sergeant		1.1	0.9	0.7
Technical Sergeant	1.8	0.7	1.2	1.2
Staff Sergeant	2.0	1.6	3.5	3.0
Sergeant	9.5	8.7	9.1	8.8
Corporal	9.5	7.5	9.0	8.4
Private, First Class	25.0	22.7	24.6	26.1
Private	51.6	56.8	50.6	50.8
Flying Cadets	-	0.1	0.3	0.3
	Specialists (as percentage of Privates and Pfc's)			
First Class	0.7	Data	.7	.7
Second Class	1.4	Not	1.1	1.2
Third Class	1.9	Available	1.6	1.9
Fourth Class	4.7		5.1	5.2
Fifth Class	5.0		5.3	5.5
Sixth Class	15.2		14.5	14.7
Total	28.9		28.3	29.2

SOURCE: Annual Reports of the Secretary of War, Fiscal Years 1921, 1930, 1939.

actual percentages by grade and rating as compared with those prescribed by the 1920 Act in 1921, 1930 and 1939.

80. This table amply illustrates the relative stability of the enlisted grade structure between the two World Wars. More than one half of the Army (around 53 per cent) continued to consist of privates or Pfc's without specialist ratings; the rest were about equally divided between noncommissioned officers and specialists. However, the basic premise of the system, that noncommissioned grades were to be given only to soldiers in command positions while those doing special technical tasks were to be privates or Pfc.'s with specialist ratings was violated from the start. The simplified grading system clouded the fact that a Master Sergeant might function (depending on the Table of Organization of his branch or service) under the new scheme in much the same manner he had under the old as a regimental sergeant major, ordnance sergeant or supply sergeant. Master sergeants, essentially specialists with clerical or other technical ability, drew more pay than first sergeants whose positions demanded marked leadership ability. And first sergeants could not attain the highest enlisted positions without switching to the enlisted staff to perform tasks for which they frequently had little talent.[76]

81. Then too, privates and privates first class with specialties could, in certain cases, earn more base pay than regular noncommissioned officers in Grade Five. These problems could only increase as the mechanization of the Army required greater numbers of highly paid occupational specialists in direct competition with industry.

Section VI. The Second World War, 1940-45.

82. Between 1939 and 1945, the United States Army expanded from its peacetime strength of around 200,000 to a wartime peak of over eight million men. The expansion was accompanied by vast changes in organization and in requirements for enlisted skills. The old square division of World War I was streamlined into the triangular division with marked changes in tables of organization and equipment reflecting a new degree of mechanization. The armored division came into its own with an even higher degree of mechanization and hence of demand for mechanical specialists of all sorts. The Air Force, still a part of the Army though in many ways independent, presented the greatest demand of all for specialist talent. Service forces proliferated as did large headquarters and other administrative elements both at home and overseas. The Bradley Commission calculated that of the total enlisted strength of the ground army in 1945 only about 36 per cent was engaged in strictly military-type occupational specialties. (See Table 1c).

83. During the period of pre-war expansion (1939-41), the Army continued to get along under the 1920 system of grades and ratings. However, early in 1942, in an evident effort to simplify the

Table 10

DATA BY OCCUPATIONAL GROUPINGS AND SUBGROUPINGS SHOWING PERCENTAGES OF ARMY ENLISTED STRENGTH (EXCLUDING AAF) DURING WORLD WAR II

	OCCUPATIONAL GROUPINGS	WORLD WAR II (Authorized)
I.	Technical and Scientific Personnel	
1.	Electronic technicians.	.811
2.	Medical and dental technicians.	5.475
3.	Intelligence analysts and linguists.	.302
4.	Meteorologists.	.044
5.	Air traffic control technicians.	.000
6.	Surveyors, draftsmen and cartographers.	1.053
7.	Photographers and allied specialists.	.212
8.	Other technical and scientific personnel (includes scientific research technicians).	.042
9.	Radio operators.	2.176
	Total Group I	10.115
II.	Administrative and Clerical Personnel	
1.	General clerical and administrative (including statistical).	5.142
2.	Supply clerks and specialists (excluding supply handlers).	3.236
3.	Communications clerks and specialist (communications operations, excluding maintenance).	5.054
4.	Disbursing clerks and specialists (including fiscal).	.241
5.	Personnel specialists.	.093
6.	Information & education recreation and welfare specialists (including bandsmen).	.696
7.	Other administrative and clerical personnel.	.115
	Total Group II	14.577
III.	Mechanics and Repairmen	
1.	Aircraft mechanics.	.126
2.	Electrical and communications equipment mechanics, nonelectronic.	1.760
3.	Precision instrument and specialized equipment repairman, nonelectronic.	.293
4.	Ship repair and damage control mechanics.	.052
5.	Marine engine and accessories mechanics.	.266
6.	Motor vehicle mechanics (including track vehicle and construction equipment repair).	4.563
7.	Railway equipment repairmen.	.057
8.	Munitions and weapons repairmen.	1.154
9.	Other mechanics and repairmen.	.225
	Total Group III	8.501

Table 10 (Cont)

IV.	Craftsmen	
1.	Metal working craftsmen.	.976
2.	Construction, utilities and allied craftsmen.	5.107
3.	Printing and allied crafts.	.075
4.	Fabric, leather and rubber working crafts.	.868
5.	Railroad operating crafts.	.215
6.	Other craftsmen.	.052
	Total Group IV	7.293
V.	Service Workers	
1.	Security personnel.	2.820
2.	Firefighters.	.150
3.	Food service workers.	3.530
4.	Medical attendants.	2.496
5.	Other service workers (includes animal handling).	.738
	Total Group V	9.734
VI.	Operatives and Laborers	
1.	Motor transport operators (excluding maintenance).	6.171
2.	Construction laborers.	1.559
3.	Supply laborers.	2.123
4.	Transportation laborers.	.110
5.	Helpers and other operatives and laborers.	3.646
	Total Group VI	13.609
VII.	Military-Type Occupations, not elsewhere classified	
1.	Infantrymen.	17.799
2.	Fire control and gunnery crews excluding electronic equipment operation).	14.038
3.	Military electronic equipment operators, n.e.c. (radar, sonar, etc.).	.349
4.	Armored vehicle crews.	2.820
5.	Naval operations and seamanship, n.e.c.	.499
6.	Chemical warfare crews.	.169
7.	Explosive ordnance disposal specialists.	.028
8.	Air crews.	.068
9.	Other military-type occupations, n.e.c.	.406
	Total Group VII	36.176

SOURCE: War Department Troop Basis, 1 April 1945. Compilation made by President's Commission on Veterans' Compensation.

structure for administrative convenience, a new system was established. Under this system the technicians were generally picked out of the various grades where they had been embedded since 1920, shifted to Grades Three, Four and Five, and given chevrons marked with a "T" in addition to the stripes of those grades.[77] Technicians in these grades were to rank immediately below the staff sergeants, sergeants, or corporals of the line as the case might be. Thus a Technician Third Grade outranked a sergeant who was in Grade Four, although in a body of men the T/3 would have no authority to command. As in 1920 no differentiation was made, in the grades of technical and master sergeant, between those who performed primarily technical functions and those who occupied leadership positions.

84. In its history of G-1 World War II activities, the Personnel Division of the War Department General Staff attributes the shift to a desire to clarify lines of promotion among technical personnel, to increase opportunities for promotion among the lower grades and to simplify pay procedures.[78] Obviously the change was generated hastily as a wartime emergency measure, but it was to endure until 1948.

85. The Pay Readjustment Act of 16 June 1942 raised enlisted pay considerably over the 1920 level. The monthly base pay for a man in the first grade was set at $133; second grade, $114; Third grade $96; fourth grade $78; fifth grade, $66; sixth grade, $54; and seventh grade, $50. On 1 July 1943 an additional 20 per cent differential was added across the board for overseas service.[79]

86. Under authority granted in this act, the Army advanced first sergeants to the first grade and added another arc to their insignia, placing them on the same level as master sergeants. Likewise, the company supply and mess sergeants and the technical supply sergeants of the Army Air Force were advanced from the fourth to the third grade (staff sergeant).[80]

87. Among the most important innovations of the Second World War was the introduction of the Military Occupational Specialty (MOS) system as a means of identifying the many and complex skills required throughout the Army. A three-digit numbered code was adopted to identify each position in each of the hundreds of separate TO&E's, thus enabling the personnel administrators to determine from the Troop Basis the overall numbers of each type of skill required within the Army and to establish the requisite grade for each position. In World War I, personnel classification had extended only to initial classification of men in terms of their civilian vocational skills; in World War II it went a step further, as the MOS system provided a means for identifying the need for these skills within the military structure.[81]

88. While the MOS structure was a valuable tool, without which the Army could hardly have handled the vast complexities of personnel classification in World War II at all, it had its defects. It reflected the needs for specialists far better than it did those for noncommissioned officer leaders, and it made no adequate distinction between these two types. It was also over-specialized and tended to degenerate into a hodge-podge of unrelated numbers as each branch organization developed its own series of specialist numbers.[82]

89. By mid-1943, there was considerable alarm over the extent to which the large influx of technicians had produced a general inflation of the ranks of the noncommissioned officers to the detriment of the prestige and position of the genuine combat leaders. This alarm lay behind changes authorized in December 1943 whereby in line combat units platoon sergeants were promoted from staff to technical sergeants, section leaders from sergeant to staff sergeant, and squad leaders and assistant squad leaders from corporal to sergeant. Moreover, battalion sergeants major moved from staff to technical sergeant and one-half of the privates were to become privates, first class.[83]

90. The result of the influx of technicians and the increase of the grades of line noncoms was a steady inflation of the noncom ranks during World War II. The rank of "buck" corporal came to mean little in a line organization, though he was theoretically a combat leader. Whereas in December of 1941 only 20 per cent of the enlisted ranks consisted of noncommissioned officers, by June 1945, the proportion had increased to nearly 50 per cent. The increase in the numbers in the first three grades was hardly less marked than that in the lower ones. (See Table 11). Nevertheless, it is worth noting that if the total number of specialists of all classes in 1939 is included in the number of noncommissioned officers, the actual percentage of men with grades and ratings in that year would be but little smaller than the percentage of 1945. (Cf. Table 9 with Table 11).

