

Study and Report Related to Permanent Professors at the United States Air Force Academy



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Executive Summary

The 2004 National Defense Authorization Act (NDAA), Section 528, directed the Secretary of the Air Force (SecAF) to complete a “study and report related to permanent professors at the United States Air Force Academy.” The SecAF selected Admiral (ret) Charles R. Larson to lead this study based on his unique experience and expertise:

- ◆ Serving twice as Superintendent of the U.S. Naval Academy – once during a time of crisis;
- ◆ Chairing a comprehensive and comparative review of the Maryland statewide system of higher education; and
- ◆ Serving as current Vice-Chairman of the multi-campus Maryland Board of Regents.

The goal of the study was to provide a detailed look at the Air Force Academy while at the same facilitating side-by-side comparison of Air Force Academy faculty systems, organizations and structure with those at West Point and Annapolis. Distinctive elements and policies that comprise each part of the “faculty system” – permanent professors, senior military professors, civilian faculty and rotating military professor – are highlighted and analysis is provided to illustrate how well each part of the system supports the other in order to determine the overall health of the entire faculty system. For the execution of this study, Admiral Larson and his support staff examined existing documentation, provided written questions to the Deans of Faculty and conducted fact-finding visits to the Naval, Military and Air Force Academies.

SUMMARY OF FINDINGS

<p><i>F1. External Indicators May Mask Real Problems.</i> All three service academies have outstanding external indicators (Rhodes Scholars, Marshall Scholars, <i>U.S. News & World Report</i> rankings, and accreditation, etc). These healthy academic indicators have always been present even during times of systemic cultural problems. External indicators can often mask greater internal problems.</p>
<p><i>F2. The Academy Mission Elements Are Not Well Integrated.</i> Although the Air Force Academy has its own mission statement, each element, in turn, has developed a separate vision and mission statement that reinforces rather than integrates their distinctive contributions to the overall mission.</p>
<p><i>F3. Dissimilar Tours Of Duty Of Senior Leadership Can Have A Negative Impact On The Institution.</i> The senior leadership at the Air Force Academy must work together in accomplishing the common goals of the Academy. Admiral Larson believes the high rate of turnover, especially in the Commandant position, has had a negative impact on effective integration of the Training and Education missions of the Air Force Academy.</p>
<p><i>F4. The Faculty System Has Evolved Without A Strategic Perspective.</i> The faculty mix and system has evolved without a strategic perspective of their overall contribution to the Academy mission. Permanent professors have remained relatively stable, senior military professors have been reduced and sequential tours have decreased as the civilian faculty grew to 25% of the total. The rotating Faculty has attracted smaller numbers of volunteers, seen a decrease in overall quality and suffers from a lack of rated officers in it's' ranks.</p>
<p><i>F5. The Air Force Academy Has Taken A Cautious Approach To Integrating The Civilian Element Of The Faculty.</i> Part of the intent of the Congress's 1994 legislation directing the service academies to bring in civilian faculty members was to insure the Academy faculty benefited from their “fresh outlook,” doctoral-level currency and depth in their academic disciplines. West Point embraced the spirit and intent of the Congress in its hiring of civilian faculty (22%) who are pure academicians. Conversely, retired military personnel comprise 30% of the Air Force Academy's civilian faculty (24%). This cautious approach robs the faculty system of some of the capabilities a “pure academicians” was intended to bring to the service academies.</p>
<p><i>F6. A Maturing Civilian Faculty Will Increase Pressure On The Academy To Provide Them A Greater Role.</i> As the civilian faculty has matured and gotten more senior in academic rank, it is inevitable that pressures will increase for tenure, an expanded leadership role and a greater role in curriculum development outside individual departments.</p>

F7. The Perception Of Permanent Professors Versus The Reality. There is a perception across the Air Force that the Air Force Academy’s permanent professors have been at the Academy too long, have lost touch with the Air Force, and are a part of the systemic problems that lead to the current crisis. The average longevity of permanent professors at both West Point and the Air Force Academy is approximately nine years. The term “permanent” is misleading and has become pejorative. This study found no serious problems with the existing Air Force Academy permanent professor system and little evidence of an “ivory tower” mentality or stagnation. To the contrary, permanent professors have served as an anchor of stability during a period of faculty transition.

F8. Permanent Professors Would Like To Have Command Authority While On Sabbatical. Title 10 USC 9334 states that “Permanent Professors exercise command authority only in the academic department of the Academy.” Admiral Larson found pressures from the permanent professors to remove this restriction on command to allow them to exercise that command authority within the operational Air Force while on sabbatical.

F9. The Placement Of The Military Strategic Studies Major In The Training Wing May Contribute To Unnecessary Competition Between The Commandant And The Dean. It appears that education has become a competition between the Commandant and the Dean. The Commandant is responsible for cadet training as well as an entire academic department and major—Military Strategic Studies (MSS). This is in contrast to the other two service academies and promotes a separation of the education mission and blurs the distinction between education and training. Admiral Larson believes it creates the perception that the Dean’s faculty are neither good military role models nor current and capable enough to oversee and teach the courses in the MSS major.

F10. The Air Force Academy Lacks A Unifying Vision And Strong Links To The Air Force. This study found no process to sustain and institutionalize support for the Air Force Academy from the Air Force, and no single unifying vision to transform the Air Force Academy into the Air Force’s Academy. Individual mission elements inside the Air Force Academy have written their own mission statements and are heading in their own directions. Actions taken in the *Agenda for Change* to make the Air Force Academy more like the Air Force and to establish stronger links between the two are first steps in the right direction.

F11. The Atmosphere For Women At The Air Force Academy Has Improved. This study found, in discussions with midshipmen and cadets who had served exchange tours at sister service academies during the first semester of this academic year, unanimous agreement that the climate for women at the Air Force Academy has improved dramatically. In fact, all midshipmen and cadets agreed that the Air Force Academy currently has the most positive gender climate of all three service academies. Air Force Academy cadets attribute some of this positive momentum to the *Agenda for Change* and the promulgation of the new Officer Development System.

F12. When It Comes To The Design Of The Faculty System, “One Size Does Not Fit All”. This study found that all three Service Academy academic systems consist of three (Naval Academy) or four parts (Air Force and Military Academy), including permanent professors, senior military professors, rotating faculty, and civilian faculty. Each academy system has been structured with an attempt to balance these parts to meet the output goals of the institution and service. There have been attempts in the past to try and force the academies to move toward a common faculty system. Admiral Larson believes these attempts are misguided in that one size does not fit all. Each service should have the capability of structuring its own system.

SUMMARY OF RECOMMENDATIONS

R1. Mission Of The Air Force Academy. This study highly recommends that the Superintendent, in coordination with senior Air Force leadership, establish a common mission statement for the Air Force Academy that reflects the needs of the Air Force.

R2. Integrating The Three Mission Elements. One of the most important things to be done at the Air Force Academy is to improve the integration of the three mission elements. Using surveys to assess integration results should help measure progress toward and weaknesses in the integration effort. For this effort to work, there must be strong, active, and visible ownership of this process at the Superintendent level. It must be institutionalized and enduring in a way that will survive rotations of Superintendents, Commandants, and Deans of Faculty.

R3. Relative Tours Of Duty Of Senior Leadership. This study recommends that the Superintendent serve in that position for at least 4 years and the Commandant serve in that position for 3 years. The Dean could remain in that position for a longer period. The current 5-year term is acceptable, but there should be a renewal review built in at the 4-year point. It is equally important to have the Superintendent involved in the selection process for these subordinate positions.

R4. Evaluating The Academy Climate. A new survey instrument should be developed to assess the attitudes and perceptions not only of the cadets, but of the entire faculty and staff and their interrelationships and perceived contributions to the Air Force Academy mission and to the Air Force.

R5. Faculty Structure. The Air Force Academy should do a careful study of each faculty element, understand their unique contributions to the overall faculty system and Academy mission, and determine what the optimum mix of elements should be.

R6. Sustaining Permanent Professors. This study strongly recommends the permanent professor program be sustained. Further, this study recommends that Title 10, USC Section 9331 establishing the name “permanent professor” be amended to “Professor, US Air Force Academy.”

R7. “Operationalizing” Permanent Professors. This study recommends consideration be given to the value of short-term TDY assignments or deployments in critical operational areas as being equally or more important than sabbaticals to narrow areas unrelated to cadets’ first assignments. It also recommends the Air Force establish a formal “fellowship” position for permanent professors at both the Air War College and the National War College to further ensure their “re-bluing” and professional development.

R8. Command And Permanent Professors. There has been pressure from the permanent professor community to change this to allow command in the operational Air Force as part of their re-bluing process during sabbaticals. This study does not agree with this. Admiral Larson believes there is ample opportunity for significant re-bluing without command.

R9. Rotating Military Faculty. If the Air Force is to maximize the value of this critical element of its faculty to the overall Academy mission it must give much stronger support to the recruitment and retention of top officers in this category. In addition, the Air Force leadership must articulate the value of Air Force Academy faculty duty in the Force Development Plans for each officer career field.

R10. Hiring Civilian Faculty. To comply with the true intent of Congress, and to ensure the maximum strength of the civilian element of the faculty, future civilian hires should be “pure academicians” from civilian higher education.

R11. Future Of The Civilian Faculty. The Academy leadership should take a serious and comprehensive review of the civilian faculty to understand the short and long-term effects of the current policy if it merely continues without change.

R12. Military Strategic Studies Major. This study recommends that careful consideration be given by the new Superintendent, Commandant, and Dean of Faculty to returning this department to the Dean.

R13. One Size Does Not Fit All. Admiral Larson believes each Service should continue to have the capability of structuring its own system to meet its service needs. This study highly recommends that the Services resist external pressures to try and come up with a common model for all three academies. This is truly a case of one size does not fit all.

Admiral Larson believes that implementing these recommendations in a systemic manner will strengthen the Air Force Academy, its academic system, and its contribution to the Air Force.

1. Overview

This section describes the background of the study and report related to permanent professors at the U.S. Air Force Academy that Congress mandated in the 2004 National Defense Authorization Act (NDAA). It also describes the methodology used to conduct the study and the structure of the resulting report.

1.1 The Tasking

The 2004 NDAA directed the Secretary of the Air Force (SecAF) to complete a “study and report related to permanent professors at the United States Air Force Academy”¹. In addition to a comprehensive review and assessment of the existing faculty system at the Air Force Academy, the NDAA required a comparative assessment of the faculty and permanent professorship systems at the United States Military Academy and the United States Naval Academy be part of the final deliverable.² The full text of the 2004 NDAA, Section 528, is contained in Appendix A.

To fulfill this congressional mandate, the SecAF asked Admiral (ret) Charles R. Larson to lead the permanent professor review as outlined in Section 528 on behalf of the Air Force. After discussing the tasking in greater detail with the Assistant Secretary of the Air Force for Force Management and Personnel (SAF/MRM), Admiral Larson accepted the SecAF’s request to lead this review. This included evaluating the overall relationship between the Air Force Academy faculty and other Academy mission elements, and the relationship between the Air Force Academy and the Air Force itself.

1.2 Study Leader Profile

The SecAF selected Admiral Larson to lead this task because of his unique background and experience. Admiral Larson’s qualifications include:

- ◆ He served twice as Superintendent of the U.S. Naval Academy—once during a time of crisis.
- ◆ He chaired a comprehensive and comparative review of the Maryland statewide system of higher education.
- ◆ He serves as Vice Chairman of the multicampus Maryland Board of Regents.

Admiral Larson’s Navy career was highlighted by his service as Commander in Chief, U.S. Pacific Command, and concluded with an unprecedented second tour at the Naval Academy as its only four-star Superintendent. As a two-star, Admiral Larson served his first tour as Superintendent from 1983–1986. Following a major cheating scandal that occurred at Naval Academy in 1992, Admiral Larson was asked by the Secretary of the Navy to forgo retirement and again take command of the Naval Academy. From 1994 through 1998, Admiral Larson led the Naval Academy through a major and widely heralded recovery.

During this second tenure as Superintendent, Admiral Larson found that the Navy was having increasing difficulty filling the rotating military faculty billets. This had resulted in the hiring of civilian adjunct professors and the further civilianization of faculty billets which shifted the faculty mix away from the desired mix of 50% military, 50% civilian, to a mix approaching 60% civilian. To arrest this decline in the military faculty role models and to address the decline in the numbers of senior military faculty with doctoral degrees being made available for duty at the Naval Academy, Admiral Larson created the “permanent military professor” (PMP) program. Working closely with the Chief of Naval Operations and the Bureau of Naval Personnel, he

¹ 2004 National Defense Authorization Act , Section 528

² Ibid (3)

established a Navy-wide annual selection process to identify top-level, warfare-qualified O-4 and O-5s eligible to enter doctoral programs in leading U.S. universities and willing to serve on the Annapolis faculty until statutory retirement. Since 1998, a small core of 30 Naval Academy PMPs has provided critical military leadership to an Academy faculty that includes over 200 tenured civilian professors by serving in the classic “soldier-scholar” role that is the hallmark of U.S. service academies. The Naval Academy leadership views this as an extremely important and effective program that they would like to expand to as many as 50 PMPs.

After retiring from the Navy in 1998, the Governor of Maryland asked Admiral Larson to chair what became known as the “Larson Commission on Higher Education.” In addition, Admiral Larson is now serving his fifth year as Vice Chairman of the Board of Regents of the 13-institution Maryland State University system. Admiral Larson also serves as Chairman of the Naval Academy Foundation Board of Directors. To support this study effort, SAF/MRM provided Admiral Larson with research support to assist with data collection and analysis.³

1.3 Study Background

The requirement to complete this study of permanent professors at the Air Force Academy has its antecedents in the sexual assault crisis that was exposed in the media in January 2003. Reacting quickly, Air Force senior leaders had by March promulgated and directed the implementation of the *Agenda for Change*, which set in motion a series of policy and process changes to “restore trust and confidence,” not just in the Academy’s commitment to zero-tolerance of sexual assault, but among cadets, their leaders, and the public.⁴ By June, the SecAF had removed the Academy’s previous Superintendent, Commandant, Vice-Commandant and Commander of the Training Group, holding them accountable as leaders of the mission element most responsible for cadet character, behavior, training, and the overall enforcement of the Academy’s sexual assault prevention program.

Over the course of 2003, two studies focusing on the sexual assault crisis at the Air Force Academy were also conducted:

- ◆ The Report of the Working Group Concerning the Deterrence of and Response to Incidents of Sexual Assault at the US Air Force Academy, June 2003⁵
- ◆ Report of the Panel to Review Sexual Misconduct Allegations at the US Air Force Academy, September 2003.⁶

The *Agenda for Change*, the General Counsel Report, and the Fowler Panel Report focused their investigations, recommendations and actions on identifying and addressing the primary organizational and leadership failures that had opened the Air Force Academy and the Air Force itself to charges of being unaware and tolerant of sexual assault. The two reports focused on the Commandant of Cadets and the Training Wing as the leaders and organization most accountable and responsible for allowing a cadet culture to develop that both perpetrated and tolerated sexual assaults. The majority of Air Force policies and report recommendations initiated or proposed substantial changes to the Academy’s sexual assault education and response program, cadet character, and officer development processes.

³ Team members were Mr. Von Hawley and Ms. Suzanne Gehri from Science Applications International Corporation (SAIC).

⁴ United States Air Force Academy: *Agenda for Change*, March 26, 2003

⁵ Chartered by the Secretary of the Air Force and led by the Air Force General Counsel.

⁶ Chartered by Congress and led by Representative Tillie Fowler, a former U.S. Representative from Jacksonville, Florida. She served four terms in Congress, from 1993 to 2001.

Both the General Counsel Report and the Fowler Panel Report cited friction between the Academy’s three mission elements—military training, athletics, and academics—and noted especially poor relations between the Commandant of Cadets and the Dean of the Faculty during the year prior to the outbreak of the sexual assault crisis.⁷ The natural tension that lies between the rigors of military training and the free flow of intellectual inquiry are an inherent part of Service Academy cultures. This reflects the competition between military training and academic rigor for control of cadet time. Successful leaders have understood this dynamic balance is a part of a healthy, learning system and work to keep tensions from turning into conflicts. However, since the early 1960s, the term “Terrazzo gap” had become standard Air Force Academy terminology to describe the distinct differences in philosophy and operations that often set the Commandant’s military organization against the Dean’s academic faculty.⁸ The *Agenda for Change*, the Fowler Panel Report, and the General Counsel Report recognized that by the time the sexual assault crisis became public, the “natural tension” between military and academics had revealed serious problems within the Academy system.

