This publication implements Title 10 United States Code Section 10305, Air Force Reserve Forces Policy Committee (ARFPC); Department of Defense Directive (DoDD) 1100.20, Support and Services for Eligible Organization and Activities Outside the Department of Defense; DoDD 1304.21, Policy on Enlistment Bonuses, Accession Bonuses for New Officers in Critical Skills, Selective Reenlistment Bonuses, and Critical Skills Retention Bonuses for Active Members; DoDD 1322.08E, Voluntary Education Programs for Military Personnel; DoDD 1322.16, Montgomery GI Bill (MGIB) Program; DoDD 1322.18, Military Training; DoDD 1332.41, Boards for Correction of Military Records (BCMRs) and Discharge Review Boards (DRBs); DoDD 1100.20, Support and Services for Eligible Organizations and Activities Outside the Department of Defense; DoDI 1025.02, National Security Education Program (NSEP) and NSEP Service Agreement; DoDI 1100.13, DoD Surveys; DoDI 1215.15, Military Reserve Exchange Program (MREP); DoDI 1205.21, Reserve Component Incentive Programs Procedures; DoDI 1304.29, Administration of Enlistment Bonuses, Accession Bonuses for New Officers in Critical Skills, Selective Reenlistment Bonuses, and Critical Skills Retention Bonuses for Active Members; DoDI 1322.06, Fellowships, Scholarships, Training with Industry (TWI) and Grants for DoD Personnel; DoDI 1322.10, Policy on Graduate Education for Military Officers; DoDI 1322.19, Voluntary Education Programs in Overseas Areas; DoDI 1322.25, Voluntary Education Programs; DoDI 1322.26, Development, Management, and Delivery of Distributed Learning; DoDI 1322.31, Common Military Training; DoDI 1400.25, Volume 410, Training, Education and Professional Development; and DoDI 1430.16, Growing Civilian Leaders; Department of Defense Manual 1145.02, Military Entrance Processing Station (MEPS). In collaboration with the Chief of Air Force Reserve (AF/RE) and the Director of the Air National Guard (NGB/CF), the Deputy Chief of Staff for Manpower, Personnel and Services
(AF/A1) develops policy for Total Force Development. This publication may not be supplemented. This Air Force Policy Directive applies to Total Force - Regular Air Force (RegAF), Air Force Reserve, Air National Guard personnel, and Department of the Air Force civilians. Refer recommended changes and questions about this publication to the Office of Primary Responsibility (OPR) using the AF Form 847, Recommendation for Change of Publication; route AF Form 847 from the field through the appropriate functional chain of command. Ensure that all records created as a result of processes prescribed in this publication are maintained in accordance with IAW Air Force Manual (AFMAN) 33-363, Management of Records, and disposed of IAW the Air Force Records Information Management System Records Disposition Schedule.

**SUMMARY OF CHANGES**

Recent changes to this publication include: Clarifying verbiage on roles and responsibilities and updated policy on utilizing occupational analysis in executing force development.

1. **Policy.** Developing and retaining quality Airmen is a top priority in educating, training, organizing, and equipping the Total Force to deliver air, space and cyberspace power in defense of the Nation, and in support of the United States’ national security and military objectives.

1.1. The Regular Air Force, in conjunction with the Air Force Reserve and Air National Guard will:

1.1.1. Design and maintain a comprehensive retention and force development program that is agile and adaptive in responding to feedback and produces Airmen prepared to accomplish the mission in a rapidly evolving global environment, while meeting personal and professional needs.

1.1.1.1. Develop all Airmen through a deliberate, career-long process based on valid requirements and priorities identified by Headquarters Air Force two-letter/digit organizations, Major Command commanders, and those specified through higher headquarters policy and guidance.

1.1.1.2. Synchronize components of development across the Continuums of Service and Learning, to deliver Airmen with institutional and occupational competencies through ancillary, expeditionary, combative and experimental training.

1.1.1.3. Provide all Airmen an opportunity to participate in developmental programs, balancing depth and breadth of experiences, which broaden their professional knowledge and increase functional skills.