91. In any case, one of the consequences of the increase in noncommissioned ratings throughout the war was to give late arrivals in the Army a chance to climb the promotion ladder within the enlisted ranks, once the chances for gaining a commission had been greatly diminished.[84] With the opportunity to gain a commission low during the last part of World War II, the better pay, freedom from menial irksome tasks, privileges of quarters or passes, and badge of success brought by noncom rank, offered inducement and symbols of prestige to the common soldier of World War II. (See Table 12). Then, too, there was always the human feeling that improvement could be made by the men who held any grade or rank at one given moment. Whereas 48 per cent of the regular privates thought most of their noncoms were the best who could have been

Table 11

PERCENTAGE OF ARMY ENLISTED STRENGTH BY GRADE Dec. 1941-Dec. 1947**

DATE:	Master and First Sergeant	Technical Sergeant	Staff Sergeant/ Technician 3	Sergeant/ Technician 4	Corporal/ Technician 5	Privates First Class	Private**	Total
Dec 1941	1.2	0.9	2.7	7.1	8.1	20.1	59.9	100%
Dec 1942	1.0	1.1	4.0	8.1	13.3	14.5	58.0	100%
Dec 1943	1.2	1.6	5.5	11.7	18.2	20.8	41.0	100%
Dec 1944	1.5	2.7	7.6	13.6	20.8	21.6	32.2	100%
Jan 1945	1.5	2.9	8.4	14.3	20.9	30.6	21.4	100%
Dec 1945	1.6	2.5	7.2	14.7	21.8	28.8	23.1	100%
Dec 1946	3.7	3.0	5.9	8.8	16.2	27.8	34.6	100%
Dec 1947	6.1	5.2	10.5	14.2	20.2	29.2	14.6	100%

* Excludes WAC's
** Includes Aviation Cadets

SOURCE: Strength of Army (STM-30) 30 June 1948

TABLE 12

DESIRE FOR STATUS IN THE ARMY, BY EDUCATIONAL LEVEL OF ENLISTED MEN IN WORLD WAR II

	Percentage Saying They Wanted to Become:			
	Officers			Noncommissioned Officers
	From Among			
	All Soldiers	Noncoms	Privates	Privates
AIR CORPS				
College	68 (246)	51 (107)	83 (139)	66
High School grads.	53 (469)	48 (228)	57 (241)	89
Some high school	45 (325)	44 (107)	45 (218)	93
Grade school	33 (311)	32 (94)	33 (217)	76
ALL OTHERS				
College	68 (412	61 (139)	74 (273)	73
High School grads.	51 (848)	47 (281)	54 (567)	77
Some high school	38 (911)	46 (234)	36 (677)	65
Grade school	24 (1,203)	23 (200)	23 (1,003)	52

Note: Numbers in parentheses are the numbers of cases on which percentages are based.

SOURCE: Samuel A. Stouffer, et. al. The American Soldier: Adjustment During Army Life, Vol. I, p. 249.

picked, this view was shared by only 33 per cent of the selectee privates. One selectee commented:

> The noncommissioned officers are not efficient enough to operate in war. There are so many who have received stripes and don't know what the score is. Anybody can be an NCO. Under the present Army, no tests are given, you are just told that you have been made corporal, sergeant, or what have you, and that is all.[85]

92. In general wartime studies by the Research Branch, Information and Education Division of the Army brought out that privates were more likely to approve behavior of noncoms that reflected intimate social relations with their men; lenient interpretation of rules and regulations; sympathetic, indulgent policies in the supervision of their men; and lack of emphasis, in social and working relations, on formal status differences between themselves and their men. On the other hand, War Department analysts found that officers approved a more "official" point of view on the part of the Noncom.

93. While (as in any previous war) there were many difficulties which centered on the ability or failure of men to fill noncom slots, other problems were closer to the question of grade structure in the war period. For instance, a substantial number of men who transferred into infantry divisions as replacements for privates and privates first class in 1944 and 1945, were noncommissioned specialists from other branches. This resulted in a large surplus of noncommissioned officers in most divisions. The influx of specialist noncoms had an adverse effect on the morale of old timers, who after working long and hard for advancement, found promotion blocked by the presence of men possessed of many stripes but little if any experience in line positions. Demoralization was also rife among the newcomers whose specialist ratings did not prevent their being required to serve in the ranks as riflemen, often under men who wore fewer stripes.

94. After a period of orientation the noncommissioned newcomers were usually given a trial in infantry positions corresponding to their specialist ratings. Some of them made good and were able to retain their grades, while others were reduced to privates. "This has played hell with their morale," stated one division G-3, "and they haven't made good riflemen. It's too much to expect us to take mavericks and make doughboys out of them in three months."[86]

95. Indeed, in the early days of the postwar period, many officers and enlisted men speculated on what had been wrong with the wartime system. Old sergeants pointed to such factors as the Classification System, the Demoralized Army, and the Junior Officer as contributing to the "Demasculinization" of the noncom. At least one suggested such corrective remedies as revamping of promotion policies, separation of specialists from noncoms and institution of

separate rooms, tables, and clubs for the latter.[87]

96. But there was little unanimity among the comments. Some officers recalled that noncoms of the top three grades had been blessed with separate clubs overseas during the war. Officers who had handled classification policies during the war noted that the fault lay less in the system than in the lack of cooperation and understanding among stubborn or opinionated unit commanders.[88] Others stressed that the entire Regular Army had to share the blame, for it had formulated the policies and supervised the training and operation of the huge democratic army of World War II that had brought about this alleged dilution of the noncommissioned officers' prestige.

Section VII

The Post-War Adjustment -- Revision of 1948-49

97. After demobilization one of the major problems confronting the War Department was how to restore within the Army a professional career noncommissioned officer corps, properly trained and properly oriented. Such a corps was required, not only as a foundation for rebuilding the postwar Army, but also as a base for future mobilization. It was clear that the attempt to reward men employing technical skills had resulted in depriving combat noncoms of some of their prestige. The markings of the enlisted grades tended to lump men who commanded soldiers with those who practiced technical skills, to the detriment of the commanders. Yet it was equally clear that the specialist had come to stay within the Army and that the need for enlisted specialists was likely to increase rather than to decrease with the increasing application of science to military technology.

98. There was an immense amount of staff work on the whole problem in 1946-47. The MOS structure was throughly revamped and in 1947 a new elaborate Enlisted Career Guidance Plan was announced.[89] In devising the career plan, two criteria were set up. First it had to provide a pathway of advancement that a soldier could understand and that could compare favorably with what he might know outside the Army. Then, it had to be free from the obstacles, real or imaginary, that accompanied the old system -- dead-end jobs, fear or favor in local promotions, lack of position vacancies, the accident of assignment and the need to wait for the man ahead to die, to be reduced or to retire. Starting with the soldier's most common grievance as determined by research -- job dissatisfaction -- the initial attack was launched at the job a soldier was required to perform. The list of Army jobs was broken down into career fields, each task studied, and standard requirements were set up for each. All jobs were graded, and uniformity was established so that a job in one place would be graded the same as a similar job in another place. Equal pay was established for the same jobs, and parity was achieved between combat and service jobs and among the three Armed Services.

99. Having identified all Army jobs, the next step was to establish a regular job progression, from one job on one grade level to the same (or another) job on the next higher grade level. The progression ladders were then grouped into some 50 "career fields," or "job families." Once classified into one of these career fields -- after completing basic training -- the enlisted man could see where he stood and what actually lay ahead for him as a career in his field.

100. The enlisted man could also calculate the length of time before he reached the top, provided he had the ability. During the early stages of his career he had only to serve satisfactorily in order to earn promotions. He did not need to wait for position vacancies. He could move from Grade Seven to Six in four months; from Grade Six to Five in one year; and from Grade Five to Four in another year, and after passing an appropriate examination. From this point, the candidate for promotion competed with others in his career field throughout the entire Army for existing position vacancies; and he got his promotions after taking uniform Army-wide examinations. There was still a minimum time in grade requirement in each of these highest grades before he could enter competition. He had to spend at least one year in Grade Four and Grade Three, respectively, and 18 months in Grade Two before reaching the pinnacle of the enlisted structure.

101. The last step in career planning was to overhaul the grades themselves. This seemed to be necessary in order to provide more opportunity to men in the lower grades. Under the old system, for example, a rifleman, as such, could be promoted only from Grade Seven to Grade Six. If he were promoted to a higher grade, he became a noncommissioned officer and was no longer in the rifleman category. The solution found to this was to establish a third grade of private for the lowest rank, the recruit, while moving corporals and T/5's down to the rank of privates, first class, and sergeants down to the rank of corporals. In this process, the "buck" sergeants stripes disappeared from the Army.[90] The question of what to do about the "T" ratings apparently occasioned some disagreement. A circular in 1947 proposed to substitute emblems of the specialty, for example, a radio tower or a bomb, to replace the "T".[91] However, this was apparently never placed into effect, and in 1948 the Army simply dropped the "T" altogether and the men in each grade, whether specialists or leaders, were given the same insignia of rank. The new structure was as follows:[92]

Grade	New Titles	Old Titles
E-1	Master Sergeant or First Sergeant	Master Sergeant First Sergeant
E-2	Sergeant, First Class	Technical Sergeant
E-3	Sergeant	Staff Sergeant

Grade	New Titles	Old Titles
E-4	Corporal	Sergeant
E-5	Private, First Class	Corporal
E-6	Private	Private, First Class
E-7	Recruit	Private

102. In an effort to give some recognition to the men with combat assignments, their insignia were to have gold color backgrounds with dark blue color chevrons, arcs and lozenges, while noncombat insignia were to be on a dark blue background with gold color arcs, chevrons and lozenges. To further distinguish noncommissioned leaders of troops in combat, they were authorized to wear as distinguishing insignia a piece of green cloth on each shoulder loop.[93]

103. Congress, in the career compensation Act of 1949, reversed the old 1920 order of numbering for the grades, making the master sergeant an E-7 and the recruit an E-1. The new pay scales established by the act intended to make the military service attractive enough to entice volunteers, put the capstone on the changed structure.[94]

104. In the revision of 1948-49 it is obvious that the specialists gained more than the noncommissioned leaders despite the gestures made in the form of green loops and different colored insignia. In terms of either pay or stripes there was no longer any real distinction between them. The Army had, by the end of 1947, developed a quite lopsided structure in which privates composed only 14.6 per cent of total enlisted strength and privates and privates first class together only 45.8 per cent, while 21.9 per cent of enlisted men were in the first three grades. (See Table 11) By the simple device of making all corporals and T/5's privates first class, though leaving them in the same pay grade, the proportion of privates and privates first class in the Army was raised to 67.5 per cent by August 1948. But the crowding of the first three grades continued as they still constituted 18.8 per cent of enlisted strength on that date. (See Table 13)

105. The new package unveiled in 1948 thus did not promise any solution to the problem of noncommissioned officer prestige, but it did promise to better utilize career skills. Since it took as a model industrial organization, it did little to solve the outstanding complaint of the old Army noncoms that the postwar Army had been saturated with specialists in the middle and upper grades. On the other hand, it did represent a realization that as modern weaponry and technology continued to place upon the Army requirements for skilled personnel, it had to offer added inducements to retain them

in a competition with civilian industry. The distinctive position of the noncommissioned officer in the "Old Army" appeared to be dead.