The General Counsel Report and the Fowler Panel recognized responsibility for the conditions leading to the sexual assault crisis went beyond the Commandant’s military training mission. Some high-level concerns remained over the degree to which particular characteristics of the Academy’s faculty system—historically anchored by a small cadre of senior military faculty known as “permanent professors” (which included the Dean of Faculty)—had “become too ingrained in the Academy’s institutional culture” to have recognized evidence of a growing sexual assault crisis.⁹ The Terrazzo gap fueled Air Force perceptions of the Air Force Academy permanent professors as “ivory tower academics” who “had been at the academy too long”, were “out of touch with the Air Force”, and lacked “operational relevancy” had understandably resurfaced during this crisis.¹⁰ To a certain degree, senior Air Force leaders acted on these perceptions through directives in the *Agenda for Change*, mandating changes to permanent professor and selection processes along with changes to operations within the Academic Departments.¹¹ While various organizations within the Academy, the SecAF’s office, and the Air Staff and Congress addressed and worked to implement some of the recommended changes, this report represents the first comprehensive, comparative, and in-depth review of the Air Force Academy faculty system.

1.4 Study Methodology

The goal of the study is to provide a detailed look at the Air Force Academy while facilitating side-by-side comparison of Air Force Academy faculty systems, organizations, and structure with those at West Point and Annapolis. Distinctive elements and policies that make up each part of the faculty system—permanent professors, senior military professors, civilian faculty and

⁷ The “findings, conclusions and recommendations” concerning Air Force Academy permanent professors and faculty found in the *Agenda for Change*, the General Counsel Report, and the Fowler Panel Report, were secondary observations derived from a primary investigation of, and rapid response to, sexual assaults at the Air Force Academy. As a result, these groups had neither the time nor the charter to examine their stated concerns with permanent professor and faculty policy and practice in any significant depth or in comparison with other Service Academies.

⁸ *Neither Athens Nor Sparta? The American Service Academies in Transition*. John P. Lovell, Indiana University Press, Bloomington and London, 1979 p. 81.

⁹ *The Report of the Working Group Concerning the Deterrence of and Response to Incidents of Sexual Assault at the US Air Force Academy, June 2003*, p46.

¹⁰ Direct quotes from interviews at the Air Force Academy 17-19 March 2004.

¹¹ *Agenda for Change* 27 March 2003 pg 8.

rotating military professor—are highlighted and analysis is provided to illustrate how well each part of the system supports the other in order to determine the overall health of the entire faculty system. For the execution of this study, Admiral Larson conducted fact-finding visits to the Naval, Military, and Air Force Academies. **Figure 1** illustrates the study methodology.

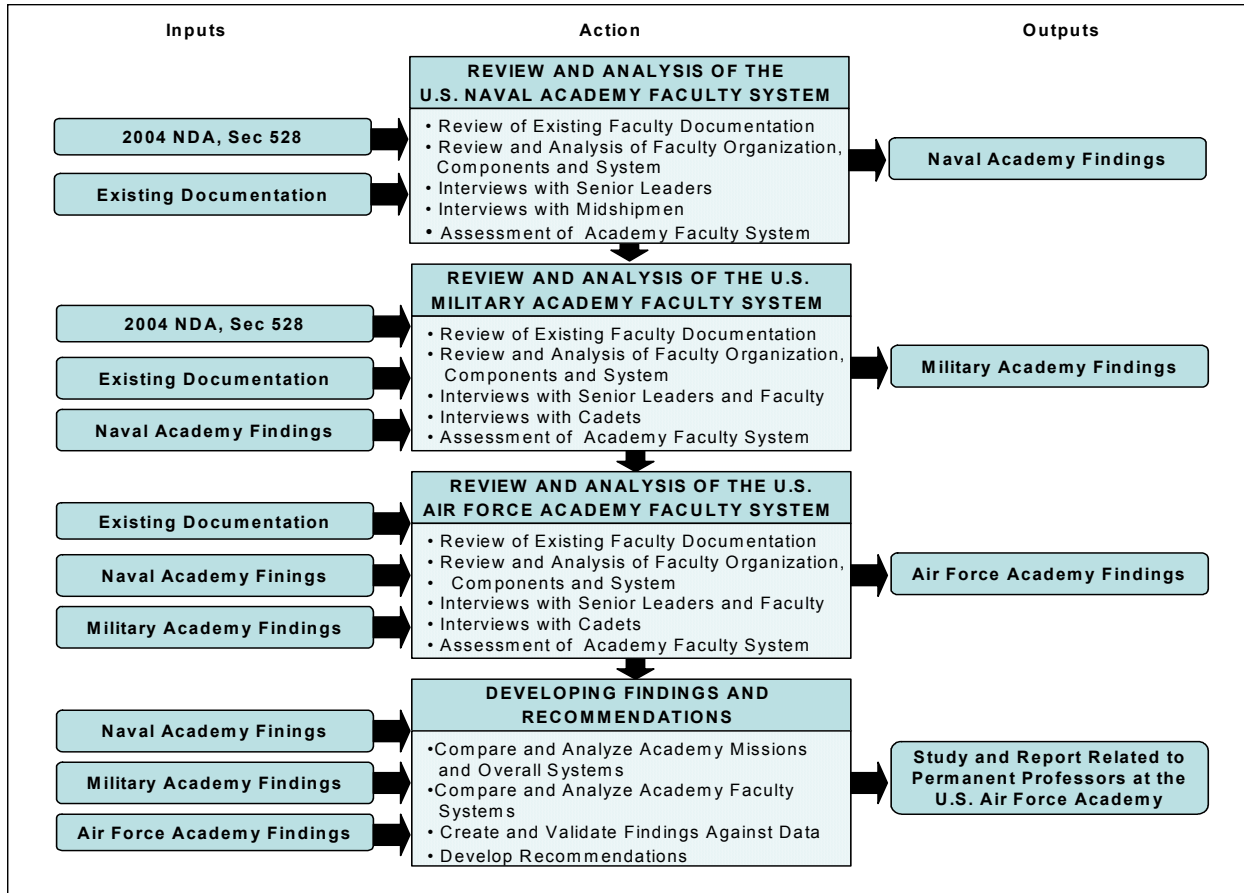


Figure 1. High-Level Overview of the Study Methodology

Admiral Larson realized that the issues faced by the Air Force Academy are dynamic and complex. Decisions affecting one aspect of the Air Force Academy are interconnected with other aspects of that “system” and recommendations for change cannot be made in isolation from their overall context. Instead of viewing the faculty and permanent professors in isolation from other areas of the Air Force Academy, the team viewed them in the context of the overall Air Force Academy system. This insight is foundational to understanding the systemic structural nature driving overall behavior across the Air Force Academy. A systemic approach provides a greater understanding of the factors and relationships that allow study recommendations to be focused on leverage points where “the system” can be impacted.

In preparation for visits to each of the service academies, Admiral Larson provided the Dean’s offices with a list of questions designed to gain an understanding of the overall faculty systems at each institution.¹² Questions were designed to examine in detail:

- ◆ The overall faculty system

¹² See Appendix B.

- ◆ Total number of faculty assigned to the Dean (to include detailed breakdowns of permanent professors)
- ◆ Faculty overview by department.

Information gained from this initial list of questions included references to faculty manuals, operating directives, background papers, mission briefings, and detailed authorized/assigned faculty manning numbers. Admiral Larson’s support team built and populated data tables documenting each Service Academy’s answers to these key questions. At the same time, site visits were scheduled to the three Academies in a deliberate order. Both Annapolis and West Point were visited prior to visiting the Air Force Academy. This ensured the Air Force Academy was examined with a comparative perspective and that the study complied with the intent of the Congressional tasking.¹³

Visits to the service academies were carefully planned. As part of the study approach, Admiral Larson began interviews at each service academy from the top down—starting with the Superintendents (all three Academies), Commandants (Air Force), and Deans (all three service academies)—in order to assess senior leader views of the value of current faculty policies and to be able to put subsequent permanent professor and faculty comments in perspective. After meeting with the senior leadership elements, Admiral Larson conducted hour-long focus groups with:

- ◆ Permanent professors¹⁴
- ◆ Senior military faculty
- ◆ Rotating faculty
- ◆ Civilian faculty
- ◆ Cadets and midshipmen who had exchange tours with another service academy.

Questions asked during each focus group were designed to allow a greater understanding of the dynamics of the overall Academy and faculty systems. Specific questions were asked to evaluate the overall contribution and health of each faculty component—permanent professors, senior military faculty, civilian faculty, and rotating faculty. Interviews with cadets and midshipmen allowed for a student-level perspective on functioning of each Academy system. These interviews yielded additional insights into the Service Academy environments in the wake to the sexual assault crisis.

Reviewing and assessing the existing Air Force Academy faculty system is, to some extent, taking a “snapshot” of a system in transition. However, this Congressionally directed review provides an opportunity to assess the degree to which some changes already initiated are taking hold, and the degree to which some actual or proposed changes may be enhanced or reconsidered. For the purposes of this study, every effort was made to document the current/proposed changes and provide an assessment of proposed changes in Sections 4 and 5 of this report.

1.5 Report Structure

In addition to the Overview, this report consists of 5 major sections and 6 appendices.

- ◆ 2. Review of Faculty Structures, Processes, and Systems at the Air Force Academy, U.S. Military Academy, and the Naval Academy—This section compares organizational structures, faculty elements, and numbers that make up each faculty structure and compares faculty processes relevant to this review. It focuses first on the permanent professors and equivalents

¹³ Initial Questions at Appendix B.

¹⁴ Some individual interviews with permanent professors were conducted at the Air Force Academy.

at the Military and Naval Academies followed by a review of military and civilian senior and junior faculty.

- ◆ 3. Assessment of Air Force Academy Permanent Professor And Faculty System—This section takes the current “snapshots” of the service academy faculties provided in Section 2, describes the faculty system, provides a brief historical perspective on unique institutional development of the Air Force Academy, and assesses current Academy permanent professors and faculty. Comparisons with the Military and Naval Academies are included in this section.
- ◆ 4. Review and Assessment of Other Findings, Conclusions, and Recommendations Regarding Faculty and Permanent Professorships—As directed by the NDAA, Section 528, this section addresses the findings, conclusions, and recommendations of the *Agenda for Change*, General Counsel Report, and the Fowler Panel Report.
- ◆ 5. Findings—This section contains and reviews the findings that address both the requirements of the NDAA with respect to permanent professors and faculty at the Air Force Academy, as well as broader Academy systemic issues.
- ◆ 6. Recommendations—This section contains recommendations that address improvements that should be undertaken to strengthen the Air Force Academy and its faculty.

2. Review of Faculty Systems at the Air Force Academy, the Military Academy and the Naval Academy

In accordance with the directives in the NDAA, Section 528, this section contains a comprehensive review of the existing faculty system at the Air Force Academy, including both civilian and permanent professors.¹⁵ It also compares the faculty and permanent professor systems at the three service academies.¹⁶ The assessment portion of is contained in Section 3. Comparisons between the three service academies are included throughout both sections. Detailed information compiled on the three service academies is contained in Appendices C, D, and E. This section contains information (mostly numerical) that enables side-by-side comparison of the service academies.

This review, subsequent assessment, findings and recommendations are based upon the systems view of the Air Force and other service academies as a whole system with sub-systems that together, interact with each other and with the greater parent service system. The systems approach is well suited to assessing strengths and weaknesses at any level of analysis and for broader comparison of the Air Force Academy to West Point and Annapolis. This study views the Air Force Academy faculty and permanent professors as an independent system to be reviewed, assessed and compared with faculty systems at the other service academies. Ultimate findings and recommendations contained in Section 5 and 6, however, focus on the faculty as a dependent sub-system impacted by actions taken or not taken to address faculty issues by the Academy and, in turn the Air Force system. This shift in perspective allows for fully addressing the faculty-centered focus of the NDAA and the broader context in which exists.

2.1 Comparing ‘Faculty Systems’

This section provides the review in a series of detailed data table “snapshots” of each service academy in a format that replicates the basic elements of a faculty system. By “faculty system” we mean a combination of the organizational structure under the Dean of Faculty or equivalent, faculty elements—the teaching population within the academic departments, and the key processes governing faculty personnel decisions such as selection, retention, promotion and performance review.

The data tables track with our original set of questions, and grew as we added and refined information. Our goal was to make each data table hold one of the three “faculty systems.” To the extent possible we have used tables to facilitate side-by-side comparison of current faculty systems at the Air Force Academy, West Point and Annapolis in that order.

Table 2.1 below provides top line authorized academic faculty numbers for all three service academies. The basis for comparison is the Air Force Academy faculty structure which does not have an athletic or professional development/military training department. In order to facilitate comparison to Air Force Academy, we deleted those numbers from West Point and Naval Academy. They are, however, provided in the Appendices for each academy.

¹⁵ Conduct a comprehensive review and assessment of the existing faculty system at the Air Force Academy, including both civilian and military permanent professorships.

¹⁶ Solicit information regarding the faculty and permanent professorship systems at the Naval Academy and the Military Academy and consider that information as part of the required assessment.

Table 2.1. Authorized Faculty

Authorized Faculty			
	Air Force Academy	U.S. Military Academy	Naval Academy
Total Faculty¹⁷	502	511	512
<i>Military</i>	379 (75%)	411 (80%)	233 (45%)
<i>Civilian</i>	123 (25%)	100 (20%)	279 (54%)

The academic organizational structures at the three service academies define the operating parameters of the Deans of Faculty with respect to their relations with the other mission elements of their respective academies. Through the numbers of division and department senior leadership positions, they offer a path toward career progression that can be open to many or limited to a few faculty members.

Admiral Larson sought to begin this study with a clear understanding of the Dean of Faculty organizational structure. He wanted to know where the senior leadership positions were located—to include the permanent professors, what academic priorities were reflected by the numbers and subject matter of academic departments and divisions, and how the faculty was distributed across the structure. He also was interested in how each academy dealt with the grayer areas of military education, professional development and training and how each academy chose to define what belonged under the Dean and what belonged under the Commandant of Cadets.

2.1.1 Senior Academic Leadership Structure

The following table illustrates the senior faculty leadership positions with the Deans of Faculty staffs. Only the Air Force Academy and West Point have Title 10 USC positions for selected senior military members of their faculties. As shown in **Table 2.2**, the formal titles associated with the Dean’s staff at each academy are different.

Table 2.2. Senior Faculty Leadership Positions with the Deans of Faculty Staffs

	Air Force Academy	U.S. Military Academy	Naval Academy
Titles	Dean of Faculty**	Dean of the Academic Board**	Academic Dean and Provost (civ)
	Vice Dean**	Vice Dean for Education **	Vice Academic Dean (civ)
		Vice Dean for Resources (civ)	Associate Dean of the Faculty (civ)
			Associate Dean of Academic Affairs (civ)

The double-asterisks indicate that the position is filled by an appointed permanent professor.

Two details are worth noting here. The first is that academic leadership at the Naval Academy is 100% civilian, while the top two leadership posts at the Air Force and Military Academies are military. To a large degree, these leadership numbers reflect each academies traditional military/civilian balance. The Naval Academy has maintained close to a 50/50 military-civilian split since its inception, while the Air Force Academy and West Point began their “civilianization” in 1993 after being directed to do so by Congress. Both the Air Force Academy

¹⁷ Numbers reflect *authorizations* under the organizational structure headed by the Deans. Numbers do not include Visiting Professors, faculty from other U.S. or allied militaries, and members of the Department of Physical Education. The numbers in each faculty element, however, were put together from a variety of manning tables that were not always consistent with the authorized numbers, and may reflect *assigned* rather than authorized personnel. Therefore, totaling the numbers in each faculty element will not equal the overall faculty number.

and West Point hold firmly to the belief that a predominantly military faculty best serves the needs of their mission and parent services. They each maintain close to 75/25 military to civilian ratio and that, too, is reflected in their academic leadership.

The second point is the difference in each Dean’s supporting academic structure reflecting a greater or lesser division of responsibilities. The smallest senior leadership structure belongs to the Dean of Faculty at the Air Force Academy with a single Vice Dean—a position which is filled “out of hide” by one of the existing Permanent Professors and Department Heads. In contrast, the Deans at the Military and Naval Academies divide faculty responsibilities among two and three full-time Vice/Associate Deans respectively. The three service academies are nearly equal in their faculty numbers, so these differences are driven by factors other than span of control.

2.1.2 Academic Division and Department Structure

This section summarizes the Divisions and Departments of each of the three service academies along with the number of permanent professors in each.

Air Force Academy

As **Figure 2.1** illustrates, the Dean of Faculty at the Air Force Academy heads an academic organization comprised of four Divisions and 19 Academic Departments divided as follows.

- ◆ **Basic Sciences Division:** Biology, Chemistry, Computer Science, Mathematics, Physics
- ◆ **Humanities Division:** English, Foreign Language, History, Philosophy
- ◆ **Engineering Division:** Aeronautics, Astronautics, Civil Engineering, Electrical Engineering, Engineering Mechanics
- ◆ **Social Sciences:** Behavioral Sciences and Leadership, Economics and Geography, Law, Management, Political Science.