1.1.2. Establish developmental programs that satisfy tactical, operational, and strategic needs, use the most efficient methods possible and integrate the array of training methodologies and cutting edge technologies to achieve a Total Force with agile and adaptive capabilities.

1.1.2.1. Include the appropriate mix of training, education, and experiential programs that capitalize on complementary technology.
1.1.2.2. Provide necessary resources (people, funding, and infrastructure to include physical, technical, and organizational) to successfully develop, deploy, and sustain operationally proficient Airmen to rapidly respond to worldwide contingencies.

1.1.2.3. Share information and training resources to the maximum extent possible except where limited by law, policy, or security classification. Develop a shared architecture and common standards for training technology.

1.1.3. Utilize competency-based development for producing desired organizational goals.

1.1.3.1. Utilize a common language to identify important institutional and occupational competencies for all Airmen. Competencies will be used to implement the Continuum of Learning. The institution’s common language is the Air Force Institutional Competency List (see Attachment 2).

1.1.3.2. Create and implement survey instruments to solicit feedback on Air Force institutional competency development programs, measure their effectiveness on performance-based criteria, and close identified competency gaps.

1.1.4. Enable a consistent and creative approach to personnel development based on institutional and occupational competencies. Provide Headquarters Air Force, Major Command commanders, Functional Managers, Career Field Manager, and others with:

1.1.4.1. The ability to develop strategies to shape the Total Force.

1.1.4.2. A workforce-planning tool to capture information-matching competencies with mission requirements.

1.1.4.3. Access to clearly defined career paths, associated training, and developmental assignments.

1.1.4.4. A process and tool to assess an Airman’s competencies.

1.1.5. Establish a learning capability that is agile and robust enough to satisfy mission-generated training and mission-rehearsal requirements across Services, joint, interagency, intergovernmental, and multinational operations. Training must be capabilities-based and dynamic in responding to the changing strategic environment as well as to opportunities and challenges posed by technological transformation.

1.1.6. Develop institutional and occupational education and training programs using the Instructional System Development process.

1.1.7. Establish multiple avenues of developmental education for personnel to include: Professional Military Education, Advanced Academic Degree Education, Professional Continuing Education and ancillary, expeditionary, combative, and experimental training. The best and most qualified Airmen are designated to attend resident developmental education.

1.1.8. Provide quality voluntary educational opportunities, military and civilian tuition assistance (as applicable), counseling, testing programs, and a vehicle for self-development designed to complement the professional development of military members and civilians and serve as recruiting and retention incentives.
1.1.9. Offer and award job-related associate in applied science degrees, Civilian Associate Degree program and other academic credentials through the Community College of the Air Force that enhance mission readiness, contribute to recruiting, assist in retention, and support the career transitions of enlisted and civilian Airmen.

1.1.10. Maintain an Air Force-wide mentoring program that complements the Air Force’s Force Development Construct. The program will allow the mentee, mentor, and the Air Force to capitalize on leadership, professionalism, and technical expertise.

1.1.11. Develop and maintain a comprehensive program that develops new and experienced supervisors, managers and senior leaders. Ensure supervisors, managers and senior leaders receive on-going Professional Continuing Education and training.

1.1.12. Ensure all Force Development programs are administered without unlawful discrimination against or harassment of any Airman on the basis of race, color, religion, sex, national origin, age, disability, reprisal, genetic information, marital status, political affiliation, or any other non-merit factors prohibited by statute, regulation, or Executive Order.

1.1.13. Implement and maintain incentive programs to support end strength goals and ensure mission readiness.

1.1.14. Implement an Air Force Personnel Assessment Program that:

1.1.14.1. Establishes processes to apply scientific analysis and technology in support of recognized best practices to support personnel assessment. The goal of the Air Force Personnel Assessment Program is to support effective force management by ensuring the right individuals having the right aptitudes, characteristics, skills, and abilities are identified and accessed into the Air Force, are properly trained, and then optimally utilized to support the Air Force mission.

1.1.14.2. Includes, but is not limited to, selection and classification, promotion, and proficiency assessment; and survey capability for assessing attitudes and opinions, job performance, and Air Force Specialty (AFS) requirements and characteristics. The Air Force will use:

1.1.14.2.1. Tests to aid in making selection, classification, utilization, proficiency, and enlisted promotion decisions.