Section VIII

Separation of NCO's and Specialists -- 1954-55

106. The abolition of the technician category in 1948 and incorporation of all line and specialist types in the same basic grades resulted in a great diminution of noncommissioned officer status. The large increase in the number of noncoms made it impracticable for commanders to grant to them, as a group, many of the prerogatives and privileges they had formerly enjoyed. Many were tapped for menial details, and harassed by other than leadership responsibilities. Even the two-color combination used on insignia to differentiate combat and noncombat types proved to be confusing to enlisted men and was done away with in February 1951. The enlisted insignia of grade were standardized in one basic design, olive chevrons on a dark blue background.[95] Meanwhile, the numbers of noncommissioned officers in proportion to privates tended to creep upward from the ratio established when the corporals became privates first class. By June 1950, when the Korean War broke out, the proportion of noncoms had risen from 32.5 per cent to 46.7 per cent of enlisted strength. (See Table 13.)

107. In the Korean War, under the stress of rapid partial mobilization and of combat, the Enlisted Career Guidance System floundered and the MOS system proved entirely too elaborate and inflexible. Promotion criteria and other aspects of career guidance were suspended for all units in Korea, beginning on 5 July 1950 and throughout the Army in August 1950.[96] Promotions of enlisted men were then made under the old system to fill vacancies as required in the various organizations of the Army. Once the war was over both the Career Guidance system and the MOS system were overhauled.

108. Meanwhile, there developed at the highest levels of government a very serious concern over the decline in the attractiveness of the military service career. As a result, the Secretary of Defense established in 1953 a committee under the chairmanship of Rear Admiral J. P. Womble, Jr., to study this problem.

109. The Womble Committee devoted its attention to the problem of attracting both officers and enlisted men. The committee concluded that "technocracy has been overemphasized to the detriment of command ability," and it warned:

> The services must overcome the dilution of military authority and leadership by adjusting promotion criteria. A premium must be placed on command and leadership abilities. Accompanying an increase in technocracy within the services, there has been an ever-increasing demand for technical abilities. As a

TABLE 13

PERCENTAGE OF ENLISTED MEN BY GRADE, 1948 - 1956

	MASTER SGT	SGT. 1ST	SGT.	CORP.	PFC.	PRIVATE	PRIVATE	TOTAL
	E-7	E-6	E-5	E-4	E-3	E-2	E-1	
31 August 1948*	4.5	4.7	9.6	13.7	19.5	24.2	23.8	100.00
30 June 1949	3.9	5.2	10.2	16.8	23.2	29.5	11.2	100.00
30 June 1950	4.8	6.1	11.6	24.2	28.0	20.4	4.9	100.00
30 June 1951	2.9	5.0	10.0	18.0	20.1	23.1	20.9	100.00
30 June 1952	3.0	5.4	11.4	22.7	28.5	20.4	8.6	100.00
30 June 1953	3.3	5.5	9.4	14.1	22.7	25.3	19.7	100.00
30 June 1954	3.8	6.4	10.3	19.9	28.4	22.2	9.0	100.00
30 June 1955	4.8	8.3	12.1	16.9	24.2	25.5	8.2	100.00

* SOURCE: Strength Of The Army, (STM-30), 1 September 1948 - 1 July 1959 (Office of the Deputy Chief of Staff for Personnel - Department Of The Army).

result many now achieve promotion to responsible positions, never placing themselves in a situation where their leadership and command abilities are tested. It must be clearly established that military command and technical astuteness are two separate and distinct fields of endeavor. Both are essential, but career personnel must be reassured that leadership ability will be recognized in promotion procedures.

It concluded that

> The military departments must adopt policies to restore the prestige and authority of officers and noncommissioned officers by increasing their authority and responsibility, denoting the incompetents, eliminating over-supervision and placing a premium on leadership and command abilities.[97]

110. The committee recommended that **all the military departments** should study methods to distinguish between command and technical responsibilities, and the Army and Marine Corps were to be asked to prepare plans for distinguising these two types by separate insignia. By the time the report was made, the Army was already busily preparing a plan to separate the noncommissioned officers from the specialists.[98] The plan was approved by the Chief of Staff in April 1954, but was not finally placed in full effect until 1 July 1955, because of the need for fitting it in with the new 1958 system and the development of a new Army uniform.

111. The complete package set up an enlisted grade structure of seven pay grades with titles as follows:

Grade	Noncommissioned Officers	Specialists	Privates
E-7	Master Sergeant First Sergeant	Master Specialist	
E-6	Sergeant, First Class	Specialist, First Class	
E-5	Sergeant	Specialist, Second Class	
E-4	Corporal	Specialist, Third Class	
E-3			Private, First Class
E-2			Private, E-2
E-1			Private, E-1

The title "recruit" was eliminated from the new structure.[99]

112. At the same time, the order of rank held that the noncom would rank above all other enlisted personnel regardless of pay grade. The rank of grades in order of precedence was:[100]

Order of Rank	Pay Grade	Grade Title
First	E-7	Master Sergeant
First	E-7	First Sergeant
Second	E-6	Sergeant, First Class
Third	E-5	Sergeant
Fourth	E-4	Corporal
Fifth	E-7	Master Specialist
Sixth	E-6	Specialist, First Class
Seventh	E-5	Specilist, Second Class
Eighth	E-4	Specialist, Third Class
Ninth	E-3	Private, First Class
Tenth	E-2	Private E-2
Eleventh	E-1	Private

113. The specialist would wear distinctive new insignia with the American eagle and gradations in rank shown by an arc over the eagle. The noncommissioned officers' insignia of grade remained as before.[101] The new service uniform provided a gold on green motif for the grade insignia.

114. Certainly a primary problem in 1958, as it had been in 1920, lay in determining who should be noncommissioned officers and who should be specialists. The primary criterion adopted was that of leadership, whether in combat or service units. This meant that the section leader and platoon sergeant in an Ordnance or Quartermaster unit was to be a noncommissioned officer, as well as the tank commander or infantry platoon leader. (See Table 14) In the conversion to the new system, every effort was made to identify each individual by his demonstrated qualifications in both his technical and/or administrative skills and his leadership ability. New regulations prescribed that to qualify as a noncommissioned officer in the conversion, the soldier had to be holding a position classified in this category or had to have held such a position for at least two months

TABLE 14

EXAMPLES OF NCO and SPECIALIST POSITIONS - 1955

NCO	SPECIALISTS
E-7	
Sergeant Major	Court Reporter
First Sergeant	Chauffeur
Platoon Sergeant	Food Service Specialist
Operations Sergeant	Design Draftsman
Chief Wardmaster	Interrogator
E-6	
Squad Leader, Rifle Squad	Illustrator
Tank Commander	Secretary Stenographer
Supply Sergeant	Legal Clerk
Mess Steward	Terrain Intelligence Analyst
Motor Maintenance Sergeant	Medical Equipment Repairman
Metal Working Foreman	Precision Machinist
E-5	
Assistant Squad Leader, Rifle Squad	Stenographer
Squad Leader of an MP Squad	Cook
Communications Chief	Personnel Management Specialist
Squad Leader of a Mortar Squad	Steam Shovel Operator
Wire Team Chief	Radar Mechanic
	Tank Driver
E-4	
Armored Car Commander	Wheel Vehicle Mechanic
Labor Foreman	Radio Mechanic
Ammunition Corporal	Company Administrative Clerk
Assistant Squad Leader of an MP Squad	Armorer
	Intermediate Speed Radio Operator
Squad Leader, Smoke Generator Squad	Track Vehicle Mechanic
Rifleman	Administrative Clerk

SOURCE: Col William R. Tuck, "The NCO-Specialist Program," Army, V. LXIV, #3 (May-June 1955), p. 15, fig. 3.

in his present grade. All of this had to be geared to the new NCO structure and its reflection in hundreds of TOE's.

115. Certain provisions were made for the protection of those who lost their noncommissioned status. Each soldier would continue to receive pay, allowances and retirement benefits accorded to the pay grade he held, regardless of whether he was a noncommissioned officer or a specialist. The date of his appointment in his current pay grade, whether that of noncommissioned officer or specialist, would be used to determine his priority for assignment of quarters.

116. The effects of the changeover on 30 July 1955 are apparent from a comparison of the percentages of noncommissioned officers in the enlisted strength of the Army on 30 June 1955 with that on 30 June 1956. (See Tables 13 and 15) Whereas on the first date 42.1 per cent of enlisted strength was composed of noncoms, on the latter the percentage was reduced to 22.4 per cent. The effects were much greater, however, in the E-4 and E-5 grades than in grades E-6 and E-7, where the numbers of noncoms reclassified to specialist categories was quite small. The tradition of maintaining noncommissioned status for the higher grades was quite old, and it appears to have been honored in 1954-55.

117. The Army Regulation establishing the new system stated:[102]

> The position of respect and leadership accorded the noncommissioned officer in the chain of command depends directly on the degree of authority and responsibility that he is allowed to exercise. The delegation of all authority and command prerogatives proper to the position is essential to the development of strong and capable noncommissioned officers. Maximum care must be taken to avoid usurping the authority of the noncommissioned officer as to do so will adversely affect his pride, spirit, ambition, and initiative, and will undermine the prestige upon which his effectiveness is dependent. Thus, in order to cultivate, establish, and maintain the prestige and authority properly due the position of the noncommissioned officer, commissioned officers are specifically charged with requiring of noncommissioned officers the exercise of all responsibility pertaining to their grade.