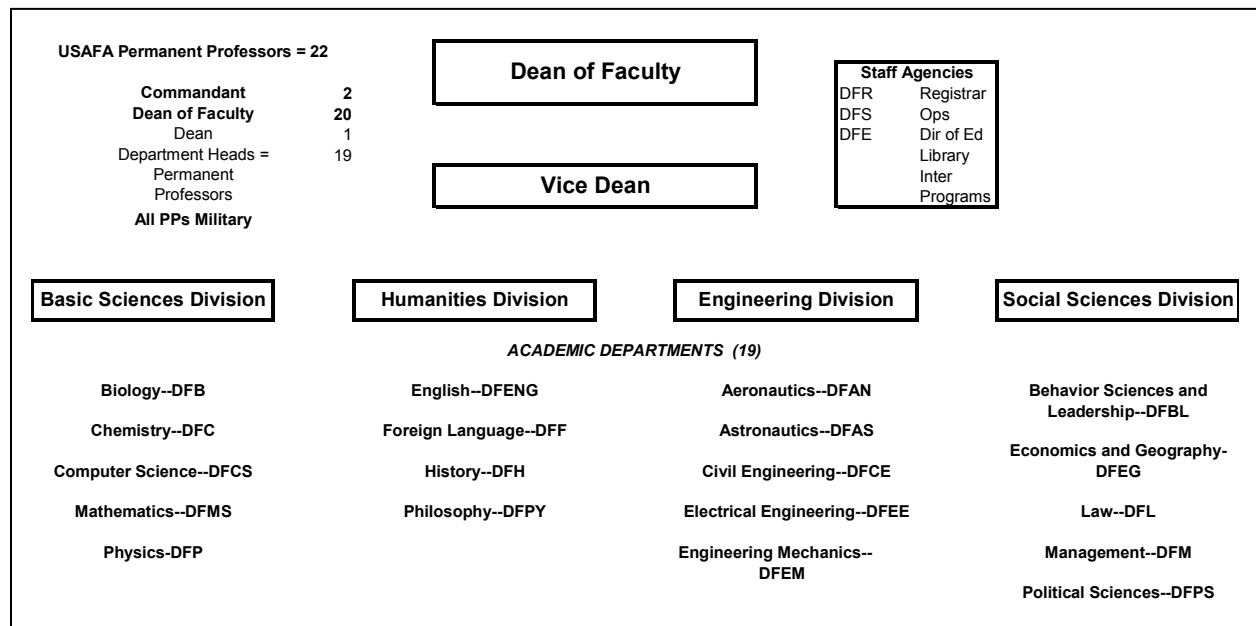


Figure 2.1. The Air Force Academy Faculty Structure

In the Air Force Academy academic structure, the 19 of 20 permanent professors assigned to the Dean of Faculty (the Dean brings the number to 20) are “dual-hatted” as Department Heads.

The senior Department Head in each Division heads that Division— at least four permanent professors are “triple-hatted.” There are no civilians in this structure.

U.S. Military Academy

As shown in the following table, the Dean of the Academic Board at the Military Academy heads an academic organization comprised of 13 Academic Departments with no intervening Divisional Structure.

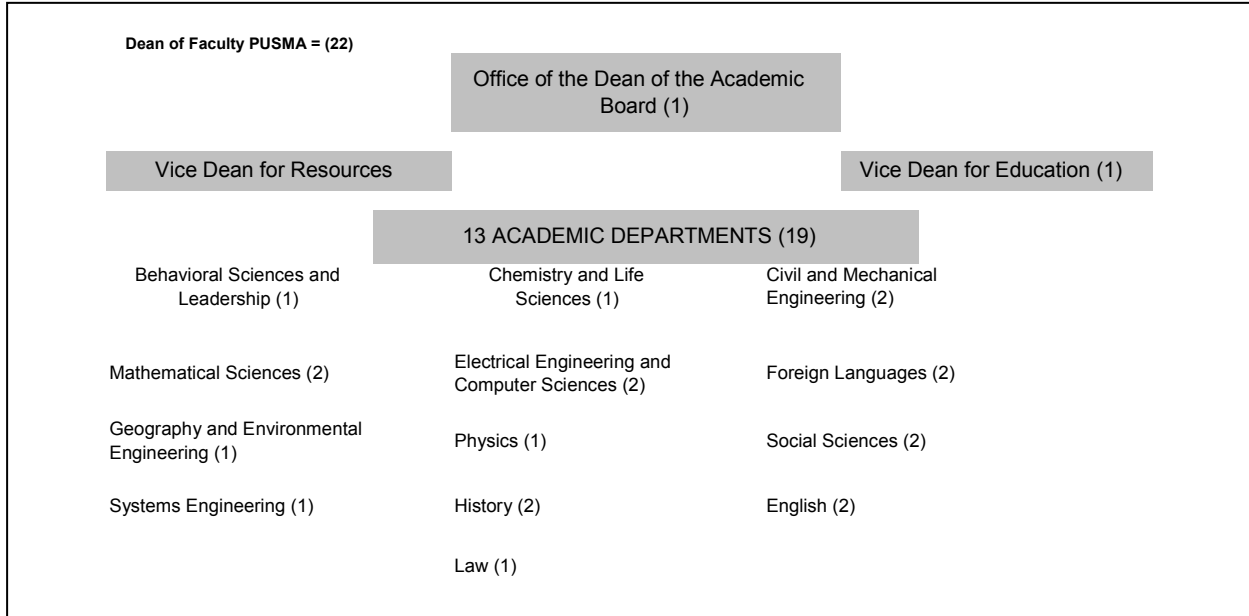


Table 2.3. The Military Academy Faculty Structure

Table 2.4. Academic Departments Summary

Behavioral Sciences and Leadership	History*
Mathematical Sciences*	Law
Geography and Environmental Engineering	Civil and Mechanical Engineering*
Systems Engineering	Foreign Languages*
Chemistry and Life Sciences	Social Sciences*
Electrical Engineering and Computer Sciences*	English*
Physics	History*

Table 2.4 highlights those Departments (marked with an *) that have Professors, U.S. Military Academies (PUSMA) as both Department and Deputy Department Heads.

Like the Air Force Academy, the 21 PUSMAs are dual-hatted as Department Heads and there are no civilians in those positions. With fewer Departments and no Divisions, West Point has assigned the seven remaining PUSMAs as Deputy Department Heads.

Naval Academy

The Academic Dean and Provost at the Naval Academy heads an academic organization that structurally mirrors that of the Air Force Academy with four Divisions and 18 Departments. The four Division Directors are rotating senior military officers. None of them are PMPs—a non-Title 10 Navy-wide special career path instituted by Admiral Larson in 1998.¹⁸ As a rule at the Naval Academy, Department and Deputy Department Chair duties rotate periodically and are

¹⁸ The differences between PMPs, PUSMAs and the Air Force Academy permanent professors will be discussed in detail in a following section

open to both military and civilians. Normally if the Department Chair is civilian, the Deputy is military and vice versa. The Naval Academy academic Departments in the following list are color coded ([military](#)/[civilian](#)) to indicate the status of the Department Chair.

- ◆ **Division of Engineering and Weapons:** Aerospace Engineering, [Electrical Engineering](#), Mechanical Engineering, Naval Architecture and Oceanographic Engineering, Weapons and Systems Engineering.
- ◆ **Division of Humanities and Social Sciences:** Economics, English, History, Language Studies, Political Science
- ◆ **Division of Mathematics and Sciences:** Chemistry, Computer Science, Mathematics, [Oceanography](#), Physics
- ◆ **Division of Professional Development:** [Leadership, Ethics and Law](#), [Professional Programs](#), [Seamanship and Navigation](#).

Figure 2.2 illustrates the Naval Academy’s faculty structure.

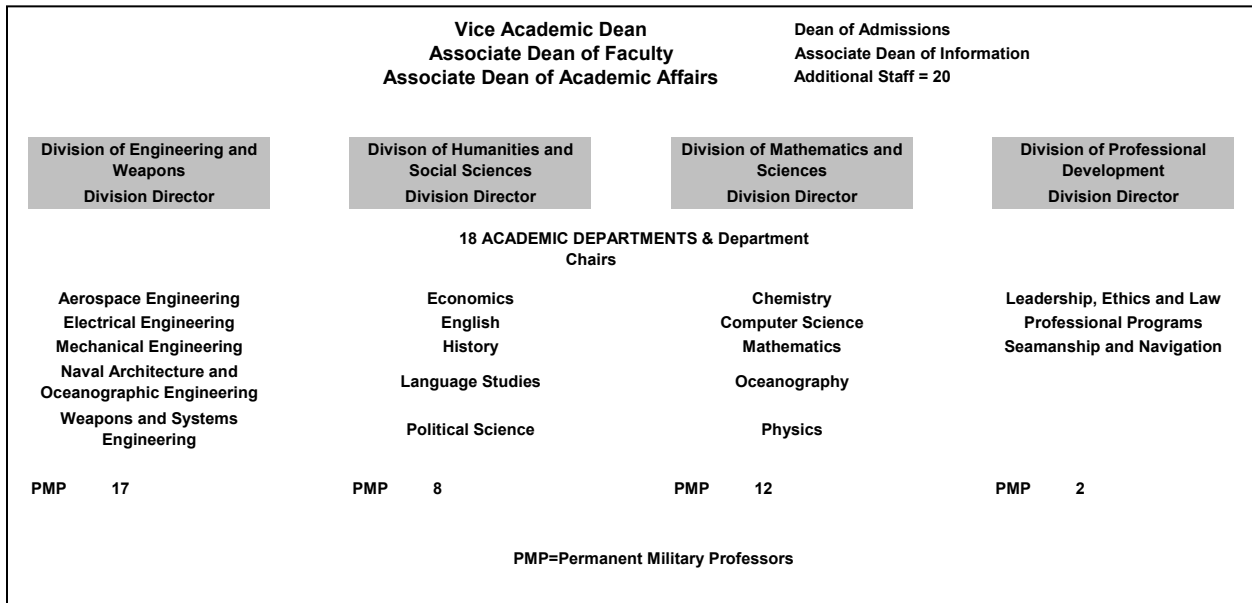


Figure 2.2. The Naval Academy Faculty Structure

2.1.3 What is and is Not Part of the “Academic Structure”

As discussed in subsequent sections, the degree to which professional development, military education, training and even athletic programs fall under the Dean’s or the Commandant’s organization reveal much about the historic relationships between the two as it can about individual service philosophy towards its’ academy. **Table 2.5** below provides a summary of Dean and Commandant areas of responsibility.

Table 2.5. Comparison of Dean and Commandant Responsibilities at the Service Academies

Air Force Academy		West Point		Naval Academy	
Dean	Commandant	Dean	Commandant	Dean	Commandant
19 Academic Departments	1 Academic Department ¹⁹	13 Academic Departments	Department of Military Instruction	17 Academic Departments	Professional Development Division (includes Leadership, Seamanship and Navigation) ²⁰
	Athletic Department		Cadet Leadership Development System		Commands and administers the Brigade of Midshipmen and has no formal military training organization.
	Center for Character Development ◆ Character and Leadership ◆ Excellence ◆ Honor		Center for Professional Military Ethics		
	Airmanship				
	Military Training				

This table shows the differences between the Air Force Academy and the other two academies. At the Air Force Academy, unlike West Point and the Naval Academy, not only does the Commandant of Cadets have responsibility for the Athletic Department, he is also responsible for a twentieth academic department headed by a Permanent Professor/Department Head who is also the Commander of the 34th Education Group under the Commandant’s organization—the 34th Training Wing. A further discussion of this Air Force Academy-unique structure is contained in Section 3.

As noted above, the Naval Academy considers the Professional Development Division an integral part of the Dean’s academic organization. The Commandant of Cadets at the Naval Academy has no formal training organization under his command; his responsibility is to command and administer the Brigade of Midshipmen. West Point has the most traditional division of responsibilities with leadership and military training under the Commandant and academic departments under the Dean

2.1.4 Academic and Department Structure Summary

Comparing faculty organization charts introduces several issues we will be commented on later in this study. With respect to the Air Force Academy, the comparison of the Dean of Faculty’s academic structure with that of his counterparts shows little significant difference until the additional comparison is made between Dean and Commandant at each service academy. At this

¹⁹ The 34th Education Group offers a major in Military Strategic Studies,

²⁰ The Director of the Professional Development Division formally reports to the Commandant of Midshipmen, but his organization is carried as a part of the Naval Academy’s total academic offerings. He is one of the Dean’s four academic Division Directors.

point, what emerges is the Air Force Academy Commandant’s ownership of an academic department, headed by a permanent professor, which mirrors the other 19 Departments under the Dean.

Air Force Academy permanent professors, and PUSMA were highlighted to show the degree to which they are institutionalized within the academic structures of these two service academies as Department Heads. This is in contrast to the civilianized and rotational departmental leadership structure at the Naval Academy and raises key civilian career progression issues we will address later in this report.

As previously stated, these differences are reflective of each Academy’s mission and relationship with its parent service. The above comparison of the academic structures of the three service academies reveal that when it comes to organizational design and composition of the academic faculty, one size does not fit all

2.2 Review of the Components of the Faculty System

Table 2.6 below recaps the overall civilian-military breakout in the three service academy faculties. As we will see in the discussion below and in our findings and recommendations, how faculties and academies determine and deal with the consequences of their particular military-civilian ratio can have a positive or negative effect on how well the faculty system functions.

Table 2.6. Authorized Faculty Numbers for the Service Academies

	Air Force Academy	West Point	Naval Academy
Total Faculty²¹	502	511	512
<i>Military</i>	<i>379 (75%)</i>	<i>411(80%)</i>	<i>233 (45%)</i>
<i>Civilian</i>	<i>123 (25%)</i>	<i>100 (20%)</i>	<i>279 (54%)</i>

2.2.1. The Faculty Elements Described

In their most important manifestation, academic organizational structures reflect the knowledge and intellectual capabilities defined by their parent service as most critical in the development of future officers. But nothing can be taught without teachers. Little can be learned by cadets or midshipmen without being motivated and intellectually challenged by a dynamic, rigorous curriculum seasoned with practical military applications and brought to life in the classroom or laboratory by a well-credentialed service academy faculty.

A faculty, however, is not a single entity, and to treat it as a homogenous group characterized primarily by output (breadth of majors offered, credentials, national academic rankings or award winning students) would likely overstate strengths and understate weaknesses. At the other extreme, to break down the faculty into too many “entities” (detailed faculty numbers, ranks, gender, degrees and other demographics) might lead to conclusions about diversity that would again not always ring true in terms of overall system effectiveness.

Air Force Academy and West Point faculties are subdivided into four distinct faculty elements:

- ◆ Title 10 permanent professors (military)
- ◆ Senior military professors

²¹ Numbers reflect *authorizations* under the organizational structure headed by the Deans. Numbers do not include Visiting Professors, faculty from other U.S. or allied militaries, and members of the Department of Physical Education. The numbers in each faculty element, however, were put together from a variety of manning tables that were not always consistent with the authorized numbers, and may reflect *assigned* rather than authorized personnel. Therefore, totaling the numbers in each faculty element will not equal the overall faculty number.

- ◆ Civilian professors
- ◆ Rotational military faculty.

The Naval Academy has three.²² These faculty elements each have different roles, functions, and character. Each has strengths and weakness inherent to their ranks and experience. Each has different levels of academic and operational or career experience and longevity at their institutions. As a result, each faculty element brings different but valuable contributions to the overall mission accomplishment of their faculty and service academy. Together with organizational structures and processes, these faculty elements are the working pieces of the faculty system. For the faculty system to function optimally, these elements must be working in concert with each other in order to ensure proper cadet development.

To effectively accomplish this study, it was necessary to compare service academy faculties. This involved capturing a significant amount of data. For purposes of comparison, it is necessary to have a proper understanding of the different titles each service academy uses to describe members of the basic faculty elements. For this study, tables reflecting “faculty equivalencies” were developed. These tables are contained in Appendices C, D, and E. Information “slices” from these tables are used throughout this section of this report.

2.2.1.1 Title 10 Permanent Professors (Air Force and Army Only)

By virtue of their appointment by the President of the United States, the 22 Title 10 permanent professors at the Air Force Academy, and their counterparts, 23 PUSMAs have special terms of service and make critically important contributions to their service academies and faculties. By codifying their positions in public law, Congress intended these senior military officers to remain a part of their academies until retirement in order to:

- ◆ Provide continuity and stability to academic programs and within academic departments
- ◆ Provide senior officer leadership to Departments and Divisions and contribute to the professional development of the more junior faculty
- ◆ Provide the classic “soldier-scholar” role model for cadets and midshipmen.