1.1.14.2.2. Attitudinal surveys to evaluate personnel and training policies and programs and to suggest areas for improvement.

1.1.14.2.3. Occupational surveys to determine requirements for Air Force Specialty Codes (AFSCs) to support AFSC structure, training, testing, and classification decisions.

1.1.14.2.4. The Air Force Strategic Personnel Assessment Program to ensure scientific methods are used in development and use of personnel selection, classification, and utilization programs.

1.1.15. Establish processes and procedures to correct military records in accordance with 10 U.S.C. § 1552, *Correction of military records.*
1.2. Establish enlisted retention goals based on guidance and the needs of the Air Force. The enlisted retention goal will sustain proper rank structure to most effectively manage the force. Additionally, it is necessary to retain highly qualified individuals with the proper skills to provide field commanders trained and adaptable Airmen.

1.3. Provide support and services for eligible organizations and activities outside the Department of Defense that have a civil-military component.

1.3.1. Includes and comprises Innovative Readiness Training, which utilizes units and individuals of the Total Force to assist civilian efforts in addressing civic and community needs of the United States, territories and possessions, and the Commonwealth of Puerto Rico.

1.3.2. Assistance provided by Airmen is directly related to unit training or will be in direct relation to the occupational specialty of the member.

2. **Roles and Responsibilities.**

2.1. The Secretary of the Air Force is responsible for policy oversight and advocacy of the Air Force’s education programs and for interfacing with the Office of the Secretary of Defense staff concerning development of DoD policy and legislative initiatives. The Assistant Secretary, Manpower and Reserve Affairs (SAF/MR) discharges this responsibility for the Secretary of the Air Force.

2.1.1. There is in the Office of the Secretary of the Air Force an Air Reserve Forces Policy Committee (ARFPC) on Air National Guard and Air Force Reserve Policy. The Committee shall review and comment upon major policy matters directly affecting the reserve components and the mobilization preparedness of the Air Force.

2.2. SAF/MR is responsible for personnel policy matters as described in Headquarters Air Force Mission Directive, 1-24, *Assistant Secretary of the Air Force (Manpower and Reserve Affairs)* to include correction of military records of the Department in accordance with 10 U.S.C. § 1552, *Correction of military records*.

2.3. The Deputy Chief of Staff for Manpower, Personnel and Services (AF/A1), in collaboration with the Director of Personnel, Office of Air Force Reserve (AF/REP), and Air National Guard Director, Manpower, Personnel and Services (NGB/A1) develop policy for Retention and Force Development. Responsibilities include:

2.3.1. Providing the Secretary of the Air Force, the Chief of Staff of the Air Force, Chief Master Sergeant of the Air Force, and SAF/MR required periodic reports to monitor the implementation of the Force Development and retention programs.

2.3.2. Serving as the focal point for developing, managing, executing, and overseeing institutional and occupational competencies, civilian training programs, and the senior leader development program. Programs must be based on valid requirements and priorities. Resources must be allocated to meet priority requirements.

2.3.3. Overseeing the Air Force Education Requirements Board. The Air Force Education Requirements Board provides corporate oversight of Advanced Academic Degree and Professional Continuing Education requirements, provides policy guidance and resource management, develops implementation priorities, and approves resources.
2.3.4. Executing total Force Development policy through development and implementation of Air Force guidance on Total Force Development.

2.3.5. Providing a list of training resources that can be used by mentors and mentees for professional development.

2.3.6. Designing processes to support mentors and mentees in building development plans.

2.3.7. Utilizing the Air Force Council in resourcing and executing Force Development strategy, policy, and guidance.

2.3.8. Developing, coordinating, and executing personnel policy and essential procedural guidance for reenlistment, retention and incentive payment goals to satisfy the needs of the Air Force.

2.3.9. Providing policy and guidance for integrating and vetting new/emerging institutional and occupational education and training requirements or learning outcomes into accessions, Professional Military Education, Professional Continuing Education and ancillary training.