118. Certain prerogatives were prescribed by regulation, including a provision that noncoms would only be employed in supervisory positions, not on fatigue details. Furthermore, organization and installation commanders were made responsible for granting other privileges. But master specialists and specialists, first class were granted the same privileges as the NCO's due to their exceptionally high degree of technical or administrative ability. The granting of privileges to specialists, second class and third class was left to the discretion of field commanders. For example, membership in NCO clubs would be determined by the local commander.

TABLE 15

PERCENTAGE OF ENLISTED MEN BY GRADE, 1956 - 1959

		E-9	E-8	E-7	E-6	E-5	E-4	E-3	E-2	E-1	TOTAL
30 June 1956	NCO:			5.1	8.7	6.9	1.7	24.9	19.2	9.0	100.00
	SPEC.:			0.1	0.5	5.8	18.0				
30 June 1957	NCO:			5.4	9.3	7.5	1.2	23.9	17.1	11.3	100.00
	SPEC.:			0.1	0.3	6.0	17.9				
30 June 1958	NCO:			6.1	10.2	8.0	1.0	27.5	11.3	10.2	100.00
	SPEC.:			0.1	0.3	6.9	18.4				
30 June 1959	NCO:	0.1	0.3	5.9	10.6	8.2	0.9	25.9	13.9	8.1	100.00
	SPEC.:			0.1	0.4	7.6	18.0				

SOURCE: Strength Of The Army, (STM-30), 1 September 1948 - 1 July 1959 (Office of the Deputy Chief of Staff for Personnel - Department Of The Army).

119. The objective of the changes highlighted by the 1954 program were not to decrease privileges granted to specialists, but rather to augment the privileges, prerogatives, and prestige accruing to the decreased number of noncommissioned officers. Henceforth, leadership was the primary responsibility of the noncommissioned officer. He was provided both with rank to fulfill it and with appropriate pay. Development of technical and/or administrative ability was the primary responsibility of the specialist, and he was provided with appropriate pay commensurate with his ability. In the end, the degree of success and acceptance of the program depended upon unit commanders, for the selection of noncommissioned officers to fill leadership positions and the granting of privileges commensurate with their leadership responsibilities, rested largely with them.

Section IX

Developments Since 1958

120. The reforms of 1958-59 hardly achieved the purposes for which the Womble Committee had intended them. The years 1955-56 saw a steady loss of officers, enlisted leaders and specialists of the more scare types in all the military services. There developed as a result, within the Army, a serious condition of "MOS imbalance" in the upper three grades. As of 31 August 1955, approximately 27,700 upper three grade personnel held primary MOS's which were surplus to an extent that they created assignment problems, improper utilization and morale difficulties. The areas in which the problem was most serious were in food service and the military police. The imbalance resulted primarily from the fact that in the reductions in Army strength that followed the Korean War, there was a marked tendency for the older noncommissioned officers, who wished to finish out their careers, to transfer to support type services. Meanwhile, men of greater initiative and promise, who could find civilian employment at higher wages left the Army in droves, leaving serious deficiencies in their specialties.[102a]

121. The Second Hoover Commission in 1955 found the remuneration for both military and civilian personnel in the upper grades placed the Department of Defense at a serious disadvantage with private industry. In March 1956 the Secretary of Defense appointed a new committee, headed by Ralph J. Cordiner, President of General Electric, to consider "necessary adjustments."[103]

122. In considering the problem of enlisted personnel, the committee found that the services were not retaining sufficient numbers of those of higher caliber. "Promotional opportunities in civilian life," they found, "are greater than those afforded the career enlisted man."[104] Their solution was both a raise in pay in all the higher enlisted grades and the creation of two new grades at the very top. The members felt that far too many enlisted men were

reaching the top rung of their career ladder at a young age with little chance for future advancement, that these top grades had become almost the natural and expected outcome of any enlisted career and that they were consequently overcrowded. This had produced the E05 imbalance. With the E-1 and E-2 grades denoting apprentices, the remaining five grades, the committee felt, unduly constricted the range of job classification. The additional two grades would free it.

123. As an additional incentive, the Cordiner Committee recommended "proficiency pay" (one or two pay grade advances without accompanying military grade change) for a small percentage of military personnel in grade E-4 and above. It also sought to eliminate longevity for total service as a factor in determining pay, and to replace it with an in-grade step system that would reward increasing productivity resulting from increased experience at the grade level. Finally, the Cordiner Group would make the beginning pay for each grade or level of responsibility higher than that allowed any individual in a lower pay grade.[105]

124. The Cordiner proposals and the subsequent Department of Army plans to implement them met with a mixed response. While some officers felt that the incentive of additional pay and prestige would improve the noncommissioned ranks, others countered that more inflation of the pay grades was not the answer. The two extra grades, one officer charged, would only tend to rob the lower grades of their responsibilities; this "could ultimately lead to the SFC and the PFC becoming practically equals, the only real difference being the matter of pay."[106] Among the noncommissioned officers of lower rank, the reaction was almost altogether adverse if the letters to the editors of Army magazine may be judged a fair sample. Many deplored the loss of a stripe, even though they would lose none of their pay, allowances and benefits. One enlisted man suggested prestige could not be bought with a little fatter pay envelope, while another felt that pay grades should be just that, and that grades of rank should remain as they were in order to maintain precedence and leadership as well as the customs and traditions of the service.[107]

125. A statement prepared in the Office of the Deputy Chief of Staff for Personnel met these complaints:

> While it was recognized that there would be a morale impact in adopting this system it was incumbent on all concerned to arrive at a decision which would be of greatest benefit to the Army for many years to come. It was necessary therefore to subordinate the important but none the less temporary resulting disadvantages in the overall long range interests of the noncommissioned officers of the Army.[108]

126. Most of the Cordiner proposals were enacted into law in May 1958,[109] and went into effect on 1 June 1958. It created a grade structure of nine pay grades with various changes to titles and grade insignia. Under the new system the master sergeant's insignia was retained for the E-8 and E-9 grades but the E-9, the new top enlisted man, was designated a sergeant major in the old tradition of the Army before 1920. The grade of "buck sergeant," eliminated in 1948, was also reintroduced. Noncommissioned officers in grades E-5, E-6 and E-7 were scheduled to lose one rocker. The positions of sergeant major, first sergeant and platoon sergeant were enhanced by making them titles of rank rather than job descriptions. Specialist insignia of rank except for the addition of E-8 and E-9 were not changed in design but were increased in size to correspond to those of the noncommissioned officers.

127. Overall the grade structure of 1958-59 included:

Pay Grade	Noncommissioned officers	Specialists	Privates
E-9	Sergeant Major	Specialist Nine	
E-8	First Sergeant or Master Sergeant	Specialist Eight	
E-7	Platoon Sergeant or Sergeant First Class	Specialist Seven	
E-6	Staff Sergeant	Specialist Six	
E-5	Sergeant	Specialist Five	
E-4	Corporal	Specialist Four	
E-3			Private First Class
E-2			Private
E-1			Recruit[110]

128. Proficiency pay provisions were now incorporated into pay scales but the problem of pay inversion, where entry rate for any grade was higher than maximum pay of next lower grade, was not solved as a result of changes made in Cordiner proposals in the long debates over them within the Department of Defense and in Congress.[111]

129. In 1959, the Army felt that it had at last solved the problem of an optimum grade structure. But in a rapidly changing world, one sergeant first class who had a gripe about the new system may very well have sounded a note for the future. Writing in October 1959, he stated:

". . . I doubt the change is for the better for the Army. Didn't they say the same thing in 1948 when we did away with the buck sergeant? It seems all these long-range plans last for only ten years or so."[112]

130. From a standpoint of insignia, NCO personnel in pay grades E-5, E-6 or E-7 were allowed to retain, on a transitional basis, their old stripes and titles until promoted, reduced, or separated.

131. Thus, beginning in 1958 a dual system of NCO pay grades and ranks has existed in the Army's enlisted grade structure for non-commissioned officers in three pay grades.[113] An attempt to resolve the problem in 1965 was approved but not implemented. Again, the prospect of men losing a rocker, though with no loss in pay, raised havoc with prestige and morale.

132. A change to the enlisted grade structure was made in 1966 when the position and rank of Sergeant Major of the Army was added at pay grade E-9. Creation of a senior enlisted advisor to the Chief of Staff greatly enhanced the prestige of the entire NCO corps. The actual enlisted grade structure in use in 1967 follows:

PAY GRADE	NONCOMMISSIONED OFFICERS	SPECIALISTS	PRIVATES
E-9	Sergeant Major of the Army Sergeant Major	Not Authorized	
E-8	First Sergeant Master Sergeant	Not Authorized	
E-7	Master Sergeant[1] Sergeant First Class Platoon Sergeant	Specialist Seven[2]	
E-6	Sergeant First Class[1] Staff Sergeant	Specialist Six[2]	
E-5	Sergeant	Specialist Five[2]	
E-4	Corporal	Specialist Four[2]	
E-3			Private First Class
E-2			Private (E-2)
E-1			Private (E-1)

[1]Transitional Title for those who held this grade continuously since 31 May 1958. [2]For Rank and precedence all specialists fall immediately below the rank of corporal.

133. Because of this dual system of grades and ranks it has not been possible (since 1958) to look at the chevrons of a noncommissioned officer in pay grades E-6, E-7 or over E-8 and pinpoint his exact grade and rank status. This fact is amply illustrated by reference to the foregoing grade structure chart. Many individuals scheduled to lose a rocker in either 1958 or 1959, found that an ensuing promotion brought them more pay but the same insignia.[114] No outward manifestation was accorded them denoting their higher pay grade. Prestige has suffered under these conditions.