Table 2.7 is a side-by-side comparison of Air Force and West Point permanent professors.

Table 2.7. Air Force Academy and West Point Permanent Professor Comparisons

	Air Force Academy	U.S. Military Academy	Naval Academy
Faculty Element	Dean of the Faculty (DF)	Dean of the Academic Board	Academic Dean and Provost
Title 10 Permanent Professors (USAFA, USMA)	(4%) Permanent Professors including Dean; appointed by Title 10, military only, 19 DF PPs all Department Heads (DH); serve until age 64;	(5%) Permanent Professors (Professors, USMA or PUSMA) ²³ including Dean; appointed by Title 10 military only, 13 Department and 7 Deputy Department Heads; serve until age 64	None

Professors, U.S. Military Academy. USC Title 10, Section 4331 establishes authorizations for 23 permanent professors, (Professors, U.S. Military Academy) a number that has remained

²² The Naval Academy has no Title 10 military professors.

²³ The 23 Professors, U.S. Military Academy positions include the Head of the Athletic Department which comes under the Dean of the Academic Board.

constant since 1978. This number includes the Dean of the Academic Board. The following is a brief review of the West Point processes affecting PUSMAs:

- ◆ **Selection:** PUSMAs are selected based on a nationwide search of eligible Army officers (both active and retired). The Dean of the Academic Board establishes an ad hoc four-member committee for selecting PUSMAs to include three Professors, U.S. Military Academy or professors of designated disciplines and one Department of the Army representative recommended by the Army Deputy Chief of Staff for Personnel and approved by the Dean and Superintendent.²⁴ The PUSMA positions are open to all Army officers who meet military, academic and personal criteria outlined in the Dean’s Policy and Operating Memorandum (DPOM) 3-1.
- ◆ **Retirement:** PUSMAs must retire at age 64, but “permanent professors with more than 30 years of commissioned service may be retired involuntarily by the Secretary of the Army.
 - Title 10 USC Section 1079a allows Professors, U.S. Military Academy to retire in the grade of brigadier general with the approval of the Army and without 0-7 pay and allowances.²⁵
- ◆ **Review:** After thirty years of commissioned service, the performance of permanent professors is reviewed every five years by the Department of the Army.”²⁶
- ◆ **Command:** Title 10 restricts PUSMAs from exercising command outside their academic department.
- ◆ **Sabbaticals:** Sabbaticals are authorized every six years for a maximum of one year

Air Force Academy Permanent Professors

“We had to be accredited, or the cadets couldn’t have a degree when they graduated, and we were going to get that class of 1959 with degrees if it was the last thing we did.”
*LtGen James E Briggs, first Superintendent of the Air Force Academy*²⁷

In July, 1955, eight years after the establishment of the Department of the Air Force the Air Force Academy opened the doors of its temporary facility in Lowery Air Force Base, Denver, Colorado to the Class of 1959. Along with a furious drive for accreditation came a determination to develop a broad, innovative curriculum suitable for a new breed of Airmen capable of leading the U.S. military into the space age. Above all else, the Air Force Academy needed military leaders and faculty equal to the task. Academy leaders had understandably chosen the West Point model of an all military faculty, so a premium was placed on recruiting a core of the best “military professors” available and institutionalizing their “tenure” in order to insure constant, quality stewardship of their ambitious academic programs. By 1962, the Air Force and its

²⁴ DPOM 3-1 3 February 1995 “Dean’s Policy and Operating Memorandum Procedures for Selecting Senior Military Academic Faculty Members”, USMA.

²⁵ On the recommendation of the Superintendent, U.S. Military Academy and in response to the PUSMAs, Army G-1 has taken recent action to remove the term “honorable” from section 1079a. This action makes clear the Army’s intent the PUSMAs post-retirement promotion to Brigadier General, even without pay and allowances was intended to recognize PUSMAs for their long service and special contributions. After researching law and policy, West Point could find no justification or even intent to qualify the promotion with the term “honorary”, concluding that it was likely intended to remind decision-makers the promotion was without pay. Telephone interview with executive director, Dean of Academic Board, 15 April 2004.

²⁶ Forsythe, p 1.

²⁷ Lovell p.68

supporters in Congress had codified 22 permanent professor positions into law.²⁸ The numbers and rationale for Air Force Academy permanent professors have not changed since that time. Title 10 Sections 9331 and 9335 established authorizations at the Air Force Academy for 22 permanent professors to include the Dean of Faculty.

The 22 permanent professors make up four percent of the total faculty.²⁹ The following is an overview processes affecting permanent professors³⁰

- ◆ **Selection:** Permanent professors are selected from among all eligible field grade officers in the Air Force. Candidates are required to have a Ph.D., strong Air Force leadership experience, solid career credentials and some teaching background.³¹
- ◆ **Retirement:** Unless extended by the SecAF, a permanent professor will retire upon completing 30 years of service as a commissioned officer. Mandatory retirement age for permanent professors is 64.³²
 - The provisions of Title 10 Section 8962 provide that permanent professors (colonels) may be retired in the “honorary” grade of brigadier general, but without the pay of that grade. The Secretary has delegated the Air Force Personnel Council authority to approve these promotions.³³
- ◆ **Review:** Permanent Professors are reviewed every five years by the Superintendent and the Secretary of the Air Force.
- ◆ **Sabbaticals:** Sabbaticals are authorized every 6 years for a maximum of two years.
- ◆ **Command:** Permanent Professors...exercise command only in the academic departments of the Academy.”³⁴

The Air Force Academy permanent professor program was modeled on the Professors, U.S. Military Academy program. It is not surprising that there is little to distinguish them. Both are anomalies within their parent service—active duty military officers with permanent teaching positions not subject to the high operational tempo and constant rotation of today’s military environment. Both are also institutions within their service academies.

However, a significant difference between Air Force Academy permanent professors and West Point Professors, U.S. Military Academy is the degree to which negative Air Force perceptions

²⁸ A core of 22 permanent professors, (less than 6% of the total faculty) is essential to provide direction, quality, and continuity for the instructional program as a whole...” United States Air Force Academic Advisory Committee Report 24 February 1964 p 11.

²⁹ In the case of Air Force Academy, the Department of Military Strategic Studies (34th Education Group) is an “academic department” under the Commandant of Cadets (34th Training Wing) and is headed by a Permanent Professor dual-hatted as the Commander of the 34th Education Group—the only PP who is a commander. A second Permanent Professor heads the Department of Athletics. Under the direction of the Agenda for Change, this formerly separate mission element is now under the Commandant of Cadets.

³⁰ As a result of a wholesale institutional review in the wake of the sexual assault crisis, some details of the Permanent Profession selection, retention, retirement and review processes are under review. Proposed changes as well as the current processes are included in the Air Force Academy data/narrative table and are too lengthy to include here. Section 4 contains the assessment of the various recommendations and changes to date.

³¹ Information Paper prepared by the Vice Dean Air Force Academy for Admiral Larson 15 March 2004 summarizing USAFAI 36-151 draft 30 Oct 2003 Para 2.

³² USAFAI 36-151 draft 30 October 2003 Para 13.

³³ USAFAI 36-151 20 March 2000 para 13.1 and 13.2. This type of promotion is sometimes referred to as a “tombstone” promotion. Note the term “honorary” is in the Title 10 as it is in the Army version of the same policy.

³⁴ Title 10 US Code Subtitle D, Part III, Chapter 903, Section 9334 (b)

of their permanent professors as being “disconnected from the operational Air Force” appear to be changing not only the focus of their sabbaticals, but toward a major change to the above Title 10 restrictions on being able to command outside of the Air Force Academy.

Air Force Academy Permanent Professors and “Operational” Sabbaticals

Table 2.8 compares the current sabbatical rules for the Air Force Academy and West Point along with the Air Force Academy’s proposals for change.³⁵

Table 2.8. Rules On Sabbaticals for Permanent Professors

Air Force Academy	West Point
<p>CURRENT “The Superintendent may approve requests for sabbatical assignments for permanent professors for the purpose of additional military or academic training. The duration of such assignments is covered in USAFAI 36-160, Sabbatical Assignments.”³⁶ –but is typically 2 years. Sabbaticals normally come after 6 years.</p> <p>PROPOSED More frequent operational tours: “permanent professors have been encouraged to seek operational tours”³⁷ and the Dean of Faculty is proposing that a “system be put in place to formalize and better define the requirements for periodic operational tours for Permanent Professors.”³⁸</p>	<p>CURRENT DPOM 3-9 covers the rules governing “sabbatical leaves and academic absences”³⁹. The purpose of sabbatical leaves is “to provide a substantial period of intellectual renewal, disciplinary updating and scholarly concentration to senior faculty”⁴⁰.</p> <p>Sabbaticals are limited to one year and normally come after 6 years at the Military Academy and after approval of a “sabbatical proposal that describes in detail the envisioned benefit to the Military Academy and the Army”⁴¹.</p>

Some operational currency is necessary to keep both Air Force Academy permanent professors and PUSMAs connected with their particular career field. Sabbaticals are also valuable for building networks between their Departments and other Air Force organizations or personnel and for allowing permanent professors to lend their considerable expertise to assist in crisis areas. Importantly, sabbaticals also allow permanent professors to speak with authority and immediacy on current service issues and bring the soldier-scholar role model to parent service organizations. West Point particularly understands and utilizes sabbaticals to good effect for both the Military Academy and the Army.

With one year sabbaticals every six years, PUSMAs maintain operational currency responding when possible to more frequent Army requests for temporary assistance—especially now in Iraq and Afghanistan.⁴² In addition, West Point has one PUSMA slot each year at the Army War College where they serve as a teaching fellow and get full course credit. The Army and West Point systems appear well synchronized when it comes to insuring PUSMAs maintain their operational currency without extended tours away from the academy. In this sense West Point’s strategic perspective and use of short-term assignments and deployment to allow PUSMAs the

³⁵ Unless noted, sabbaticals apply to the permanent professors at the Air Force Academy, the Professors, U.S. Military Academy and full civilian professors.

³⁶ USAFAI 36-151 20 March 2000 (the current regulation) para 12

³⁷ Vice Dean Information Paper p. 6

³⁸ Ibid

³⁹ DPOM 3-9 Dean’s Policy and Operating Memorandum Sabbatical Leaves and Academic Absences” 15 October 1992.

⁴⁰ Ibid, p.1

⁴¹ Ibid, p.2

⁴² Both the West Point Dean of the Academic Board and Vice Dean have recently deployed to Iraq and Afghanistan respectively.

flexibility to extend their experience to the operational Army and allow them to bring meaningful field experience back to West Point. These operational tours, however short, enhance the credibility of PUSMAs and garners respect from faculty, staff and cadets.

Title 10 Command Restrictions

Current Title 10 language for both Air Force Academy permanent professors and PUSMAs prohibits them from holding command outside their academic department. At the present time, there is pressure at the Air Force Academy to lift this restriction. This restriction on command does not appear to be a problem for the PUSMAs, as most Army officers have their first command as a Captain (0-3). PUSMAs often have a second command tour before entering the graduate school pipeline reroute to West Point. The same is generally true for the most senior military faculty at the Naval Academy. However, maintaining operational currency is seen as an important part of the permanent professor lifecycle at both the Air Force Academy and West Point.

What is strikingly different between the two service academies is the degree of comfort each feels with respect to their current limitations. PUSMA’s operational credentials are not suspect because they are serving as permanent professor. Both the Army and West Point value this element of their faculty system for the stability, continuity and expertise they bring to academic programs, as well as the leadership they provide to junior faculty and cadets. PUSMAs often serve in the field, including in combat zones (usually on a fairly short duration temporary posting vice a sabbatical); there is no pressure, however, to take command outside the academy. The Army and the academy value PUSMAs for who and what they are —academic professors, not commanders.

How Permanent Are the Permanent Professors

There is a perception that the Air Force Academy’s permanent professors have been at the Academy too long and have lost touch with the Air Force. However, the average tenure of permanent professors at West Point and the Air Force Academy is about 9 years. These numbers indicate that the permanent professors are fulfilling the role for which they were intended—providing stability and leadership. It appears the term permanent is misleading and inaccurate.

Table 2.9. Permanent Professor Longevity⁴³

	Air Force Academy	Military Academy
Total Number (least/most)	22	23
Average years as PP	9.5 (2/27)	9
Average Years as Department Head	7.8 (2/25)	6.4 (3/18)
Average Years in service	29.6 (21/41)	31.3 (21/39)

2.2.1.2 Senior Military Faculty (Non-Permanent Professors)

In contrast to the similarities between the permanent professors and PUSMAs the three service academies have different methods of retaining a “critical mass” of military PhDs outside the relatively small numbers of permanent professors. In addition to providing another layer of stability, and continuity to academic programs, senior

military faculty members are expected to make a variety of other contributions to service academy faculties. These contributions can include:

- ◆ Recent operational and command experience
- ◆ “Fresh out of graduate school” currency in their academic discipline

⁴³ Statistics provided by Air Force Academy Vice Dean via email March 30, 2004, and Military Academy Vice Dean for Education, information package for Admiral Larson’s visit Mary 11–12, 2004

- ◆ The ability to act as Department Heads and hold key staff positions
- ◆ An additional faculty resource for military leadership, professional development and soldier-scholar role model for cadets and midshipmen.

Table 2.10 highlights similarities and differences among the different service academies senior military faculty systems. In addition, the processes covering senior military faculty selection, selection for advanced degrees and academic promotion are covered in the individual service academy data/narrative tables.

Table 2.10. Similarities and Differences among the Different Service Academies Senior Military Faculty Systems

Air Force Academy	West Point	Naval Academy
(2%) 0-6 Senior Military Professors (SMP) , (11%) Sequential Tour Officers (STO) 0-4 to 0-5 with PhD; ⁴⁴ both serve 4-year renewable tours	(17%) Academy Professors (AP) . Army 0-5/0-6 with PhDs; serve until statutory retirement date	(6%) Permanent Military Professors (PMP) . Dept of Navy special career path 0-4/0-5s; with PhD enrout; 0-6 with PhD; serve until statutory retirement date

Together with permanent professors, senior military faculty at the Air Force Academy and West Point make up 19% and 22% respectively of the total academic faculty. At the other end of the spectrum, Naval Academy PMPs account for 6% of their faculty. As noted earlier, the Naval Academy PMP program is relatively new; having started in 1998 and the Naval Academy would like to nearly double this allocation.

What all three senior military faculties have in common is they represent a serious investment of time and money on the part of their parent service to qualify them for their positions. However, the selection processes for senior military faculty at West Point and the Naval Academy are quite different from the process at the Air Force Academy.

Both the West Point professors and the Navy PMPs are competitively selected from a pool of command-experienced officers who agree to serve the remainder of their career on their service academy faculty in return for a three-year enrollment in a doctoral program. At the Military Academy the Dean appoints a search committee to screen applicants. The Bureau of Naval Personnel controls the PMP selection process.

The processes by which the Air Force Academy’s senior military faculty are selected for PhDs involves no less investment in school time.⁴⁵ It does appear, however, to be a process that relies heavily on each academic department to recruit from first-term faculty or find a candidate with an advanced degree primarily through personnel channels. The downside of this department-centered process is that there is less bargaining power with the parent service. Air Force Academy departments are often involved in complicated trade-offs with a selectee’s career field manager, especially if he or she is rated and it may be away from their career field for many years. In contrast to the selection processes for academy professors at West Point and PMPs at the Naval Academy, the Air Force Academy’s process appears difficult and uncertain. Added to that uncertainty is instability. The Air Force Academy’s senior military faculty serve four-year

⁴⁴ The Air Force Academy has eight 0-6s with PhDs among the Sequential Tour Officers, but their seniority is recognized under the title “Senior Military Professor” (SMP). The SMP selection process includes an Air Force-wide competition with the final selection determined by an Air Force Academy Colonels panel; in contrast, STOs are selected by their Department Head.

⁴⁵ SMP is a title given to 0-6 with PhDs who are not one of the 22 permanent professors. At one time, most of them were “sequential tour officers”, so the differences in titles reflect primarily differences in rank.

renewable tours; their counterparts at West Point and the Naval Academy serve until statutory retirement

The Military Academy’s academy professors are likely to have had a prior faculty tour at West Point. Like the PMPs at the Naval Academy who are even more likely to have had no prior Naval Academy tours, academy professor tend to begin their senior faculty tour with a larger body of operational experience than do their Air Force Academy counterparts, but significantly later in their career. As a result, and in order for the service academy to get maximum benefit from their educational investment PMPs and academy professors must make the decision to forgo any further chances for command and serve on the faculty until retirement

2.2.1.3 Civilian Faculty

Civilian professors have made up over half the Naval Academy faculty since its founding. Only in 1993, under the direction of the Congress, did the Air Force Academy and the Military Academy add civilians. Since that time, however, it is clear from a fact finding visits to the service academies made for the study, associated interviews and research that civilians have become a highly valued element of the faculties at both institutions—as they are at the Naval Academy. As pure academicians⁴⁶ in a military environment, civilian professors make unique and important contributions to the faculty system to include:

- ◆ A fresh and often provocative world view not bounded by military culture
- ◆ Doctoral-level currency and depth in their academic disciplines
- ◆ Access to powerful educational, professional, alumni and research networks
- ◆ Opportunities for cadets and midshipmen to build awareness of the increasingly large and critical roles played by civilians throughout the Department of Defense and their parent service.