2.4. Headquarters Air Force and Air National Guard two-letter/digit organizations will:

2.4.1. Oversee the management of and policies for functional training, training devices, and system training plans within their organizational purview. As such, Headquarters Air Force will implement enterprise-wide changes to ensure organizational structure, processes, and procedures effectively support its strategic direction.

2.4.2. Appoint Career Field Managers (Major Command Functional Managers for Air Force Reserve enlisted career fields) to ensure development, implementation, and maintenance of training and education for Air Force specialties and occupational series. Appointment authority may be delegated to the functional manager.

2.5. Air Education and Training Command (AETC) establishes academic and procedural guidance for executing formal training to include accessions training, technical training, initial skills flight training, and educational programs to implement Professional Military Education, Advanced Academic Degree and Professional Continuing Education. AETC will:

2.5.1. Provide execution oversight, integration, and management guidance in support of Advanced Distributed Learning Service for the Total Force.

2.5.2. In concert with AF/A1, leverage state-of-the-art technologies to provide the highest quality training, anywhere, anytime, in an efficient and cost-effective manner. The system must support Force Development by enhancing the delivery of quality training, education, and experience across the Total Force.

2.5.3. Ensure efficient and effective use of instructional technology resources through planning and programming.

2.5.4. Provide occupational analysis to collect, measure, analyze, interpret and report occupational survey data used for the design of deliberate, capabilities-based training.

2.6. Organizations responsible for providing and facilitating institutional competency development, and by extension executing Force Development, include the Air Education and
Training Command, United States Air Force Academy, Air Reserve Components, and Functional Management Structure.

3. **Force Development and Retention Goals:** AF/A1, NGB/CF and AF/RE will execute policy affecting Force Development and retention goals to achieve the following results:

3.1. Produce workforce capabilities needed to accomplish the needs of their specific components.

3.2. Create Force Development strategies and guidance and secure resources necessary to continuously assess the ability of Force Development programs and opportunities to meet joint and combatant command needs, close significant workforce capability gaps, and deliberately develop Airmen.

3.3. Synchronize and integrate planning, programming, budgeting, legislative, and policy development activities within a corporate structure and through Force Development plans that are executed to maximize return on the investment in Airmen.

3.4. Use the Air Force Strategy and long-range strategic planning processes to forecast Force Development requirements and retention goals (both qualitative and quantitative).

3.5. Establish effective training, mentoring, and professional development that provide tools for personnel to navigate career progression.

HEATHER WILSON
Secretary of the Air Force
Attachment 1

GLOSSARY OF REFERENCES & SUPPORTING INFORMATION

References

10 United States Code, Section 10305, Air Force Reserve Forces Policy Committee

DoDD 1100.20, Support and Services for Eligible Organizations and Activities Outside the Department of Defense, 12 April 2004


DoDI 1304.31, Enlisted Bonus Program, 12 March 2013

DoDI 1304.34, General Bonus Authority for Officers, 11 July 2016

DoDD 1322.08E, Voluntary Education Programs for Military Personnel, 3 January 2005

DoDD 1322.16, Montgomery GI Bill (MGIB) Program, 18 June 2002

DoDD 1322.18, Military Training, 13 January 2009

DoDD 1332.41, Boards for Correction of Military Records (BCMRs) and Discharge Review Boards (DRBs), 8 March 2004

DoDI 1025.02, National Security Education Program (NSEP) and NSEP Service Agreement, 3 January 2017

DoDI 1100.13, DoD Surveys, 15 January 2015

DoDI 1205.21, Reserve Component Incentive Programs Procedures, 20 September 1999

DoDI 1215.15, Military Reserve Exchange Program (MREP), 1 July 2014


DoDI 1322.06, Fellowships, Scholarships, Training with Industry (TWI) and Grants for DoD Personnel, 12 October 2016

DoDI 1322.10, Policy on Graduate Education for Military Officers, 29 April 2008

DoDI 1322.19, Voluntary Education Programs in Overseas Areas, 13 March 2013

DoDI 1322.25, Voluntary Education Programs, 15 March 2011

DoDI 1322.26, Development, Management, and Delivery of Distributed Learning, 16 June 2006

DoDI 1430.16, Growing Civilian Leaders, 19 November 2009

DoDM 1145.02, Military Entrance Processing Station (MEPS), 23 July 2018

AFMAN 33-363, Management of Records, 1 March 2008

**Prescribed Forms**
None

**Adopted Forms**
AF Form 847, *Recommendation for Change of Publication*, 22 September 2009

**Terms**

*Advanced Academic Degree*—any graduate or post-graduate degree awarded by an accredited degree-granting institution.