134. As mentioned earlier, Congress provided in 1958 for special proficiency pay for highly skilled personnel. In 1959, the Army implemented its proficiency pay program in instituting the Enlisted Evaluation System. The system was administered by the Army Enlisted Evaluation Center, established in March 1959. Using written and/or performance tests together with a performance evaluation report from the unit commander, an enlisted individual was given a composite score in his primary MOS. This evaluation was then used as a basis for competitive promotion and retention criteria as well as for proficiency determination.[115]

135. As the Army has become more mechanized and specialized, it has required an increasing number of specialists. Figures as of 31 December 1966 revealed that the number of administrative and technical personnel had reached approximately 74 per cent of the total authorized enlisted force.[116]

136. This increasing number of specialists means that for many personnel, time spent in military service is no longer wasted. Instead, it may enable the soldier to acquire experience which will prove useful in later civilian life. A job-by-job study of military occupations by the Department of Labor confirmed the fact that most military occupations are similar to occupations in civilian life, although civilian job opportunities in some lines were restricted.[117]

137. The foregoing review of the enlisted grade structure has shown that the nine pay grades used today have developed over a number of years. No information was found to support a need for either more than or fewer than nine pay grades. It would appear that the current grade structure basically is sound, at least when viewed from a historical standpoint.

Section X

A Summary Review

138. Background. The story of the development of the enlisted grade structure of the U. S. Army falls generally into three distinct periods. The first of these was the longest in terms of historic time, stretching from the beginnings in 1775 to 1900 when technology-

ical development first began to have a serious impact; the second period lasted from 1900 to 1920 and was a period of uncontrolled proliferation in response to new technology; the third began in 1920 with an attempt to produce a grade structure that gave proper place to both noncommissioned leader and specialist and has continued through the present. Only in this third period has the problem of enlisted grade structure become one of really serious concern. A look at each of these periods will highlight the development of the enlisted grade structure.

139. 1775-1900. During the first of these periods the enlisted grade structure, like the Army itself, was relatively simple. The Army was composed principally of infantry, cavalry and artillery with only a sprinkling of uniformed specialists of any kind to serve these combat formations. Soldiers on detail and civilians performed most of the service and support tasks. For the combat arms the basic hierarchy of regimental sergeant major and company sergeants and corporals was adequate, and it remained relatively unchanged from the Revolution through the Spanish-American War; the only truly important development was the formal recognition of the position of the company first sergeant in 1832.

140. Alongside the basic hierarchy of combat leaders there developed a second one within the regiments and companies composed of a group of specialists whose functions varied from one branch to the other. These included musicians, farriers, saddlers, artificers and various others. Existence of these specialists at company level frequently required a high ranking NCO at regimental level for their direction. Thus, the quartermaster sergeant and chief musicians were fixtures in the regiment from the beginning.

141. Outside the company and regimental groupings the need for post noncommissioned officers to perform administrative tasks led to the creation of the positions of post ordnance sergeant, commissary sergeant, hospital steward and finally electrical sergeant before 1900. In times of extended field operations or war, positions of this type also tended to blossom forth in the regiments and companies themselves in keeping with contemporary need.

142. The grade structure of the service establishment, small though it was, also required some special consideration. There was a Corps of Artificers in the Revolution and again in the War of 1812; Engineer troops date from 1802, enlisted men of Ordnance from 1812, those of the Signal Corps from the Civil War and the Hospital Corps from 1887. In each case the Army established a separate grade, equating it in one way or another to the basic grade structure of the combat arms, while granting relatively higher pay to the specialists than their enlisted counterparts and withholding from them some of the symbols of status and prestige that the line noncoms possessed. The specialist usually ranked near the bottom of the

scale of rank precedence though more often than not they received higher pay than even the top-grade NCO's.

143. In 1862, Congress provided that men of the Ordnance Corps would be mustered in a rank befitting their skill (i.e., master workmen as sergeants, armorers as corporals). Other branches to benefit from this type of enlistment were the Engineers and the Signal Corps. Thus, a precedence was set over 100 years ago to bring men into the Army at a rank commensurate with their skills.

144. The question of prestige and authority of noncommissioned officers appears not to have been of significance during this early period except in the vastly expanded citizens armies thrown together during wartime. The matter of relative prestige of noncom and specialist did, of course, raise questions but troop units engaged in strictly technical activities were few, and the post specialist positions were in fact mostly reserved as a reward for the most meritorious noncoms from the line, giving them an avenue of advancement outside the limited world of company and regiment. In the regular regimental and company organizations that took shape after the War of 1812, the prestige of the line noncoms and their authority over the privates was hardly questioned. The whole structure was one that conformed closely to that in other armies of the time, and there was little temptation to change or experiment.

145. 1900-1920. The influence of technological change and the increasingly important role of the United States in world affairs between 1900 and 1920 brought vast changes in the Army. While much of the old enlisted structure remained, it had to be expanded and

scale of rank precedence though more often than not they received higher pay than even the top-grade NCO's.

143. In 1862, Congress provided that men of the Ordnance Corps would be mustered in a rank befitting their skill (i.e., master workmen as sergeants, armorers as corporals). Other branches to benefit from this type of enlistment were the Engineers and the Signal Corps. Thus, a precedence was set over 100 years ago to bring men into the Army at a rank commensurate with their skills.

144. The question of prestige and authority of noncommissioned officers appears not to have been of significance during this early period except in the vastly expanded citizens armies thrown together during wartime. The matter of relative prestige of noncom and specialist did, of course, raise questions but troop units engaged in strictly technical activities were few, and the post specialist positions were in fact mostly reserved as a reward for the most meritorious noncoms from the line, giving them an avenue of advancement outside the limited world of company and regiment. In the regular regimental and company organizations that took shape after the War of 1812, the prestige of the line noncoms and their authority over the privates was hardly questioned. The whole structure was one that conformed closely to that in other armies of the time, and there was little temptation to change or experiment.

145. 1900-1920. The influence of technological change and the increasingly important role of the United States in world affairs between 1900 and 1920 brought vast changes in the Army. While much of the old enlisted structure remained, it had to be expanded and adopted to an Army with more sophisticated weaponry and a more complex organization and one that had to perform a far wider variety of tasks. Battalion staff noncoms took their place beside regimental staff noncoms; sergeants in charge of such specialized tasks as supply, mess and stables appeared in companies, batteries and troops. Specialties such as "mechanic" heralded the beginnings of the use of motor transport to replace the horse. The beginnings of aviation within the Army produced other problems. During World War I a large service establishment performing tasks formerly done by detail soldiers or civilians finally became a fully recognized part of the Army. The creation of the Tank Corps increased the need for mechanical specialists. The development of division, corps, army and theater headquarters posed new demands for noncommissioned administrative talent. In recognizing the vast number of specialist categories, the Army sought to equate them to the standard ranks in the enlisted structure of the line regiments, battalions and companies, but with little success. There resulted a vast proliferation of grades, ranks, titles and specialties which almost defied comprehensive description. The authorized number of technical and administrative specialists had increased from almost seven per cent in the Civil War to 66 per cent by 1920.

146. The rapidly spiraling structure presented problems in distinguishing between line NCOs and specialists. In 1907, the War Department introduced a very elaborate series of insignia carrying both grades (denoted by chevrons and/or a specialty designation). Most specialists were in the grades of private or lance corporal.

147. Many specialists continued to enjoy higher pay. Master specialists stood highest on the pay scale authorized by the National Defense Act of 1916. For rank and precedence, however, the regimental sergeant major and the Coast Artillery sergeant major, senior grade, were grouped at the top.

tools of personnel management.

161. The large influx of NCO technicians (in grades 3, 4 and 5) and the increase of the grades of line NCOs resulted in a steady inflation of noncommissioned ranks to the detriment of the prestige and position of genuine combat leaders. Whereas in December 1941, only 20 per cent of enlisted ranks consisted of NCOs; by June 1949, the proportion had more than doubled to nearly 50 per cent.

162. Further, morale among oldtimers suffered as promotions were blocked by the large numbers of noncommissioned specialists that flooded the structure. Prestige of the NCO was bound to suffer under the circumstances where every other enlisted man held noncommissioned status.

163. In order to restore within the Army a professional career noncommissioned officers corps, the MOS structure was thoroughly revamped in the post-war period.

164. In 1947, the Enlisted Career Guidance Plan was announced. Implemented in 1948, the Guidance Plan provided for regular job progression with promotions based on competitive examinations rather than position vacancies. All jobs were graded with established Army-wide uniformity with equal pay set for the same jobs.

165. The Guidance Plan also provided for an overhauling of the enlisted grade structure within the legal seven-pay grade framework. In 1948, the Army dropped the technician ratings. The personnel in each grade, whether specialists or leaders, were given the same insignia of rank.

166. To distinguish the two categories, men with combat assignments wore insignia with dark blue chevrons on a gold background and were allowed to wear green cloth tabs on each shoulder loop. Noncombat types wore gold chevrons on a blue background.

167. The Career Compensation Act of 1949 reversed the old 1920 order for numbering the grades, making Master Sergeant and First Sergeant E-7's and the Recruit E-1.

168. In these 1947-1949 revisions, the specialists gained much more than the NCOs since in terms of pay or stripes no real distinction existed between them. The substantial increase in the numbers of NCOs by the abolition of the technician category in 1948 and incorporation of all line and specialist personnel in the same basic grades greatly dimished NCO status.

169. In 1951, the two different sets of bi-color insignia were incorporated into a basic design of olive drab chevrons on a dark blue background. The different sets of combat and noncombat insignia had served only to generate confusion.

difficulty in separating the noncommissioned officers whose primary function was leadership from those whose primary function was specialized.

155. The revised system remained in effect until 1942 when the enlisted structure was reorganized within the basic seven pay grade framework. Early in 1942, in an effort to simplify the structure for administrative convenience, a new system was established as a wartime emergency measure. Causitive factors for the change were a desire to clarify lines of promotion among technical personnel, to increase promotion opportunities among the lower grades and to simplify pay procedures. The technician ratings introduced at pay grades E-3, E-4 and E-5 provided a degree of recognition to the specialist by awarding him the equivalent pay and ranking him just below the NCO of the same grade.

156. The changes were enacted by the Pay Readjustment Act of 1942. This Act also advanced the first sergeant to the first grade and increased his prestige by the addition of another arc to his insignia.

157. This revised grade structure was used from 1942-1948 during a time when the Army expanded to a peak World War II strength of more than eight million men. The expansion was accompanied by sweeping organizational changes and in requirements for a multitude of enlisted skills as technical specialization received its greatest impetus. The Army emerged from the war with many technical devices that were unknown before 1941.