There is one important caveat however, civilian professors who are military retirees may not bring a fresh outlook or the other attributes of pure academicians to their positions.

Table 2.11. Civilian Professors: Numbers and Processes

	Air Force Academy	U.S. Military Academy	Naval Academy
Civilian	123 (25%)	100 (20%)	279 (54%)
Civilian Full and Associate Professors (PhD)	(16%) No tenure ⁴⁷ ; 5 year renewable contracts, policy excludes them from being DH or DDH	(11%) No tenure; 6 year renewable contracts	(40%) Tenured Civilian Professors (Associate and Full Professors) including Dean; follow civilian university guidelines for tenure; share Dept, Deputy Department Heads with PMPs (see below). Serve until elect to retire.
Civilian Assistant Professors and Instructors (PhDs)	(9%) Initial 3 year probation, 5 year renewable contract	(8%) Initial 1 year probation; 3 years to make Assistant Prof; if promoted, then 6 year renewable contract	(14%) Initial 3 year tour, first year probation; 5 years to make Assistant Prof; if promoted, then six years to Assoc. Prof then tenure.

‘Civilianization’ At the Air Force Academy

⁴⁶ A term used throughout this report to differentiate between civilian professors who are military retirees.

⁴⁷ According to AFI 36-804 para 8, p 3, “USFA may not grant academic tenure”.

Few differences have distinguished the Naval Academy academic system from the Air Force and Military Academies more than the attitudes over civilians on their academy faculties. As previously noted, civilians have been an institutionalized element of the Naval Academy faculty system from its very beginnings.⁴⁸ By contrast, West Point had an all military faculty from its beginnings. When the Air Force academy was established in 1955 it followed West Point in creating and an all military faculty.

The 1994 NDAA finally put an end to the debate by directing the Air Force Academy and the Military Academy to ‘civilianize.’ Some in Congress wanted to set a goal of 50% civilians to match the Navy, but the final language allowed the service secretaries the latitude to determine the right number and the right pace of civilianization for their service academy.

With parent service permission, the Military and Air Force Academies responded with caution, phasing in civilian faculty to 22% and 25% respectively. The Air Force Academy was especially cautious; 30% of the civilian professors now assigned are retired military officers—many former Air Force Academy military faculty members with PhDs. By contrast, West Point seeks to hire only pure civilian academicians.⁴⁹

The Issue of Tenure

The service academies come out on both sides of the tenure debate and the issue of civilian tenure sharply distinguishes the faculty structures and academic philosophies of the Air Force Academy and West Point from that of the Naval Academy. As a matter of service policy, neither the Air Force Academy nor West Point grants tenure to their civilian professors. There are neither permanent nor tenured civilians at either institution. Instead, civilians at both academies work under renewable contracts.⁵⁰

By contrast, a tenured civilian faculty has been a major and valued component of the Naval Academy faculty structure since 1854.⁵¹ At the present time, 207 of 279 total civilian faculty—74%—are tenured. One immediate conclusion that can be drawn from comparing service academy policies toward civilian tenure is that faculty structure reflects bargaining power. With civilians comprising 54% of the total faculty the Naval Academy is twice as dependent on this element of the academic workforce for providing the quality learning environment and meeting accreditation requirements than either the Air Force Academy or West Point. With tenure being the key to faculty professional status in civilian universities, the Naval Academy recognized almost from its inception that tenure also had to be a necessary part of their faculty model in order to attract “the nation’s best civilian educators.”⁵²

The Maturing Civilian Faculties at the Air Force Academy and West Point

The civilians who entered the Air Force Academy and the Military Academy as the “class of 1993” did so with enthusiasm, welcoming the opportunity to serve in a “world class institution

⁴⁸ The Navy’s rationale for having a 50% civilian faculty is twofold: “they lack sufficient numbers of officers with advanced degrees, and have traditionally held the view that advanced academic courses are more effectively taught by civilian professors” DoD Review of the Faculty Mix at the U.S. Service Academies” March 1977 p.17

⁴⁹ At West Point, there are only two exceptions to the desire to hire true civilian professors.

⁵⁰ See appendices on Air Force Academy and West Point for details of civilian faculty selection, retention and promotion.

⁵¹ USNA Faculty Handbook Section III. 1. (a)

⁵² USNA Faculty Handbook 1 May 1998 published under the direction of Admiral Charles R. Larson, Superintendent.

with a national impact on values, integrity and service”.⁵³ Eleven years later, as was evidenced through interviews with civilian professors at both service academies during the course of this study, the same enthusiasm and level of commitment still exists. However, at the Air Force Academy in particular, civilian faculty members expressed some concern about the lack of opportunity for tenure, limited opportunities for research, a desire for an expanded leadership role within academic departments, and equal desire for greater role in curriculum development decisions outside their academic departments.

At the Air Force Academy, these concerns were expressed by civilian professors who had no prior military service. At the West Point, these concerns were also voiced by a few, but the greater consensus was they were satisfied with the status quo. As one civilian professor put it, “we understand the issue of tenure and what is expected of us here.”⁵⁴ Whether satisfied or not with lack of tenure, leadership opportunities or decision-making roles, the civilian faculties at the Air Force Academy and West Point are moving up in academic rank and moving into Departmental and curriculum leadership positions. As **Table 2.12** shows, the civilian faculties are maturing and this will increase the pressures on their systems to alter the manner in which it manages the civilian faculty.

Table 2.12. Civilian Faculties at the Air Force and Military Academies are Maturing

	Air Force Academy		U.S. Military Academy		Naval Academy	
Total Faculty⁵⁵	502		511		512	
<i>Military</i>	379 (75%)		411(80%)		233 (45%)	
<i>Civilian</i>	123 (25%)		100 (20%)		279 (54%)	
ACADEMIC RANK	M	C	M	C	M	C
Full Professor	7%	28%	14%	22%	12%	46%
Associate Professor	10%	32%	4%	35%		29%
Assistant Professor	42%	28%	34%	39%	57.5%	25%
Instructor	40%	5%	48%	3%		<1%

2.2.1.4 Rotational Faculty

“We graduate two new classes a year, new lieutenants and the rotating faculty that go back to the regular Army. They take West Point with them.”

- LTG William Lennox, Jr. Superintendent, U.S. Military Academy⁵⁶

The rotating faculty are the lifeblood of a healthy faculty system. As reflected in the following table, these junior faculty elements comprise over half the faculty at the Air Force and Military Academies and 37% at the Naval Academy. Rotating faculty are comprised primarily of 0-2 to 0-4s who normally serve a single tour on a service academy faculty, then return to their primary branch, community or career field. The quality of rotating faculty is a direct reflection on the level of importance the parent service places on its academy. With today’s operational tempo, no parent service will guarantee its academies receive all the “best and brightest.” If the parent

⁵³ 18 March 2004 Admiral Larson interviews with Air Force Academy civilian professors.

⁵⁴ 11 March 2004 Admiral Larson interviews with West Point civilian professors.

⁵⁵ Numbers reflect **authorizations** under the organizational structure headed by the Deans. Numbers do not include Visiting Professors, faculty from other U.S. or allied militaries, and members of the Department of Physical Education. The numbers in each faculty element, however, were put together from a variety of manning tables that were not always consistent with the authorized numbers, and may reflect **assigned** rather than authorized personnel. Therefore, totaling the numbers in each faculty element will not equal the overall faculty number.

⁵⁶ Meeting with Admiral Larson March 11.2004.

service, however, by words and deeds puts its stamp of approval on academy faculty duty as a necessary step in a successful military career, and faculty leaders provide the young officer with the proper environment for both teaching and learning, then the high quality of the rotating faculty can be maintained.

Contributions rotating faculty make to service academy faculty systems include:

- ◆ Providing other faculty with insight gained from current operational and/or command experience
- ◆ The ability to relate more closely to cadets and midshipmen by virtue of age
- ◆ Early career mentoring and motivation for cadets
- ◆ Energy, enthusiasm for their service, new ideas and recent graduate school experience
- ◆ Returning to the field as a proponent for academy duty
- ◆ Becoming a resource for future academy faculty senior leadership.

Comparison of Rotating Faculty Numbers and Processes

Table 2.13 below outlines the significant numbers and processes required to briefly compare rotating faculties.

Table 2.13. Rotating Faculty Requirements Comparison

Air Force	Military Academy	Naval Academy
<p>Rotating Faculty (55%)</p> <ul style="list-style-type: none"> ◆ 3 year tour, generally arrive with Master's in hand ◆ Rated officers difficult to attract, often no Masters, must go enroute. 	<p>Rotating Faculty (67%)</p> <ul style="list-style-type: none"> ◆ Single 3 year tour ◆ Obtain Master's enroute ◆ Company command experience 	<p>Rotating Faculty (37%)</p> <ul style="list-style-type: none"> ◆ Single 2-3 year tour ◆ No selection for Masters ◆ Some billets for Bachelor's Degree

Air Force Academy

Managing the diverse The Air Force Academy cannot match West Point's systematic approach to managing its rotating faculty officer force with its mix of rated and non-rated officers, multiple schools and long technical training pipelines is a challenge. The Air Force approach to managing rotating faculty is fairly ad hoc; each Department personnel officer works individual assignments through the appropriate Air Force personnel hierarchy. During Admiral Larson's visit to the Air Force Academy both faculty and senior leadership raised concerns over the smaller number of volunteers, decreased overall quality and gaps in billets for rated officers.

U.S. Military Academy

In this comparison to the Air Force, West Point stands out for three reasons: it has the highest percent of rotating faculty, most rotating faculty arrive from company command tours, and all without master's degrees go through the Army's Advanced Civilian Schooling program (ACS) for 24 months prior to assignment. The Army makes a full five year commitment to insure quality in its rotating faculty. No officers passed over for the next rank are eligible for duty at the Military Academy.

Naval Academy

The Naval Academy rotating faculty have the least overall numbers and the shortest tours. Portions only have bachelor's degrees as the Professional Development and Leadership Department which teaches, in addition to other subjects, seamanship and navigation, has no requirement for its instructors to have advanced degrees. The ship-to-shore rhythms and other community career demands make filling rotational billets—even at a relatively small number—

an ongoing challenge. In the past, the quality and numbers of rotational faculty fell below standards. Having a large and stable civilian faculty under these conditions paid short-term dividends. However, declining numbers of rotational faculty members has had a significant impact on the overall military presence on the faculty. In large part, Admiral Larson created the Navy’s PMP program as a counterweight to the chronic problems with rotating faculty at the Naval Academy.

2.2.2 Summary of Faculty Elements

Table 2.14 below is a summary of the faculty elements we have introduced as one of the three parts of the overall faculty system. We will put the system together in our final subsection and begin our final assessment in Section 3.

Table 2.14. Faculty Elements as Percent of Total Faculty

	USAFA	USMA	USNA
Title 10 “permanent professors” (military) <ul style="list-style-type: none"> ◆ Provide continuity and stability to academic programs and within academic departments ◆ Provide senior officer leadership to Departments and Divisions and contribute to the professional development of the more junior faculty ◆ Provide the classic “soldier-scholar” role model for cadets and midshipmen. 	4%	5%	0%
Senior military professors <ul style="list-style-type: none"> ◆ Recent operational and command experience ◆ “Fresh out of graduate school” currency in their academic discipline ◆ The ability to act as Department Heads and hold key staff positions ◆ An additional faculty resource for military leadership, professional development and soldier-scholar role model for cadets and midshipment. 	19%	19%	6%
Civilian professors <ul style="list-style-type: none"> ◆ A fresh and often provocative world view not bounded by military culture ◆ Doctoral-level currency and depth in their academic disciplines ◆ Access to powerful educational, professional, alumni and research networks ◆ Opportunities for cadets and midshipmen to build awareness of the increasingly large and critical roles played by civilians throughout the Department of Defense and their parent service. 	25%	20%	54%
Rotational military faculty <ul style="list-style-type: none"> ◆ Current operational and/or command experience ◆ The ability to relate most closely to cadets and midshipmen by virtue of age; many are service academy graduates ◆ Early career mentoring and motivation ◆ Energy, inquiry and new ideas and recent graduate school experience ◆ Returning to the field as a proponent for academy duty ◆ Becoming a resource for future academy faculty senior leadership. 	55%	67%	37%

The comparisons in **Table 2.14** of faculty elements underscore the importance of all the elements of the faculty system and that the service academy faculties are not single entities. They are dynamic combinations of diverse faculty elements that require senior leaders to be aware of their relative strengths and weaknesses at any given time and how well they are balanced. No single faculty element can be allowed to degrade for long without having an impact on the other elements. For example, the PMP program at the Naval Academy was created as a counterbalance to chronic declines in the numbers and quality of rotational military faculty. Seeing the weaknesses before they become crisis is part of searching constantly searching for “ground truth” and having a strategic perspective.

2.3 Review Conclusion

As required by NDAA Section 528, this section detailed the review—organizational structures, law, policy, faculty structures, numbers and trends—of the existing faculty system at the Air Force, Military and Naval Academies. Keeping in mind that no one segment of the faculty can be examined effectively in isolation for another, this review included civilian faculty, permanent professors, senior military and rotational faculty members. Data collected allowed for a side-by-side comparison of the existing faculty system at the Air Force Academy with the Military and Naval Academies.

Section 3, focuses on the second part of the Congressional tasking—assessing the Air Force academy faculty system. This assessment will include not only the faculty, but its relationships with the other mission elements that make up the greater Air Force Academy system. Finally, some attention will be paid to assessing the overall Air Force Academy system in the context of the Air Force system.

3. Assessment of the Air Force Academy Permanent Professor and Faculty System

This section takes the results of the review of the service academy faculties provided in Section 2, describes the faculty system, provides a brief historical perspective on unique institutional development of the Air Force Academy, and assesses current Academy permanent professors and faculty. Comparisons with the Military and Naval Academies are included in this section. It is divided into three parts:

1. Assessment of the Air Force Academy faculty system (including permanent professors)
2. Assessment of the Air Force Academy faculty system in the academy system
3. Assessment of the academy system in the Air Force system.

3.1 Assessment of the Air Force Academy Faculty System

Section 2 reviewed and compared the Air Force Academy permanent professors and faculty system with faculty systems (and permanent professors) at the Military and Naval Academies. This was accomplished by collecting and comparing data on three major elements of all three academies:

- ◆ Organizational structures
- ◆ Faculty elements
- ◆ Processes.

This allowed for comparing and contrasting three service academy's current structures, faculty elements, and processes. What emerged is a clear picture of service academy faculty systems and an understandable breakdown of their similarities and differences: what was in and out of the Dean's organization structure, who the permanent professors and other senior faculty leaders were, and how they manage their diverse faculty elements.

3.1.1 Overall Assessment of the Air Force Academy Faculty System

All three of the service academies can point with justifiable pride at their indicators of academic excellence. All have had their share of Rhodes Scholars, Marshall Scholars, steady and substantive research grants, and nationally ranked academic programs (*U.S. News and World Report* rankings, etc). Healthy external academic indicators have always been present even during times of institutional crisis. However excellent and well-deserved these external indicators, are they do not make leaders aware of dysfunctions in the internal system itself, or, in the case of the unique service academy faculties, dysfunctions in the system's relationships with the larger academy and parent service system. In fact, positive academic indicators may lead senior leaders to believe things at the academy are going well even if they are not. There is a difference between external indicators of academic excellence or "health" and the internal indicators of faculty system health.

This study found few reasons to be concerned with the Air Force Academy's academic health as viewed by external measures. It is clearly demonstrated in the national rankings of the Academy's academic programs and in the excellence of its faculty—not only as teaches, but as mentors and role models. However, it is apparent that the Air Force Academy faculty mix and system have evolved without a strategic perspective of its place in and contribution to the academy and faculty missions.

There are four elements in the faculty: permanent professors, senior military professors, civilian professors and rotating military faculty members. The number of permanent professors

has remained relatively stable over time, while the number of senior military professors has been reduced and sequential tours have decreased as the civilian faculty grew to 25% of the total. The rotating faculty has, over time, attracted smaller numbers of volunteers, decreased in overall quality, and suffers from a lack of rated officers in its ranks. All of these things happened with little regard to the eventual impact on the Academy and were not the result of taking a strategic perspective or developing an overall plan as to how to strike the right balance among these four elements to achieve the best faculty system for the development of Air Force officers.