*Air Force Council*—The top Air Force corporate decision-making body. Provides an institutional perspective and makes strategic recommendations to the secretary of the Air Force and Air Force chief of staff on Air Force-wide force management and development issues for the purpose of developing the necessary competencies within our officer, enlisted, and civilian force. The Air Force vice chief of staff chairs the Air Force Council. SAF/MR, functional authorities, major command deputy commanders, Chief Master Sergeant of the Air Force, and appropriate Air Reserve Component and civilian representation make up the Air Force Council and provide a review of total force management.

*Advanced Distributed Learning Service*—Evolution of distributed learning (distance learning) that emphasizes collaboration on standards-based versions of reusable objects, networks, and learning management systems, yet may include some legacy methods and media. Advanced Distributed Learning Service leverages the full power of computers, information, and communication technologies through the use of common standards in order to provide learning that can be tailored to individual needs and delivered anywhere, anytime. Advanced Distributed Learning Service also includes establishing an interoperable “computer-managed instruction” environment that supports the needs of developers, learners, instructors, administrators, managers, and family. Advanced Distributed Learning Service encompasses all the methodologies mentioned above, and in addition, includes ongoing and expected improvements in learning methods.

*Assignment Team*—Executes assignment and some deployment policies for a functional community and makes assignments using the Air Force Assignment System.

*Career Field Manager*—Air Force focal point for the designated career field within a functional community. Serves as the primary advocate for the career field, addressing issues and coordinating functional concerns across various staffs. Responsible for the career field policy and guidance. Must be appointed by the Functional Manager and hold the grade of O-6/GS-15 (or equivalent) for officer and civilian specialties, and the grade of E-9 for RegAF enlisted Airmen.

*Career Field Team*—Functionally-oriented teams that execute Force Development (FD) policy and programs for civilians.
Competencies—Observable, measurable pattern of knowledge, skills, abilities, behaviors, and other characteristics needed to perform institutional or occupational functions successfully.

Continuum of Learning—Career-long process of individual development where challenging experiences are combined with education and training through a common taxonomy to produce Airmen who possess the tactical expertise, operational competence, strategic vision, and joint proficiency to lead and execute the full spectrum of Air Force and joint missions.

Continuum of Service—A personnel management construct to support the efficient use of human capital to accommodate varying levels of individual services commensurate with a member’s ability to serve (part-time to full-time) to effectively meet Air Force requirements.

Development Team—Provides oversight of officer, civilian, and enlisted personnel development to meet both functional and Air Force corporate leadership requirements. Development Teams are the conduit between force development systems, frameworks, and policy and translate these into career vectors for individuals.

Enlisted Development Team—Provides key input on functional progression and succession planning. They execute enlisted vectoring and identify key leadership and developmental positions in their functional communities. The Career Field Manager and Enlisted Development Team chair collaborate with AF/A1 and AFPC on enlisted force development and management programs.

Experienced Managers—Civilian and military Airmen who have been in the role of manager for one or more years.

Experienced Supervisors—Civilian and military Airmen who have been in the role of supervisor for one or more years.

Force Development—A deliberate process of preparing Airmen through the CoL with the required competencies to meet the challenges of current and future operating environments. Institutional development generally results in leadership, management, and warrior ethos proficiency. Occupational development generally results in technical skill proficiency.

Force Development Construct—A framework that links Airmen development needs with defined institutional competencies. These competencies (Organizational, People/Team, and Personal) are delivered through the Continuum of Learning.