158. A demand was created for specialists of all sorts in the: mechanization of combat units; use of complex electronic fire control equipment; employment of myriads of aircraft for strategic, tactical and transportation missions; application of scientific management techniques to personnel and supply administration; proliferation of service forces and countless other developments. Sixty-four per cent of the total enlisted strength in 1945 were engaged in technical and administrative occupational specialties.

159. This trend toward technical specialization created a need for a workable system of classification of the skills, knowledges and abilities required by the Army. This need led to one of the most significant innovations of World War II -- the introduction of the Military Occupational Specialty (MOS) system which provided the means for identifying the requirements for the host of complex skills within the Military establishment.

160. The main defect of the MOS system lay in the fact that it reflected the needs for specialists far better than it did those for noncommissioned officers. The system has been steadily improved since its introduction and today ranks as one of the most important

170. In 1950, during the Korean War, the Enlisted Career Guidance System floundered and was suspended. Enlisted promotions reverted back to the old system of filling position vacancies.

171. In 1953, the Womble Committee concluded that the prestige of officers and NCOs needed restoring by increasing authority and responsibility. The Committee also urged utilization as NCOs only those enlisted personnel with command ability as apart from those possessing technical astuteness. The Chief of Staff approved, in April 1954, the Army's plan for separating the noncommissioned officers from the specialists within the basic seven-pay grade concept.

172. Implementation of the revised grade structure came in July 1955. The noncom ranked above the specialist in order of precedence regardless of pay grade.

173. The basic intent of the specialist program was to increase the prestige of the noncommissioned officer by identifying him as enlisted commander of troops. To accomplish this, it was necessary to distinguish the NCO from the enlisted technical or administrative specialist.

174. While the restoration of the NCO to his traditional position as a leader was the primary reason for the program's adoption, efforts were made to preserve the appropriate prestige and respect due the specialist. The newly created specialist was authorized distinctive insignia consisting of an American eagle in gold on a dark green background. Gradations of rank were shown by a series of gold arcs over the eagle. Noncoms retained the traditional insignia of chevrons.

175. Perhaps the most significant recent endeavor made in relation to the grade structure came from a special committee appointed by the Secretary of Defense. This committee, chaired by Ralph J. Cordiner, found that the services were retaining insufficient numbers of high caliber personnel.

176. In 1958, Congress approved the first change since 1920 in the numbers of pay grades. Based on Cordiner Committee recommendations, pay grades E-8 and E-9 were added to the grade structure.

177. Their reasoning was based on the fact that the seven pay grades common to the four services, had become so compressed in the upper four grades that it was essential to expand the structure in order to provide a more precise delineation between job levels and provide an incentive to the individual in seeking successive positions of responsibility. This was best illustrated by the Army's situation where the Battalion Sergeant Major, the First Sergeant and the Platoon Sergeant were all compressed at the same pay grade, E-7. No further advancement was possible after grade E-7 was reached.

178. In addition to providing a needed modernization of enlisted job ladders and an incentive in the command structure, the increasingly important role of the Specialist was recognized in the military organization. This, too, added to the rationale for nine pay grades as the specialist grades were compressed much like the command structure. Proficiency pay was introduced as a part of the legislative program in recognition of the need for an incentive to retain specialists but not within the command grade structure.

179. In implementation of the new grade structure, the Army faced the problem of insuring that the combat soldier was accorded proper recognition in the grade structure to the extent that his position did not become subservient to the specialist with a resultant deterioration of combat element quality.

180. The Army upgraded the Sergeant Major to Grade E-9 and Master Sergeant and First Sergeant to Grade E-8. Stripes-wise, the revised structure would have caused noncommissioned officers in grades E-5, E-6 and E-7 to lose a rocker. However, in actual practice personnel were allowed to retain their old stripes and titles until promoted, reduced, or separated.

181. An attempt to resolve the problem in 1965 was approved but not implemented. Again, the prospect of men losing a rocker even with no loss in pay raised havoc with morale. The status quo begun in 1958 continues in 1967.

182. The only significant change to the grade structure since 1958 has been the addition of the position and rank of Sergeant Major of the Army, implemented in 1966. The actual grade structure in use in 1967 follows:

PAY GRADE	NONCOMMISSIONED OFFICERS	SPECIALISTS
E-9	Sergeant Major of the Army Sergeant Major	Authorized in 1958 but never used
E-8	First Sergeant Master Sergeant	Authorized in 1958 but never used
E-7	Master Sergeant Sergeant First Class Platoon Sergeant	Specialist Seven
E-6	Sergeant First Class Staff Sergeant	Specialist Six
E-5	Staff Sergeant Sergeant	Specialist Five
E-4	Corporal	Specialist Four

PAY GRADE	NONCOMMISSIONED OFFICERS	SPECIALISTS	PRIVATES
E-3			Private First Class
E-2			Private (E-2)
E-1			Private (E-1)

183. The ranks of Specialist Eight and Specialist Nine, though authorized in 1958, never have been used by the Army. No plans currently exist to use either rank in the future.

184. Available authorized figures dating back to 1814 indicate that a general inflationary trend has occurred in the enlisted grade structure. The percentage of authorizations in the upper grades has risen with a corresponding decrease in the lower grades. A look at the following table illustrates this inflationary trend. The grade breakouts for 1814 and 1860 are approximate due to the difficulty in determining clearcut delineations between grades in those years.

TABLE 16

Composite Table Showing Percentage of Pay Grade Distribution-Authorized 1814-1966

Year	E-9	E-8	E-7	E-6	E-5	E-4	E-3	E-2	E-1	Total
1814*			0.1	0.2	0.2	5.0	6.0	88.5	(E-1/E-2 combined)	100%
1860*			0.2	0.2	3.0	5.2	6.7	84.5	"	100%
1920			0.6	1.8	2.0	9.5	9.5	25.0	51.6	100%
1939			1.4	1.2	3.0	8.6	8.4	26.1	51.1	100%
1966	0.6	1.9	6.3	12.0	21.1	36.2	21.1	0.8	0.0	100%

*Approximate relation of pay grades since exact delineation is difficult for these periods.

SOURCES: Tables of Organization from 1814
Report of the Secretary of War 1860
Annual Reports of the Secretary of War, Fiscal Years 1921, 1939.
OPO-45 Report 31 December 1966.

Whereas less than 12 per cent of all slots were distributed above Grade Five in 1814, more than 9? per cent of all slots were authorized in Grades Three and Above in 1966.

Section XI

Conclusions and Lessons Learned

185. The development of the U. S. Army Enlisted Grade Structure falls basically into three phases:

a. 1775-1900. Establishment of grade structure and period of basic development.

b. 1900-1920. Technological impact on grade structure resulting in a vast proliferation within the structure.

c. 1920-1967. Modern development of grade structure beginning with establishment of seven pay grades by Congress in 1920.

186. The nine pay grades in use today are common to all services. These pay grades stem from Congressional action of 1958 and are based on recommendations made by the Cordiner Committee.

187. Only two major changes have occurred in the pay grade structure in the past 47 years. Beginning in 1920, military enlisted pay was geared to seven pay grades for 38 years, or until the senior enlisted grades E-8 and E-9 were added in 1958. Major changes in the structuring of ranks were made in 1942, 1948, 1955 and 1958.

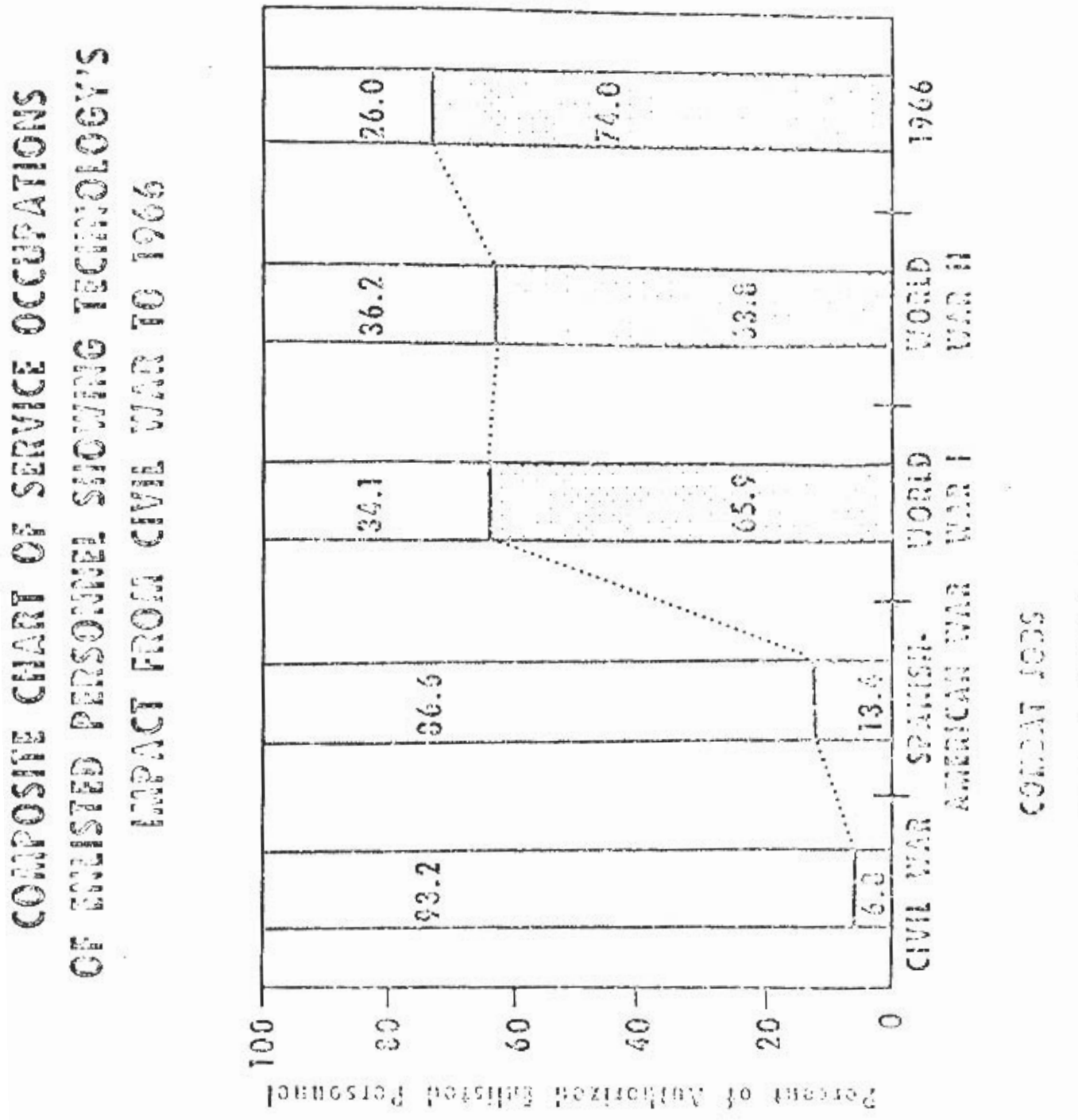
188. A number of factors have contributed to changes in the development of the enlisted grade structure. The factors are as follows:

a. Refinements in organizations, both combat and support elements. These consistently occurred before 1900 and were prime considerations in grade structure changes.