A strategic perspective stems from a clear understanding of the role of the faculty within the overall academy system. This means that the faculty is clear about its purpose and mission and understands what it contributes to the academy and the Air Force and why it does so. West Point is an example of a faculty system that understands its role in the institution and its parent service. The Dean of the Academic Board at West Point clearly states that “we are growing the next generation of strategic leaders for the Army.”⁵⁷ West Point as an institution has been woven into the fabric of the Army. Many in the graduating class of 2004 may find themselves leading soldiers in combat very soon. This sharpens the focus on fashioning leaders of character for service in the Army and everyone at the Military Academy is clear about this role. The normal tension between training, academics, and athletics is balanced in a system that knows and understands its purpose. Because West Point and the Army understand the value and importance of the institution, it has evolved in a deliberate manner and maintained its strategic perspective.

The Air Force Academy faculty system, however, did not evolve in a vacuum. It stands in the same relationship to the Air Force Academy and the Air Force as the Military Academy faculty system stands to West Point and the Army. The internal indicators in the Air Force Academy faculty system alerting this study to a lack of strategic perspective may be symptoms of a larger and possibly longer-standing problem in the relationships between the mission elements in the Air Force Academy and between the Air Force Academy and the Air Force.

3.1.2 Assessment of Air Force Academy Permanent Professors and the Issues Surrounding Them

The fundamental role of permanent professors in the faculty system is to provide senior leadership, strategic direction, organizational stability, and long-term academic program continuity. Their special terms of service reflect the unique demands of maintaining high-quality education in a military academy. Their counterparts at the Military Academy do the same—but the similarities end here. At West Point, the PUSMAs have no doubts as to their connection with the regular Army and have no doubts that the regular Army wants to stay connected with them. They are not pressured by their own service to be more than they can or should be. PUSMAs are faculty leaders who are able to cultivate and maintain strategic perspective because the greater West Point and Army systems recognize the distinct contribution PUSMAs have long made to the development of well-educated regular Army officers.

For Air Force Academy permanent professors none of the above is as certain. While West Point and the Army value the permanent professors, in the Air Force they are often viewed as having been at the Air Force Academy too long, having lost touch with the Air Force, and being a part of the systemic problems that lead to the current crisis. This study found no evidence to support this. To the contrary, this study found that the permanent professors at the Air Force Academy to be the critical anchor of stability supporting the other 96% of the faculty and are intellectually curious, academically rigorous, current in their disciplines, and positive role models for cadets and junior faculty.

⁵⁷ BGen Kauffman, Dean of the Academic Board, U.S. Military Academy meeting with Admiral Larson, March 11, 2004.

This differing view of permanent professors at West Point and the Air Force Academy is most likely an indicator that somewhere in the relationship between the Air Force Academy faculty, the Academy itself, and the Air Force there are deep systemic problems. Many of the changes put in to place by the Agenda for Change (more detail in Section 4 of this report) and other actions have shown a useful spotlight on the permanent professors and will no doubt improve the quality of this part of the faculty. However, the Air Force should be concerned about the longer term impact of negative Air Force perceptions of permanent professors will have on their ability to fulfill their purpose for the faculty, the Academy, and the Air Force. The permanent professors cannot and should not be all things to all people. They are in a position that requires stability. They should not rotate through this assignment at the same frequency at which their service counterparts rotate through operational assignments. The entire permanent professor system was designed to insulate the academy from the disastrous impact such rapid rotational assignments would have on the effectiveness of the institution.

The Air Force Academy and the faculty themselves are attempting to counteract the negative perceptions that they are disconnected from the operational Air Force by redesigning the traditional sabbatical into an operational sabbatical for 1–2 years. There is obvious relevancy in staying connected to the operational Air Force. As noted in Section 2, sabbaticals are one year or less at West Point and the Naval Academy, but PUSMAs are making effective use of short-term deployments to Army areas of operation. For example, West Point has sent PUSMAs, including the Dean and Vice Dean, on short deployments to Afghanistan and Iraq. These deployments have allowed them to make meaningful contributions to the Army and bring back important expertise that helps them relate to their cadets the challenges of their initial assignments in the Army. West Point also sends its permanent professors to the Army War College, which connects them in a significant way to the operational Army.

In terms of the Air Force Academy, are these proposed long absences consistent with long-term system health and mission accomplishment for the academic mission? The Air Force may want to consider short duration deployments or operational assignments that expose permanent professors to the primary missions of the Air Force. Sending them to a desk job somewhere for 2 years may not have the intended “re-bluing” benefit the Air Force is seeking.

Sabbaticals for permanent professors raise yet another question: command. The intent of the Title 10 USC appointment for permanent professors is to recognize their critical mission contributions to continuity, stability, and strategic direction of academic programs. Title 10 does this by allowing permanent professors to serve on active duty much longer than their operational peers. The law further restricts them from commanding outside their academic departments. In the face of what permanent professors see as strong pressure to “operationalize,” they themselves are recommending removal of the Title 10 restriction to allow them to take command of units outside the academy while on sabbatical.

This pressure, which may be an overreaction to the negative image permanent professors have in some circles, reflects uncertainty over their relationship in the greater Air Force system. In contrast, the West Point process reflects maturity and confidence. PUSMAs exhibited no issues with the current restrictions and are making no effort to change their similar this restriction. PUSMA operational credentials are not suspect because they are serving permanent professor tours at West Point. Both the Army and West Point value this element of their faculty system for the stability, continuity, and expertise PUSMAs bring to academic programs as well as the leadership they provide to junior faculty and cadets. According to the Vice Dean for Education, PUSMAs often serve in the field, including combat zones (usually on TDY rather than a sabbatical); there is no pressure, however, to take command outside the academy. Their service

and their academy values PUSMAs for who they are—professors, not commanders. The absence of permanent professors from their academic and leadership responsibilities is one concern. However, there is also concern that having command while on sabbaticals may not be in the best interests of the Air Force.

Many of the issues surrounding permanent professors stem from the gap between who the permanent professors are and who many in the Air Force want them to be. Put another way, the Air Force lacks an overall strategic perspective toward its permanent professors. The permanent professor program has great value to the academy and the Air Force. Focused operational tours will increase the value of permanent professors to the Air Force and the academy they serve. Permanent professors must continue to anchor the faculty system and provide stability and continuity to academic programs. The permanent professor program must be sustained.

3.1.3 Civilian Faculty Issues

The ability to maintain a healthy balance among faculty elements depends to some degree on being aware of secondary characteristics that may unintentionally undermine the effort and just working to avoid them. The assessment of the civilian faculty at the Air Force Academy reveals secondary issues that should be addressed in order to maintain a healthy faculty balance.

In Section 2, several indicators were noted in the civilian faculty element, which reflected concern of a long term lack of strategic perspective. These issues can be summed up as cautious “civilianization” and the pressures associated with a maturing civilian faculty at the Air Force Academy.

Congress’ 1994 legislation directing the service academies to bring in civilian faculty members (originally to the 50% level—the Naval Academy model) was intended to add a fresh outlook, doctoral-level currency, and depth in faculty members’ academic discipline. While having concerns, West Point ultimately embraced the spirit and intent of the Congress civilian faculty members who are pure academicians. Conversely, retired military personnel—many whom have previously served as academic professors—compose 30% of the Air Force Academy’s civilian faculty. This cautious approach robs the faculty system of some of the capabilities a civilian faculty of pure academicians was intended to bring to the service academies. Experience at the other service academies shows the tremendous value of pure academicians in broad networking across higher education, obtaining research grants and funding, and mentoring for the military faculty making.

Future Civilianization Issues at the Air Force Academy

Pressures will build when a maturing and aging civilian force without tenure, age limits, or limits on academic promotion, and with reasonably valid expectations that their five-year contracts will be renewed⁵⁸ comes up against the limits to their professional and personal development.

Looming issues with the civilian faculty at the Air Force Academy may include:

- ◆ *Employment Status of the Faculty.* The Air Force and Military Academies have no tenure and no plans for tenure. When civilians first arrived as relatively young faculty, the issue was not employment status but employment. Tenure was neither offered nor discussed. Eleven years

⁵⁸ Interviews at the Air Force Academy March 17–18, 2003, were consistent in stating that few if any civilian contracts had been terminated at the 5-year review point.

later, some civilians view 5-year contracts as “contingent employment” and issues of tenure or some compromise solution have been raised through the Faculty Forum.⁵⁹

- ◆ *Department Leadership.* Under current Air Force policies, there are no opportunities for civilians to become department heads, as those positions are filled by permanent professors. Deputy positions have also historically been military. As the faculty matures, there will undoubtedly be greater pressure to allow civilians to occupy these positions.
- ◆ *Participation in Air Force Academy Curriculum Decision-Making.* Civilians have little means of influencing the major academy-wide decisions on cadet curriculum made by the Academy Board.⁶⁰ Civilian professors have a great deal of influence, however, in the development of departmental curriculum, but their experience is better used at the level of academy-wide curriculum decision making. The only option at present to address both Dean of Faculty and academy-wide issues on curriculum and the status of civilian faculty is through the Faculty Forum. The Faculty Forum is an advisory-only body to the Dean. Membership is open to full and associate professors both military and civilian. The Forum proactively raises, researches, and presents issues in white papers to the Dean. Some civilian members voiced frustration with lack of feedback on their efforts.
- ◆ *Limits on Professional Development.* The Air Force Academy places its primary emphasis on teaching, not research or publication. The civilian faculty carries a 12-month teaching load.⁶¹ As their teaching experience grows, however, research and publication opportunities decrease, as will opportunities for employment in other top schools. In this environment, it is likely that the civilian faculty will not turn over at a high rate and will become ever more senior in academic rank relative to the military faculty. If the above limitations are not addressed with intent to release some pressure, the faculty system as a whole may become dysfunctional.
- ◆ *Holding the Line at 75/25.* The Air Force and Military Academies are likely to hold the civilian top line numbers to 25% or below. As the Naval Academy faculty organizational structure shows, larger numbers mean greater influence. Civilian issues in a 75/25 faculty like the current Air Force Academy, in which the minority number is civilian, are far less likely to be priorities than they would be in the Naval Academy’s 50/50 faculty.

With nearly the same civilian faculty numbers and limiting factors, it seems logical that the Air Force Academy and Military Academy would be feeling equal pressure from their civilian professors to ease some of these limiting factors. On the contrary, and for reasons discussed in Section 3, there is evidence of increasing pressures from the civilian faculty at the Air Force Academy to a degree not found at West Point. Although the Naval Academy model is not the likely future scenario for the other service academies, observations from this study suggest that the Air Force Academy should determine an appropriate alternative sooner rather than later.

3.2 Assessment of the Air Force Academy Faculty System within the Academy System

In the previous section, the Air Force Academy faculty was assessed a stand-alone system. This section shifts its focus from the Air Force Academy faculty system to an assessment of the

⁵⁹ “Integration of Civilian Faculty at the Air Force Academy” October 1, 2002; and “Curricular Governance and Academic Excellence at the USAF Academy” October 1, 2002, p.1

⁶⁰ Title 10 USC Section 903 gives the Academy Board authority over curriculum. The Board is chaired by the superintendent. Membership is set by policy, with only the dean and the four permanent professor division chairs representing the faculty. “Curricular Governance and Academic Excellence at USAF Academy” October 1, 2002, p.11

⁶¹ Air Force Academy civilian professors receive a full 12-month pay package, unlike the Naval Academy, which pays on a 10-month basis.

Air Force Academy faculty as a subsystem or mission element within the larger Air Force Academy system. The subsequent section shifts focus to the relationship between the Air Force Academy and the Air Force itself. These shifts in focus allow this study to address the larger Air Force Academy and Air Force concerns that impact the effectiveness of the Air Force Academy.

The previously noted problems with strategic perspective impacting the balance and stability of the faculty system are both causes of internal problems and reflections of larger system problems. Issues associated with lack of strategic perspective reverberate throughout the system hierarchy. Unless faculty issues are addressed in the context of the greater system, they will most likely return to induce further system dysfunctions. The lack of strategic perspective in the evolution of the faculty system is not necessarily a problem of leadership in the faculty. It is a symptom of larger and longer-standing problems in the relationships between the faculty and the other mission elements in the Air Force Academy and between the Air Force Academy and the Air Force.

Every study that has resulted from the recent sexual assault crisis has alluded to the fact that deeper institutional problems in the Air Force Academy have contributed to the problem. It appears that these studies are correct in reaching this conclusion. To understand the origins of some of these systemic issues, this study examined some of the philosophical and organizational history of Air Force Academy.

3.2.1 Integration of the Three Mission Elements

At the Air Force Academy, multiple mission statements throughout all elements lead to confusion and lack of a clear understanding about the role of the Air Force Academy in the greater Air Force. In addition to the confusion, this also contributes to the separation of the mission elements.⁶² During our analysis of the three service academy faculty systems, this study noted the singular mission statements of West Point and the Naval Academy. Mission statements should reflect the bedrock reason an organization exists—simple stated: “what purpose does this organization serve?” A well-understood, non-contrived (meaning it must reflect the reality of the purpose it serves within the context of its parent service) mission statement also will help to define a system’s strategic operating parameters. **Table 3.1** illustrates the service academy missions as they describe them:

Table 3.1. Service Academy Mission Statements

Missions	Air Force Academy	U.S. Military Academy	Naval Academy
Academy	<i>Inspire and develop outstanding young men and women to become Air Force officers with knowledge, character, and discipline; motivated to lead the world’s greatest aerospace force in service to the nation,</i>	<i>To educate, train, and inspire the Corps of Cadets so that each graduate is a commissioned leader of character committed to the values of duty, honor, country; professional growth throughout a career as an officer in the United States Army; and a lifetime of selfless service to the nation</i>	<i>To develop midshipmen morally, mentally, and physically and to imbue them with the highest ideals of duty, honor, and loyalty in order to provide graduates who are dedicated to a career of naval service and have potential for future development in mind and character to assume the highest responsibilities of command and government</i>

⁶² This is not a new issue at the Air Force Academy. The March 1965 White Committee Report found “confusion over the Academy’s mission among officers and cadets, leading to conflicts of loyalty and purpose among the institution’s various departments...” The White Committee Report investigated the causes of the 1965 cheating/honor crisis at the Air Force Academy.

Missions	Air Force Academy	U.S. Military Academy	Naval Academy
Dean	<i>Inspire and educate cadets and faculty to serve our nation with integrity in peace and war</i>	This is also a Military Academy-wide mission.	This is also the mission statement of all subordinate elements of the Naval Academy.

One of the most important things to be done at the Air Force Academy is to improve the integration of the three mission elements. The Air Force Academy should start by agreeing on single mission statement broad enough to focus all academy elements on their role within the institution. Until the mission elements are better integrated and functioning as a healthy system, all other improvements may erode with time and changing leadership. Much has been written about the Terrazzo gap over the past 50 years. Healthy tension is constructive for an institution because it makes the whole better than the sum of its parts. However, the unhealthy tension in evidence at the Air Force Academy, especially over the last several years, has been destructive. The Terrazzo gap is not an inevitability like the law of gravity; it exists because leadership has allowed it to exist. It is simply time to close it.

It is also important for senior academy leaders to seek ground truths in assessing and understanding the environment of the Air Force Academy. Using academy-wide surveys should help get at ground truths. They should help assess how well efforts at greater integration are succeeding or failing. For this effort to work there must be strong, active and visible ownership of this process at the superintendent level. It must be institutionalized and enduring in a way that will survive rotations of Superintendents, Commandants, and Deans of Faculty.

With the advent of the new Officer Development System (ODS)⁶³ currently being implemented at the Air Force Academy, there is a unique opportunity for the three mission elements to transform competition into cooperation to achieve greater integration and create a true academy wide system. This cooperation should then be extended to supporting the entire academy mission system.

3.2.2 Tour Lengths for Senior Academy Leadership

The Air Force, Military, and the Naval Academy have the same leadership requirements. They must work together in accomplishing the common goals of the Academy. For this to happen effectively, there must be some stability in the key leadership positions. Experience at West Point and the Naval Academy suggests that longer tours for senior leaders can add stability and their overall effectiveness to service academies. Frequent rotations of senior leadership can have the effect of whipsawing their respective academy mission elements based on the personal predilections of a particular leader. While in certain circumstances frequent rotation of leaders may be necessary, on the whole it is unhealthy for the long-term stability of the Academy system.

The senior leadership at the Air Force Academy must work together in accomplishing the common goals of the Academy. For this to happen effectively, there must be some stability in the key leadership positions. This study observed that the graduating class of 2004 will have completed their course of study at the Air Force Academy under two Superintendents, and three Commandants.⁶⁴ This high rate of turnover, especially in the Commandant position, has had a

⁶³ The ODS serves three stated functions: 1) develop each cadet’s appreciation that being a cadet is a noble way of life; 2) foster a commitment to character-based officership; 3) develop competencies essential to this identity as a character-based officer leader.