Functional Authority—Senior leaders, to include Assistant Secretaries (SES), Deputy Chiefs of Staff (three-star), and other selected HAF two-letter GO/SES-level leaders that provide corporate perspective of institutional requirements and force management and development. The Functional Authority serves as a final authority to ensure all policies, established IAW this document, are implemented within their functional community. Functional Authorities are supported by functional managers who are supported by Career Field Managers.

Functional Management Structure—The Functional Authority, Functional Manager, Development Team, Enlisted Development Team, Career Field Manager, Functional Assignment Team/Career Field Team and other career field stakeholders at the enterprise level who provide a corporate perspective of institutional requirements, career field-specific policy and guidance, and day-to-day management of their specific career field(s) in order to ensure Airmen within their functional community are equipped, developed, and sustained to provide Air Force capabilities.
**Functional Manager**—Senior leaders, designated by the appropriate Functional Authorities, who provide day-to-day management responsibility over specific functional communities. While they should maintain an institutional focus with regard to resource development and distribution, functional managers are responsible for ensuring their specialties are equipped, developed, and sustained to provide Air Force capabilities.

**Instructional System Development**—Systematic process that guides the development, implementation, management, and evaluation of training programs.

**Institutional Competencies**—Common taxonomy used to implement the Continuum of Learning. These leadership competencies are expected of all Airmen, throughout their careers, and will be the competencies needed to operate successfully in the constantly changing environment in which they function. The three categories of these competencies are mapped to the Air Force leadership levels.

**Major Command Functional Manager**—The Air Force Reserve focal point for enlisted members in a designated career field. They serve as the primary advocate for the career field, they monitor health and manning, and address issues and coordinate functional concerns across various staffs.

**Occupational Competencies**—A set of competencies required of all Airmen within a specific workforce category (a group of functions requiring similar work, i.e., Engineering). They describe technical/functional skills, knowledge, abilities, behaviors, and other characteristics needed to perform that function’s mission successfully.

**Professional Continuing Education**—Any course that is less than 20 weeks in duration and satisfies mission accomplishment, sustainment, or enhancement as required by law, Air Force governance, specific memorandum of agreement, or position requirement. Professional Continuing Education should not be confused with initial skills and subsequent advanced training courses that are required to advance in the Air Force Specialty Code skill level.

**Professional Military Education**—Critical subset of developmental education that: 1) provides the nation with personnel skilled in the employment of air, space, and cyberspace power in the conduct of war, small scale contingencies, deterrence, peacetime operations, and national security; 2) provides Air Force personnel with the skills and knowledge to make sound decisions in progressively more demanding leadership positions within the national security environment; and 3) develops strategic thinkers, planners, and war fighters. In addition, Professional Military Education programs strengthen the ability and skills of Air Force personnel to lead, manage, and supervise.

**Records Disposition Schedule**—Document providing mandatory instruction for the lifecycle management of records (and non-record materials) in any format or media type. The Records Disposition Schedule provides for the disposition of records when agency business need for the records ceases, (i.e., destruction of temporary records and transfer of permanent records to the National Archives of the United States).
Attachment 2

INSTITUTIONAL COMPETENCY LIST

A2.1. Elements of the Continuum of Learning have long been institutionalized and are providing useful and important contributions to the development of Airmen. The Institutional Competencies are essential to operate successfully across the widest array of Air Force tasks and requirements. Various programs delivering the Institutional Competencies will assist in the development of Airmen over the course of their careers.

Figure A2.1. Institutional Competency List.

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<th>Competency</th>
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<td>Employing Military Capabilities</td>
<td>Operational and Strategic Art</td>
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<td>Leverage Technology</td>
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<td>Unit, Air Force, Joint and Coalition Capabilities</td>
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<td>Non-adversarial Crisis Response</td>
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<td>Enterprise Perspective</td>
<td>Enterprise Structure and Relationships</td>
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<td>Global, Regional and Cultural Awareness</td>
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<td>Strategic Communication</td>
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<td>Managing Organizations and</td>
<td>Resource Stewardship</td>
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<td>Strategic Thinking</td>
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<td>Leading People</td>
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<td>Diversity</td>
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<td>Fostering Collaborative</td>
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<td>Relationships</td>
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<td>Embodies Airman Culture</td>
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