b. Impact of advancing technology with a resultant increase in the importance and number of specialists. Evidence of the technology trend is illustrated by the nature of the military establishment whereby the number of specialists increased from six per cent in the Civil War to 66 per cent in World War I, to 74 per cent in 1966. A major recurring problem has been where to fit the specialist within the structure. Figure 1 attached, depicts this general trend toward an increase in the percentage of specialists over the past 100 years.

c. Administrative simplication for sake of stabilization of a greatly proliferated grade structure occurred in 1920 after the structure had become antiquated and unmanageable with the vast number of ranks.

Figure 1



d. The need to clarify lines of promotion among technical personnel and to increase promotion opportunities among the lower grades. These factors lead to the structure change in 1962.

e. Pay grade of the specialist married up with his skill and responsibilities by the process of job analysis and evaluation. This factor contributed to the introduction of the NCO-Specialist Program in 1955 and continues up to the present date.

f. A recognition of the need to increase the prestige of the NCO by identifying him as an enlisted leader. These attempts also contributed to structure changes in 1955 and 1958. In 1955, the NCO was separated from the specialist, in a move to increase the importance and prestige of the noncommissioned officer.

g. A need to relieve the compression which had occurred in the structure. An expansion of the pay grades in 1958 was required in order to provide a more precise delineation between job levels and provide an incentive to the individual seeking successive positions of responsibility. Cordiner Committee recommendations on military pay as modified by Congress, were enacted into law on 1 June 1958. This brought the distribution of military pay into closer correlation with civilian pay and established significant monetary rewards to which all could aspire.

189. The number of pay grades (such as seven in 1920 and nine in 1958) are authorized by law. A change in the number would require Congressional action. Internal structuring and titling of the ranks have been left to the individual Services. No clear-cut rationale could be found as to why Congress decided on seven pay grades in 1920.

190. In implementation of its grade structure, the Army appears to have leaned toward using a set of traditional titles for most of its rank designations. The ranks of sergeant major, first sergeant, sergeant and corporal trace their origin in the U. S. Army back to the Revolutionary War.

191. The use of some type of insignia to portray enlisted rank and/or pay grade has been an important factor since first used in the Continental Army. Insignia is definitely tied to prestige since it is used as an outward manifestation to symbolize pay grade, degree of responsibility, authority, a position of leadership or level of technical proficiency. The use of chevrons to indicate an NCO is traditional, dating back to 1821.

192. Since 1958, a dual designation of insignia and rank has existed for NCOs in pay grades E-5, E-6, E-7 and E-8. An attempt to correct this problem was first approved, then cancelled in 1969. Thus, since 1958, it has been impossible to tell the exact pay grade and rank of noncommissioned officers wearing chevrons denoting any of these pay grade designations.

193. Several attempts to increase the prestige of the NCO Corps have been made since 1775. Efforts have included: distinctive items of clothing such as red sashes, headgear, swords, better grade of uniform cloth, distinctive insignia or other markings worn on the uniform such as green combat leader tabs; separation of the NCO from the specialist such as the program adopted in 1955 and continued in 1958; and the granting of special privileges such as separate quarters and open messes. The most recent move involving prestige was the creation in 1966 of the position and rank of "Sergeant Major of the Army."

194. Since 1813, a general trend toward inflating the percentage of authorizations in the higher enlisted pay grades has taken place with a corresponding decrease in the lower pay grades.

195. The need for giving specialists adequate pay has been recognized since the Revolution. The proficiency pay system (established in 1958) can be considered the modern day implementation of the desire to pay more money to the individual possessing technical skills, but without increasing his rank and pay grade.

196. A precedence for bringing men into the military at a grade commensurate with their civilian skills was established during the Civil War when certain specialists were mustered as noncommissioned officers.

197. A limited number of military occupations (mainly in the combat area) have no aspects which appear to be relatable to civilian employment. Generally, comparability exists between the majority of military occupations and their civilian counterparts. A direct transfer of skills with little additional training is possible.

198. Whereas the average 18th century and 19th century soldiers were semi-illiterate farmboys, enlisted personnel of World War II and after have been such as craftsmen, students, professionals or semi-professionals. Once largely confined to marksmanship and robot drill, military training now demands a relatively higher order of intellectual endeavor, initiative and technical ability than before.

BIBLIOGRAPHY

1. Cecil C. P. Lawson, A History of the Uniforms of the British Army, vol. III, pp. 176 - 242.

2. John K. Mahon, "History of the Organization of United States Infantry," The Army Lineage Book, vol. II, Infantry (Washington, 1953), pp. 1 - 61.

3. Peter Force, American Archives, 4th ser., vol. 2, pp. 390, 411 - 13, 648, 744 - 45, 765 - 67, 1145, 1163, 1324 - 25, 1334, 1580, and 1675.

4. Journals of the Continental Congress, 1774 - 1789, (JCC) edited by Worthington Chauncey Ford, vol. III (Washington, 1906), p. 285, 321 - 22, 335; V, p. 563; John C. Fitzpatrick, ed., The Writings of Washington, vol. 4 (Washington, 1931 - 44), pp. 145 - 47, and 204 - 05. (Hereafter referred to as WW).

5. JCC, X, pp. 39 - 40; XI, pp. 538 - 43; XVI, pp. 36 - 37, 333, 354 - 57; XVIII, pp. 893 - 95, 959 - 60.

6. William E. Birkheimer, Historical Sketch . . . of the Artillery, United States Army (Washington, 1884), pp. 331, 333, 335; JCC, XI, p. 540; JCC, XVIII, p. 894, 960.

7. JCC, VII, p. 178; XI, p. 540; XVII, p. 960.

8. JCC, VI, p. 1045; WW, 7, p. 20; JCC, VII, p. 149, XVIII, p. 894.

9. WW, vol. 16, p. 426.

10. JCC, XIII, pp. 384 - 85.

11. Frederick W. von Steuben, Regulations for the Order and Discipline of the Troops of the United States (Philadelphia, 1779), pp. 129 - 30.

12. Ibid., pp. 74, 136.

13. Ibid.

13a. Detmar H. Finke, "Insignia of Rank in the Continental Army, 1775 - 1783," Military Collector and Historian, vol. VIII, pp. 71 - 73; Detmar H. Finke and H. Charles McBarron, "Continental Army Uniforms and Specifications, 1779 - 1781," Military Collector and Historian, vol. XIV, pp. 35 - 41.

14. Act of 5 Mar 1792, in John F. Callan, Military Laws of the United States (Philadelphia, 1863), pp. 92 - 94.

15. Tables of Organization and Monthly Compensation of the Troops of the United States, agreeably to the laws and regulations in force on the first day of June, 1814, printed in Military Laws, Rules and Regulations for the Army of the United States (Washington, 1814), pp. 75 - 93.

16. Callan, Military Laws, 1776 - 1863, pp. 306 - 09.

17. General Regulations for the United States Army, 1821.

17a. (1) Letter, Gen. Winfield Scott to C. Irvine, in War Records Div., National Archives. (2) General Regulations for the United States Army, 1821 and 1825.

18. Ibid.

19. Ibid.

20. General Regulations for the Army, 1834, Art. X, par. 8.

21. Act of 5 Apr 1832, Callan, Military Laws, 1776 - 1863, pp. 322 - 23; General Regulations for the Army, 1835, Art. XVI, Sec 13.

22. General Regulations of 1835, Art. XLVI, Sec 59.

23. Act of 2 Mar 1833, Callan, Military Laws, 1776 - 1863, pp. 329 - 30.

24. Ibid., pp. 328 - 29.

25. General Regulations for the Army, 1834, Art. II, Sec 1.

26. Act of 5 Jul 1838, Callan, Military Laws, 1776 - 1863, pp. 341 - 49.

27. Act of 16 Aug 1856, Ibid., p. 444.

28. Act of 15 May 1846, Ibid., pp. 369 - 70.

29. Act of 18 June 1846, Ibid., pp. 372 - 75.

30. General Regulations for the Army, 1841, Art. XXII, Secs 94 and 95.

31. General Regulations for the Army, 1834 and 1847; War Department General Orders No. 31, 12 Jun 1851.

32. General Regulations for the Army, 1841, Art. II, Sec 4.

33. Revised Regulations for the Army, 1861, Art. II.

34. Acts of 29 Jul 1861 and 17 Jul 1862, Callan, Military Laws, 1776 - 1863, pp. 473 - 76, 531 - 35; Act of 3 Mar 1863.

35. Act of 20 Jun 1864, published in War Dept. Gen. Orders No. 212, 22 Jun 1864.

36. Act of 3 Aug 1861, Callan, Military Laws, 1776 - 1863, p. 482; Act of 20 Jun 1864, prev. cited.

37. Act of 3 Mar 1863, cited.

38. Act of 20 Jun 1864, cited.

39. War Dept. Gen. Orders No. 31, 12 Jun 1861.

40. Fred A. Shannon, The Organization and Administration of the Union Army, 1861 - 1865, vol. I (Cleveland, 1928), p. 170.