⁶⁴ Here again, this is not a new phenomenon at the Air Force Academy. The White Committee Report of March 1965 noted “the Class of 1965...lived under three Commandants, each with a different view of leadership training and discipline...”

negative impact on effective integration of the training and education missions of the Air Force Academy. In particular, the tenure of the previous Superintendent and Commandant exposed deep rifts between Academy leadership. Further, the superintendent’s lack of a strong role in selecting subordinates weakens his ability to put in place a strong, effective leadership team. It is important that the leadership team be compatible and work toward the common goals of the institution as an integrated team.

The tours of the Commandant and the Superintendent should be staggered to enable effective Air Force control and oversight. The Dean could remain in that position for a longer period. The current 5-year term is acceptable, but there should be a renewal review built in at the 4-year point. For example, the Naval Academy appoints the Dean for 4 years and at the 3-year point a reviews the Dean for another term. The position of athletic director could function in the same manner. Equally important is to have the superintendent involved in the selection process for these subordinate positions. It is important that the leadership team be compatible and work toward the common goals of the institution as an integrated team.

3.2.3 Organizational Drift and Academic Split

There is a natural tension at any service academy between training and education. This tension arises primarily out of the demands from each for cadet time. At service academies, normally the Commandant is responsible for training and the Dean is responsible for education. At the Air Force Academy it appears that education has often been a competition between the Commandant and his 34th Training Wing and the Dean of Faculty.⁶⁵ At the Air Force Academy, the Commandant is responsible for cadet training as well as an entire academic department and major—Military Strategic Studies (MSS). This is in contrast to the other two service academies and promotes a separation of the education mission and blurs the distinction between education and training. The current Dean supports this structure as facilitating academic integration between his faculty and the Commandant. In fact, it creates the perception that the Dean’s faculty are neither good military role models nor informed and capable enough to oversee and teach the courses in the MSS major. As this study reviewed the past and current climate surrounding the current crisis, we could find no evidence that this split contributed to greater integration between the Dean and Commandant. It may well have contributed to a separation between the Commandant, Dean, and Superintendent

3.3 Assessment of the Academy System within the Air Force

This section assesses the relationship between the Air Force Academy and the Air Force itself. As previously noted, West Point is woven into the fabric of the Army. They have a well-defined, respected and healthy relationship. The same holds true for the Naval Academy. The parent services clearly appreciate and understand the role of their service academy. This appears to be less true for the Air Force and Air Force Academy.

There is little evidence of a process to sustain and institutionalize support for the Air Force Academy from the Air Force and no single unifying vision to transform the Air Force Academy into the Air Force’s Academy. In times of crisis senior Air Force leadership and academy leadership tend to blame each other for the “problem.” The Air Force Academy has been viewed

⁶⁵ This also does not appear to be a new phenomenon at the Air Force Academy. The United States Air Force Academy Academic Advisory Committee Report February 24, 1964, described the situation: “The division of responsibilities between [the Commandant and the dean] is uncertain and ambiguous and often changes with the assignment of each new Commandant. Such uncertainty and changes are prejudicial to the overall effectiveness of the academic program.” page 14. [Note: the committee secretary was Dr. Samuel P. Huntington, professor of government, Harvard University].

as disconnected from the greater Air Force and frequently referred to as the “Colorado Air Force.” Actions taken in the *Agenda for Change* to make Air Force Academy more like the Air Force and to establish stronger linkages between the two are first steps in the right direction. However, the Air Force must still come to terms with the fundamental questions: “What is the purpose of the Air Force Academy? What does the Air Force expect it to be? What separates the officers commissioned from this institution to those from ROTC or OTS?” Further, the dialog between senior Air Force leadership and academy leadership must be constant.

Lack of overall support for or understanding of the role of the Air Force Academy is reflected in the parent service’s attitude toward supplying high-quality rotating faculty to serve on the Academy faculty. At West Point, rotating faculty members play a vital role in the shaping of the Army’s future strategic leaders. West Point understands and supports this by providing high-quality officers to serve as rotating faculty members. If the Air Force is to maximize the value of this critical element of its faculty to the overall Academy mission, it must give much stronger support to the recruitment and retention of top officers in this category. In addition, the Air Force leadership must articulate the value of Air Force Academy faculty duty in the force development plans for each officer career field. This must be validated by promotion and selection boards and in the career progression of these officers.

3.4 Assessment Conclusion

There are serious systemic issues hindering the effectiveness of the faculty system within and beyond the Air Force academy. Section 4 of this study lists the most serious findings resulting from this review and assessment. Section 5 offers a series of recommendations to address these findings. However, the NDAA Section 528 tasking also directed this study to take into account the findings, conclusions and recommendations of the *Agenda for Change*, General Counsel Report, and the Fowler Panel Report. Therefore, each of these, in turn, will be assessed in Section 4.

4. Review and Assessment of Other Findings, Conclusions, and Recommendations Regarding Faculty and Permanent Professorships

The NDAA Section 528 tasking directed this study take into account the findings, conclusions and recommendations of the *Agenda for Change*, General Counsel Report and the Fowler Panel Report.⁶⁶ The *Agenda for Change* and the two reports are reviewed in chronological order.

4.1 Agenda for Change

The *Agenda for Change* directed that numerous specific measures be taken to rebuild the climate and culture at the Air Force Academy.⁶⁷ Several of the actions pertaining to the broader academy climate applied directly to the permanent professors and faculty. **Table 4.1** reflects the SecAF and CSAF involvement in the permanent professor selection and review process.

Table 4.1. The *Agenda for Change*-Directed Changes

All candidates for permanent professor slots will be interviewed and selected by the Secretary and Chief of Staff.
Unless extended by the Secretary of the Air Force, a permanent professor will be expected to retire in the rank held at 30 years of service.
The senior officer in each department will be held accountable for all subordinate military officers and will ensure good order and discipline within his/her department.
Department chairs will rotate among faculty within that department. No faculty member will hold a departmental chair for a period exceeding 5 years.

Permanent Professor Selection Process

All candidates for permanent professor slots will be interviewed and selected by the Secretary and Chief of Staff.

Admiral Larson concluded that there are no inherent problems with opening the permanent professor selection process to participation and final decision by the SecAF and CSAF. To the contrary, both Admiral Larson and the permanent professors interviewed see this change as healthy and timely. It is an opportunity to foster greater appreciation and more positive interaction between the SecAF, CSAF, Superintendent, Dean, and the permanent professors themselves. At the same time, it has the added benefit of forcing a “hard look” at every permanent professor candidate for the 22 positions at the highest Academy and Air Force leadership levels. Selection boards for PUSMAs include a senior representative from the Army personnel branch as a matter of policy.

Retirement and Review

Unless extended by the SecAF, a permanent professor will be expected to retire in the rank held at 30 years of service.

Admiral Larson believes this change is sound and believes SecAF involvement in any extension past 30 years of service is crucial.

Academic Department Accountability

The senior officer in each department will be held accountable for all subordinate military officers and will ensure good order and discipline within his/her department.

⁶⁶ 2004 NDAA Section 528 C 2 (c)

⁶⁷ Memorandum for the Superintendent, United States Air Force Academy, 26 March 2003

This directive is in consonance with traditional military practice, which brings up the question: Why is it necessary? Because the senior officer in each department will normally be the permanent professor and department head, this would seem to express concern or be a vote of “no confidence” in their leadership. Admiral Larson believes that the faculty at the Air Force Academy accepts this responsibility and is ready to move on.

Rotating Department Chairs

Department chairs will rotate among faculty within that department. No faculty member will hold a departmental chair for a period exceeding 5 years.

Admiral Larson agrees in principle with the intent of rotating department chairs at regular intervals and views this as a way to energize both the academic discipline and the organization with new ideas and new approaches to teaching, research, leadership, and management. The concept of rotating department chairs adds additional value in that it becomes a new path in career progression for senior faculty and creates healthy competition among candidates.

However, Admiral Larson would encourage Air Force and Air Force Academy leaders review the implications of this directive before institutionalizing rotation of department chairs. Current practice at the Air Force Academy and West Point dual-hats permanent professors and PUSMAs as department heads; in the case of West Point, an additional seven PUSMAs serve as deputy department heads. Both institutions subscribe to the philosophy that one of the key functions of a permanent professor is to demonstrate to cadets that academic leadership and military leadership are a single, integrated concept.

As written, it appears this directive may open the position of department head to senior civilians. If this is the case, this raises a whole new dynamic in the balance of the faculty system. Further detailed analysis may be necessary to identify second- and third-order effects, and special attention should be given to developing rational division of responsibility that makes clear who is accountable for leadership, academic excellence, and administration.⁶⁸

The Naval Academy’s experience may offer some insights. The Naval Academy splits department and deputy department head duties between tenured civilians and PMPs; if one is civilian, the other is military. This practice echoes the common university view of the more administrative and fluid nature of department head positions, and reflects the influence of a faculty that is now 54% civilian. It continues to serve the faculty well in its support to the total Academy mission. The Naval Academy, however, has not overlooked the need to institutionalize military academic leadership at a higher level. Directors and deputy directors of the four overarching academic divisions are all rotating senior military officers.⁶⁹

⁶⁸ Proposed changes to USAFAI 36-151 appear to be attempting to hold the status quo, but leave an opening for an alternative. “The dean selects as the head of each academic department the department member most qualified to hold that position. The permanent professor within each department is presumptively the most qualified department member; however that presumption can be rebutted. The dean will conduct an annual review of all department heads to insure the individual filling that position is the most qualified person for that position within that department...under normal circumstances, no one will hold department head than five consecutive years.” Memorandum for USAFA/DF from 34 TRW CAT/JA 30 Oct 03 paragraph 3 (c).

⁶⁹ As of 12-8-03

4.2 General Counsel Report

As reflected in **Table 4.2**, the General Counsel Report recommended two faculty areas for further study.⁷⁰

Table 4.2. General Counsel Report Areas Recommended for Further Study

<p>6. Relative Tours of Duty of Senior Leadership: In recent years, Commandants have served 1 to 3 years in the position while the Athletic Director and Dean have been in place for many more. The extent to which the dissimilar periods of longevity impact relations between the mission areas and any asymmetrical disadvantage this may produce for the interests of the Training Wing as well as the turbulence frequent rotations of the Commandant produce for the other mission areas appear to merit consideration.</p>
<p>7. Faculty Members: There is some concern that some faculty members at the Academy may not understand the need to treat females in an equal manner and that some faculty members may adopt an academic attitude that is not consistent with training military officers. The selection, orientation, and retention of faculty should be examined to assure they are contributing to the goals of the Academy and the Air Force in training tomorrow's officers.</p>

Relative Tours of Duty of Senior Leadership

Dissimilar periods of longevity among senior leaders are inevitable in any Service Academy and in general reflect the different leadership challenges of academy supervision, military training and academics. Deans of faculty at the three service academies are either tenured civilians or permanent professors to provide long-range continuity to academic programs; academic expertise tends to increase over time. Commandants infuse the Academies with current operational expertise and greater potential for command; operational expertise degrades over time as do command opportunities. Superintendents bring the most senior leadership experience. The Military and Naval Academies have coped with these same patterns for over 200 and 150 years, respectively.

The key to success is to manage these rotations in a way that minimizes system imbalance. Admiral Larson believes the high rate of turnover, especially in the Commandant position, has had a negative impact on effective integration of the training and education missions of the Air Force Academy. Admiral Larson is also aware that the SecAF recently extended the tour lengths of the Superintendent and Commandant to 4 and 3 years, respectively. This policy brings much needed stability to Academy senior leadership and puts their tenure more in line with the tour length of the Dean.

Three historical factors have made the Air Force Academy particularly vulnerable to dissimilarities in their three senior leadership rotations. The first is the degree of difference between Dean and Commandant rotations (8–9 years vs. 1–2 years), which has only exacerbated the historically poor relations between the two mission elements outlined in the previous section. The second factor—until the recent sexual assault crisis—was the service-wide perception that senior Air Force leaders have traditionally regarded the Air Force Academy as a totally separate system, generally allowed it to manage itself, and have picked and chosen Commandants and Superintendents to reward fast moving careers and gracefully end others short of four stars. The third—and most critical factor—is that Superintendents have paid far less attention to the concept of overall system stability than they have to managing persistent conflicts between the three mission elements.

⁷⁰ “The Report of the Working Group Concerning the Deterrence of and Response to Incidents of Sexual Assault at the US Air Force Academy” p. 176

In this time of post-crisis recovery, particular attention may need to be paid to longer-term synchronization of Superintendent-Commandant tours and leadership compatibility. For example, Admiral Larson accepted the task of leading the Naval Academy from crisis to recovery with the provision that he, as Superintendent, chose all senior leadership, including the Commandant. In the final analysis, senior leadership stability in terms of set tour lengths is not as important as the awareness of how the combination of all three academy leadership tours can be balanced to stabilize the system itself.

Faculty Attitudes

As a result of the sexual assault crisis and the promulgation of the *Agenda for Change*, gender relations at the Air Force Academy have been under intense scrutiny over the past year. Admiral Larson is confident that any member of the Air Force Academy faculty, staff, or cadet wing expressing attitudes towards women inconsistent with the Academy’s stated goal of fostering a positive gender climate at this point in time would be facing immediate sanction by peers and leaders. In discussions and interviews with midshipmen and cadets who had served exchange tours at sister service academies during the first semester of this academic year, Admiral Larson found unanimous agreement that the climate for women at the Air Force Academy has changed dramatically for the better. According to the cadets, the Air Force Academy now has the most positive gender climate of all three service academies. Air Force Academy cadets, regardless of gender, also consistently show faculty as having the greatest influence over their officer development.⁷¹

The concerns over the “academic attitudes” of some faculty members toward military training” noted in the General Counsel Report is a reflection of the greater systemic issues already addressed in the previous section along with a broad review of permanent professor and faculty selection and retention. Greater integration of the Academy system should ameliorate this issue.

4.3 Fowler Panel Report

The Fowler Panel Report noted a single item of concern with the current Dean which led to a recommendation to expand the pool of candidates for the position of Dean beyond the current permanent professors.

Table 4.3. Fowler Panel Report Comments and Recommendation Regarding the Dean⁷²

“...the panel is concerned that the Dean of Faculty may have become too ingrained in the Academy’s institutional culture to have fully appreciated the indicators of a sexual misconduct problem. Currently, it is a statutory requirement that the Dean of Faculty be appointed from among the permanent professors who have served as heads of departments of instruction.⁷³ This requires the Dean of Faculty position to be filled by an individual who has already served at the academy for some time and it precludes expanding the pool of potential candidates to qualified individuals outside of the Academy. Accordingly, the Panel recommends that the Air Force prepare a legislative proposal to revise 10 USC 9335 (a) to expand the available pool of candidates beyond the current limitation to permanent professors.”

Admiral Larson notes this finding was endorsed by the *Agenda for Change*, changes to the legislative language have been addressed, and a new nationwide Dean selection process is underway at the time of this writing. This new selection process opens the process to civilians for

⁷¹ In the USAFA Graduation Survey taken by 71% of the members of the Class of 2003, cadets responses showed they placed greatest value on the mentoring received from the faculty more that that received from officers in any other mission element.

⁷² “The Panel to Review Sexual Misconduct Allegations at the US Air Force Academy”

⁷³ 10 USC 9335(a) (2003) provides that the “Dean of Faculty shall be appointed as an additional permanent professor from the permanent professors who have served as heads of departments of instruction at the Academy.”

the first time in Academy history. A broader pool of candidates for the position of Dean should enhance healthy competition and provide a means for refreshing the academic system. This is consistent with practice at the Naval Academy.

5. Findings

This section contains significant findings from this study.

F1. External Indicators May Mask Real Problems—All three service academies have outstanding external indicators (Rhodes Scholars, Marshall Scholars, *U.S. News & World Report* rankings, and accreditation, etc). These healthy academic indicators have always been present even during times of systemic cultural problems. In other words, external indicators can often mask greater internal problems. Before and after the period of the sexual assault crisis at the Air Force Academy, and before and after the 1992 cheating scandal at the Naval Academy, external academic indicators would not have revealed the problem.

F2. The Academy Mission Elements Are Not Well Integrated—Historically, there has been competition rather than cooperation between the Academy’s three mission elements or “pillars”—academic, athletic, and military training. Although the Air Force Academy has its own mission statement, each element, in turn, has developed separate visions and mission statements that reinforce rather than integrate their distinctive contributions to the overall mission. This stovepiped approach fragments rather than integrates cadet development. With the advent of the new Officer Development System, there is a unique opportunity to achieve greater integration of mission elements and create a true academy-wide system.