41. Act of 28 Jul 1866, War Dept. Gen. Orders No. 56, 1 Aug 1866.

42. Act of 15 Jul 1870, War Dept. Gen. Orders No. 92, 22 Jul 1870.

43. Act of 3 Mar 1873, War Dept. Gen. Orders No. 38, 20 Mar 1873.

44. Act of 5 Jul 1884, 23 Stats., 107.

45. Act of 1 Mar 1887, War Dept. Gen. Orders No. 29, 11 Apr 1887.

46. Act of 1 Oct 1890, War Dept. Gen. Orders No. 124, 17 Oct 1890.

47. Revised Statutes of the United States, 2d ed., 1878, Ch. III, Pay and Allowances, pp. 219 - 25.

48. War Dept. Gen. Orders No. 72, 26 Oct 1872; Henry A. Ogden and Henry L. Nelson, The Army of the United States, vol. I (Washington, 1889), plates 41 - 44.

49. S. E. Whitman, The Troopers: An Informal History of the Plains Cavalry, 1865 - 1890 (New York, 1962), p. 75. See also Don Ackley, Jr., Forty Miles a Day on Beans and Hay: The Enlisted Soldier Fighting the Indian Wars (Norman, Okla., 1963), pp. 56 - 62.

50. Regulations for the Army, 1895, Art. III, par. 9.

51. See General Return of Actual Strength of the Army, 1 Oct 1899, in Report of the Secretary of War for the Year 1899.

52. See pay tables in Official Army Register for 1909, pp. 582 - 83, and the Official Army Register for 1913, pp. 1138 - 39.

53. The Army Lineage Book, vol. II, Infantry, op. cit., pp. 32 - 34; War Dept. Gen. Orders No. 50, 23 Sep 1916.

54. War Dept. Gen. Orders No. 50, 23 Sep 1916.

55. War Dept. Gen. Orders No. 62, 28 Apr 1903.

56. War Dept. Gen. Orders No. 41, 21 Oct 1912.

57. Act of 18 Jul 1914, War Dept. Bulletin No. 35, 4 Aug 1914.

58. War Dept. Gen. Orders No. 28, 12 Mar 1903; Regulations for the Army, 1913, Art. XV, Sec 93; War Dept. Bulletin No. 16, 22 Jun 1916.

59. War Dept. Gen. Orders No. 169, 14 Aug 1907.

60. War Dept. Bulletin No. 10, 24 Mar 1916.

61. Regulations for the Army, 1917, Art XXX, Sec 272; Change to Army Regulations No. 115, 21 Mar 1921.

62. See figures compiled by Bradley Commission on Veterans Pensions, Table II to World War I Section of "Supplementary Data on Occupational Composition -- U.S. Army."

63. Bulletin No. 23, Gen. Headquarters, AEF, 6 May 1918.

64. See The Personnel System of the United States Army, 2 vols. (Washington, 1919) for detailed information on personnel classification in World War I.

65. See Annual Reports of the Secretary of War, 1920 - 41, and Department of the Army, Strength of the Army (WDM-30), 1 Jul 1948.

66. H. R. Rpt. 680, 66th Cong., 2d sess., accompanying H. R. 12775, To Amend the National Defense Act, p. 4.

67. Policy and Historical Branch, AGO, Outline History of the Rank and Grade of Warrant Officer, Army of the United States, 1 Feb 1943, (unpub. Mss, Army Library), pp. 1 - 5.

68. War Dept. Bulletin No. 25, 9 Jun 1920, and Gen. Orders No. 36, 19 Jun 1920.

69. See War Dept. Cir. 305, 5 Aug 1920.

70. For the detailed changes, see War Dept. Gen. Orders No. 44, 20 Jul 1920, Sec IV; Gen. Orders No. 47, 10 Aug 1920, Secs V and VII; Gen. Orders No. 51, 21 Aug 1920, Sec IV; Gen. Orders No. 58, 20 Sep 1920, Gen. Orders No. 73, 13 Dec 1920; Gen. Orders No. 1, 8 Jan 1921, Sec IV; Gen. Orders No. 29, 11 Jul 1921, Sec I.

71. War Dept. Gen. Orders No. 49, 26 Sep 1921. See Also AR 615-10, 13 Dec 1923, which lists 227 skills.

72. AR 615-10, Change 1, 25 Aug 1930, par. 2.

73. History of Personnel Division, G - 1, War Department General Staff, World War II, 2 Jun 1947, Policy Group, Enlisted Branch Sec, p. 14 (Mss., OCMH).

74. Ibid.

75. 79th Cong., U. S. Senate, Committee on Military Affairs, The National Defense Act approved June 3, 1916 as amended to January 1, 1945 inclusive with related Acts and Notes et al. (Washington, Jan 1945), p. 16.

76. Capt. A. C. McAuliffe, F. A., "Memorandum For The Assistant Commandant, Subject: Advancement of First Sergeants to Pay and Grade of Master Sergeants," Army War College Thesis, Nov. 6, 1939, p. 1 (unpub. Mss., Carlisle, Pa.).

77. War Dept. Cir. No. 5, 8 Jan 1942.

78. History of Personnel Division, G - 1, War Dept. Gen. Staff, World War II, loc. cit., p. 12.

79. War Dept. Bulletin No. 28, 25 Jun 1942.

80. War Dept. Cir. No. 287, 27 Aug 42, Sec V. War Dept. Cir. No. 318, 18 Sep 1942, Sec II.

81. Office, Chief Army Field Forces (OCAFF), Study of the Enlisted MOS Structure of the Army (Draft), 1 Dec 1952, pp. 1 - 4.

82. Ibid., pp. 4 - 6.

83. War Dept. Cir. No. 323, 13 Dec 1943, Sec VIII.

84. See Samuel A. Stouffer et al., The American Soldier: Adjustment During Army Life, 2 vols. (Princeton, 1949), vol. I, pp. 293 - 39.

85. Ibid., p. 68.

86. Statement of G - 3, 65th Division to ASF Historical Officer, 3 Nov 41, in Robert R. Palmer, Bell I. Wiley, and William R. Keast, The Procurement and Training of Ground Combat Troops, in UNITED STATES ARMY IN WORLD WAR II (Washington, 1948), p. 476.

87. See, for example, First Sergeant Wayne A. Jedro, "What's Happend to the Noncom?", Infantry Journal, LX, No. 3 (March 1947), pp. 19 - 24. See also Letters to the Editor, Infantry Journal, LXIII, No. 4 (October 1948), pp. 48 - 49.

88. Col. Reuben Horchow, "Classification Didn't Kill the Noncom," Infantry Journal, LX, No. 6 (June 1947), pp. 20 - 21.

89. War Dept. Cir. No. 118, 9 May 1947. See also Lt. Col. William R. Tuck, "Leaders and Specialists for Enlisted Grades," Army Information Digest, vol. 9, No. 8 (August 1954), pp. 14 - 15; OCMH, Final Report, Study of Enlisted MOS Structure of the Army (CONARC), 18 Nov 1958, pp. 6 - 12.

90. See description by Brig. Gen. J. J. O'Hare, "Planning the Enlisted Career Program," Army Information Digest, vol. 3, No. 11 (November 1948), p. 44.

91. War Dept. Cir. 118, 9 May 1947.

92. War Dept. Cir. 202, 7 Jul 1948, Sec II, par. 4a.

93. Ibid. See also "New Enlisted Insignia," Army Information Digest, vol. 3, No. 7 (July 1948), pp. 70 - 71; "New Enlisted Grades," Army Information Digest, vol. 3, No. 8 (August 1948), p. 24; and Brig. Gen. J. J. O'Hare, "Planning the Enlisted Career Program," loc. cit.

94. DA, Adjutants Generals Office, Official Army Register, vol. I, 1 January 1950 (Washington, 1950), Pay Scale, p. 1395.

95. AR 615-15, 21 Jul 1949, Sec I, par. 3; DOD Press Release, 19 Feb 1951.

96. History of the Activities of the Office, Assistant Chief of Staff, G - 1, 25 June 1950 - 30 September 1951 (Mss., OCMH), pp. 84 - 90.

97. "The Womble Report on Service Careers," Army Information Digest, vol.

98. For the detailed steps in the development of the plan, see G - 1 Annual Summary of Major Events and Problems, Fiscal Year 1954, Incl. 6, Separation of NCO's from Specialists.

99. See AR 615-15, 2 Jul 1954, Sec II.

100. Ibid., Sec III.

101. AR 670-5, 20 Sep 1956.

102. AR 615-15, 2 Jul 1954, Sec VI, par. 26.

102a. Summary of Major Events and Problems, Office of Deputy Chief of Staff for Personnel, FY 1958, pp. 127-29.

103. Memo, Deputy Secretary of Defense for Chairman, Defense Advisory Committee on Professional and Technical Compensation, 26 Mar 1956, sub: Terms of Reference, in Report of the Defense Advisory Committee on Professional and Technical Compensation, vol. I: Military Personnel, May 1957, p. xv - xvi.

104. Ibid., p. 59.

105. Ibid., pp. 64 - 71.

106. See Capt. Alvan C. Bradley, Jr., in Army, vol. 8, No. 6 (January 1958), p. 65, and Lt. Col. George Juskalian, "Give the Corporal Back His Squad," Army, vol. 7, No. 10 (May 1957), p. 76.

107. See various letters to the editor in "The Month's Mail," Army, vol. 9, No. 1 (August 1958), pp. 4 - 8.

108. Ibid., pp. 6 - 7.

109. FL 85-422, 20 May 1958.

110. DA Cir. 600-13, 23 Jun 1958; DCSPER Annual Summary, FY 1958, pp. 172 - 73.

111. The course of Department of Defense, Bureau of the Budget and Congressional action on the Cordiner pay proposals is treated in Summary of Major Events and Problems, Office of Deputy Chief of Staff for Personnel, FY 1958, pp. 144 - 163.

112. "The Month's Mail," Army, vol. 9, No. 3 (October 1958), p. 6.

113. AR 600-20, 31 January 1967.

114. Ibid.

115. OPO, Enlisted Evaluation System Study, February 1967.

116. (C) USA Data Support Command, Consolidated Inventory of Actual and Authorized Strength by Primary MOS by Grade (610-45-VI), 31 December 1966.

117. Report by the President's Commission on Veterans' Pension, Veterans' Benefits in the United States, Volume I, (Washington, April 1956). pp. 80-81