F3. Dissimilar Tours Of Duty Of Senior Leadership Can Have A Negative Impact On The Institution—The senior leadership at the Air Force Academy must work together in accomplishing the common goals of the Academy. For this to happen effectively, there must be some stability in the key leadership positions. The team observed that the graduating class of 2004 will have completed their course of study at the Air Force Academy under two Superintendents and three Commandants. We believe the high rate of turnover, especially in the Commandant position, has had a negative impact on effective integration of the Training and Education missions of the Air Force Academy. In particular, the tenure of the previous Superintendent and Commandant exposed deep rifts between Academy leadership. Further, the inability of the Superintendent to have a strong role in selecting subordinates weakens his ability to put in place a strong, effective leadership team. It is important that the leadership team be compatible and work toward the common goals of the institution as an integrated team.

F4. The Faculty System Has Evolved Without A Strategic Perspective—It appears that the current faculty mix and system has evolved over time without a strategic perspective of their overall contribution to the Academy and Air Force mission. There are four elements within the faculty: permanent professors, senior military professors, civilian professors, and rotating military faculty. Permanent professors have remained relatively stable over time, senior military professors have been reduced and sequential tours have decreased as the civilian faculty has grown to 25% of the total. The rotating faculty has, over time, attracted smaller numbers of volunteers, seen a decrease in overall quality and suffers from a lack of rated officers in its ranks. All of these things happened with little regard to the eventual impact on the Academy and were not the result of taking a strategic perspective or developing an overall plan as to how to strike the right balance among these four elements to achieve the best faculty system for the development of Air Force officers.

F5. The Air Force Academy Has Taken A Cautious Approach To Integrating The Civilian Element Of The Faculty—Part of the intent of the Congress’s 1994 legislation directing the service academies to bring in civilian faculty members was to ensure that the Academy faculty benefited from the “fresh outlook,” doctoral-level currency, and depth in academic disciplines civilians could provide. Congress was responding to concerns with regard to the turnover and

qualifications (lack of PhDs) of military faculty at all service academies. There was a perception that the Naval Academy model (50% civilian faculty) could address these concerns. Both the Military and Air Force Academies responded by phasing in civilian faculty to 22% and 25%, respectively. At this point, both Academies believed that going beyond these percentages would have profound impacts on the overall structure of the institutions and received permission from the Congress to remain at these levels. West Point embraced the spirit and intent of Congress in its hiring of civilian faculty who are pure academicians. Conversely, retired military personnel—many whom have previously served as academic professors—make up 30% of the Air Force Academy’s civilian faculty. This cautious approach robs the faculty system of some of the capabilities a civilian faculty of “pure academicians” was intended to bring to the service academies.

F6. A Maturing Civilian Faculty Will Increase Pressure On The Academy To Provide Them A Greater Role—As the civilian faculty has matured and gotten more senior in academic rank, it is inevitable that pressures will increase for tenure, an expanded leadership role, and a greater role in curriculum development outside individual departments. Interviews with civilian faculty members and white papers from the Faculty Forum, composed primarily of civilian professors, underscore this finding. Civilians are attracted to the Air Force Academy faculty because its first priority is teaching, and there is an opportunity to work with an exceptional student body within an institution that values ethics and service. This overrides the fact that there is limited opportunity for research and no opportunity for tenure. As they become more senior, however, they realize that the lack of research opportunities makes them less competitive were they to leave and go to a civilian institution. Therefore they find themselves without the job security of tenure and a resume that will make it more challenging to find employment elsewhere. This has and will continue to increase pressure for reevaluation of the tenure policy. Again, this demonstrates a lack of a strategic perspective and process for looking to the future development of faculty system.

F7. The Perception Of Permanent Professors Versus The Reality—The perception across the Air Force is that the Air Force Academy’s permanent professors have been at the Academy too long, have lost touch with the Air Force, and are a part of the systemic problems that led to the current crisis. However, we found the average longevity of permanent professors at both West Point and the Air Force Academy to be about 9 years. Thus, the term “permanent” is misleading and has become pejorative. We also found the majority of permanent professors to be intellectually curious, academically rigorous, current in their disciplines and serving as positive role models to cadets and other faculty members. In addition, our observation is that the permanent professors see the *Agenda for Change* as opportunity to open the permanent professor selection process and promote greater Air Force involvement. Prior to the *Agenda for Change*, there were research and sabbatical opportunities for permanent professors to promote currency with the operational Air Force, but they appeared to be coordinated by department and not part of an institutionalized process. This produced mixed results. However, the permanent professors are one of four components of the faculty system, and as we look to the future its contribution should be recognized for its contribution to the total faculty system. In summary, this study found no serious problems with the existing Air Force Academy permanent professor system and little evidence of an “ivory tower” mentality or stagnation. To the contrary, permanent professors have served as an anchor of stability during a period of faculty transition (e.g., civilianization and institutional crisis).

F8. Permanent Professors Would Like To Have Command Authority While On Sabbatical—Title 10 USC 9334 states that “permanent professors exercise command authority only in the

academic department of the Academy.” However, this study found significant pressures from the permanent professors to remove this restriction on command to allow them to exercise that command authority within the operational Air Force while on sabbatical. Admiral Larson views these pressures as responding to the perception that permanent professors are “out of touch” with the rest of the Air Force and require “re-bluing”.

F9. The Placement Of The Military Strategic Studies Major In The Training Wing May Contribute To Unnecessary Competition Between The Commandant And The Dean—There is a natural tension at any Service Academy between training and education. Normally, the Commandant is responsible for training and the Dean is responsible for education. At the Air Force Academy, the Commandant is responsible for cadet training as well as an entire academic department and major—Military Strategic Studies (MSS). At the Air Force Academy, it appears that education has become a competition between the Commandant and his 34th Training Wing and the Dean of Faculty. This is in contrast to the other two service academies and promotes a separation of the education mission and blurs the distinction between education and training. The current Dean supports this structure as facilitating academic integration between his faculty and the Commandant. In fact, we believe it creates the perception that the Dean’s faculty are neither good military role models nor current and capable enough to oversee and teach the courses in the MSS major. As we reviewed the past and current climate surrounding the crisis, we could find no evidence that this split contributed to greater integration between the Dean and Commandant. In fact, it may well have contributed to a separation between the Commandant, Dean and Superintendent, which has historically been referred to as “Terrazzo gap.”

F10. The Air Force Academy Lacks A Unifying Vision And Strong Links To The Air Force—We found no process to sustain and institutionalize support for the Air Force Academy from the Air Force, and no single unifying vision to transform the Air Force Academy into the Air Force’s Academy. The Air Force Academy has been viewed as disconnected from the greater Air Force and frequently referred to as the “Colorado Air Force.” As a result, individual mission elements inside the Air Force Academy have written their own mission statements and are heading in their own directions, further exacerbating the Terrazzo gap. This is not surprising because if the overall Air Force seems unsure of the Academy’s value to the greater Air Force system, the Academy will, in turn, remain unsure of its purpose and identity. Actions taken in the *Agenda for Change* to make Air Force Academy more like the Air Force and to establish stronger links between the two are first steps in the right direction.

F11. The Atmosphere For Women At The Air Force Academy Has Improved—Although this was not in our charter, this study found in discussions with midshipmen and cadets who had served exchange tours at sister service academies during the first semester of this academic year unanimous agreement that the climate for women at the Air Force Academy has improved dramatically. In fact, all midshipmen and cadets agreed that the Air Force Academy currently has the most positive gender climate of all three service academies. Air Force Academy cadets attribute some of this positive momentum to the *Agenda for Change* and the promulgation of the new Officer Development System.

F12. When It Comes To The Design Of The Faculty System “One Size Does Not Fit All”—This study found that all three Service Academy academic systems consist of three (Naval Academy) or four parts (Air Force and Military Academy), including permanent professors, senior military professors, rotating faculty, and civilian faculty. Each part of the faculty system contributes to the overall strength of the academic system. Each academy system has been structured with an attempt to balance these parts to meet the output goals of the institution and service. They have evolved in different ways because of the unique needs for each service. There have been attempts

in the past to try and force the academies to move toward a common faculty system. Admiral Larson believes these attempts, however well intentioned, are misguided in that one size does not fit all. Although we can learn much from each other's experiences, each service should have the capability of structuring its own system.

6. Recommendations

This section contains recommendations the team believes the Air Force and Congress could implement to strengthen the integration and effectiveness of the Air Force Academy mission elements.

R1. Mission of the Air Force Academy. The mission of the Naval Academy is:

To develop midshipmen morally, mentally and physically and to imbue them with the highest ideals of duty, honor and loyalty in order to provide graduates who are dedicated to a career of naval service and have potential for future development in mind and character to assume the highest responsibilities of command and government.

This is also the mission statement of all subordinate elements of the Naval Academy. The mission of West Point is:

To educate, train and inspire the Corps of Cadets so that each graduate is a commissioned leader of character committed to the values of Duty, Honor, Country; professional growth throughout a career as an officer in the United States Army; and a lifetime of selfless service to the nation.

This is also a Military Academy-wide mission. At the Air Force Academy, there are multiple mission statements throughout all elements which lead to confusion and lack of a clear vision about what the Air Force Academy is supposed to be. In addition to the confusion, this also contributes to the separation of the mission elements. *This study highly recommends that the Superintendent, in coordination with senior Air Force leadership, establish a common mission statement for the Air Force Academy that reflects the needs of the Air Force.* This mission statement should be the only statement needed by all subordinate elements as they pursue their goal of developing cadets for service as officers in the Air Force.

R2. Integrating the Three Mission Elements. One of the most important things to be done at the Air Force Academy is to improve the integration of the three mission elements. Until this is done, all other improvements will be difficult. With the advent of the new Officer Development System, there is a unique opportunity for the three mission elements to transform competition into cooperation in order to achieve greater integration of mission elements and create a truly academy wide system. This cooperation should then be extended to supporting the entire academy mission “system.” Using surveys to assess integration results should help measure progress toward and weaknesses in the integration effort. For this effort to work there must be strong, active, and visible ownership of this process at the Superintendent level. It must be institutionalized and enduring in a way that will survive rotations of Superintendents, Commandants, and Deans of Faculty.

R3. Relative Tours of Duty of Senior Leadership. This study recommends that the Superintendent serve in that position for at least 4 years and the Commandant serve in that position for 3 years. Based on experience at both West Point and the Naval Academy, longer tours prove very good for providing greater leadership stability. The tours of the Commandant and the Superintendent should be staggered to enable effective Air Force control and oversight. *The Dean could remain in that position for a longer period. The current 5-year term is acceptable, but there should be a renewal review built in at the 4-year point.* For example, the Naval Academy appoints the Dean for 4 years and at the 3 years point has a review for another term. The position of Athletic Director could function in the same manner. *It is equally important to have the Superintendent involved in the selection process for these subordinate positions.* It is important that the

leadership team be compatible and work toward the common goals of the institution as an integrated team.

R4. Evaluating the Academy Climate. Traditional external academic measures of merit, such as the number of Rhodes Scholars or national academic rankings, are not accurate indicators of the overall health of the Air Force Academy climate. The Air Force Academy should establish a process of measures or indicators of long-term systemic health that yield “ground truth.” These measures should be stable enough to identify long- and short-term trends. Current climate surveys are good first step. *A new survey instrument should be developed to assess the attitudes and perceptions not only of the cadets, but of the entire faculty and staff and their interrelationships and perceived contributions to the Air Force Academy mission and to the Air Force.*

R5. Faculty Structure. This study found that the current faculty structure and mix of permanent professors, senior military professors, civilian faculty, and rotating faculty has evolved due to external factors and pressures rather than through a careful strategic analysis and evaluation of what the balance in the faculty system should be. *The Air Force Academy should do a careful study of each faculty element, understand their unique contributions to the overall faculty system and Academy mission, and determine what the optimum mix of elements should be.* Of the three service academies, West Point has done the best job of defining this and the Army has given the best institutional support in maintaining their optimum mix of faculty elements.

R6. Sustaining Permanent Professors. There is a perception across the Air Force that permanent professors have been at the Air Force Academy too long, have lost touch with the Air Force, and are a part of the systemic problems that have led to the current crisis. This study found no evidence to support this. To the contrary, this study found the permanent professors to be the critical anchor of stability supporting the other 96% of the faculty. Admiral Larson found the permanent professors to be intellectually curious, academically rigorous, current in their disciplines, and serving as positive role models for cadets and junior faculty. However, we do feel that the term “permanent professor” is misunderstood since the average longevity at West Point and the Air Force Academy is about 9 years. The name “permanent professor” has taken on a negative connotation. *Therefore, this study strongly recommends the permanent professor program be sustained. Further, we recommend that Title 10 USC section 9331 establishing the name “permanent professor” be amended to “Professor, US Air Force Academy.”* This more accurately defines the position and removes confusion by aligning it with the Title 10 name used at West Point, which is “Professor, US Military Academy.”

R7. “Operationalizing” Permanent Professors. Proposed changes to USAFAI 36-151 (30 October 2003) mandate that permanent professors serve a 1 to 2 year “sabbatical in the operational Air Force” related to their permanent professor duties to ensure they remain current with the operational Air Force. This is called “re-bluing.” *This study recommends consideration be given to the value of short-term TDY assignments or deployments in critical operational areas as being equally or more important than sabbaticals to narrow areas unrelated to cadets’ first assignments.* For example, West Point has sent its Professors, US Military Academy on deployments to both Afghanistan and Iraq. These deployments have allowed them to make meaningful contributions and bring back important expertise that helps them relate to their cadets the challenges of their initial assignments in the Army. West Point also sends its Permanent Professors to Army War College, which connects them in a significant way to the operational Army. West Point has gotten considerable value from their PUSMA slot at the Army War College. For example, it has been a recruitment tool for future rotating faculty. *This study also recommends the Air Force establish a formal “fellowship” position for permanent professors at*

both the Air War College and the National War College to further ensure their re-bluing and professional development. Beyond the value to the individual, there is considerable value to the institution in the networking and contacts developed for the future.

R8. Command and Permanent Professors. Title 10 USC 9334 states that “permanent professors exercise command authority only in the academic department of the Academy.” There has been pressure from the permanent professor community to change this to allow command in the operational Air Force as part of their re-bluing process during sabbaticals. *Admiral Larson does not agree with this. He believes there is ample opportunity for significant re-bluing without command.*

R9. Rotating Military Faculty. Rotating faculty are very important to the overall faculty structure because they make up over half the total faculty number. Over the past few years, the rotating faculty has had smaller numbers of volunteers, decreased overall quality and suffers from a lack of rated officers. *If the Air Force is to maximize the value of this critical element of it’s faculty to the overall Academy mission it must give much stronger support to the recruitment and retention of top officers in this category. In addition, the Air Force leadership must articulate the value of Air Force Academy faculty duty in the Force Development Plans for each officer career field. This must be validated by promotion and selection boards and in the career progression of these officers.*

R10. Hiring Civilian Faculty. The intent of Congress in its 1994 legislation that directed the service academies to bring in civilian faculty members was to add a fresh outlook, doctoral-level currency, and depth in their academic discipline. Experience at the other service academies shows tremendous value of the pure academician in broad networking across higher education, research grants, and funding and mentoring for the military faculty. The Air Force Academy took a cautious approach in that the current civilian faculty is made up of 30% military retirees, some of whom had at least one military tour on the Air Force Academy faculty. *To comply with the true intent of Congress, and to ensure the maximum strength of the civilian element of the faculty, future civilian hires should be “pure academicians” from civilian higher education.*

R11. Future of the Civilian Faculty. As the civilian faculty has matured and gotten more senior in academic rank, pressures have increased for tenure, an expanded leadership role and a greater role in curriculum development outside their academic department. This study could find no evidence that this issue has been given a serious, long-term strategic assessment by the institution, even though there are no current limits on academic promotions, no limits to the number of 5-year contract renewals, and no mandatory retirement age for the civilian faculty. If this issue is not addressed in serious way, at some point a critical mass will be reached and this element could become dysfunctional. *The Academy leadership should take a serious and comprehensive review of the Civilian Faculty to understand the short- and long-term effects of the current policy if it merely continues without change.*

R12. Military Strategic Studies Major. This is the only academic major that does not fall under the Dean of Faculty. As discussed in the findings, Admiral Larson believes this split may have contributed to the Terrazzo gap. *This study recommends that careful consideration be given by the new Superintendent, Commandant, and Dean of Faculty to returning this department to the Dean. This will contribute to cooperation and integration of the Academy system*

R13. One Size Does Not Fit All. This study found that all three service academy academic systems consist of three or four parts, including permanent professors, senior military faculty, rotating military faculty, and civilian faculty. Each piece contributes to the overall strength of the academic system. Each academy system has been structured with an attempt to balance these

parts to meet the output goals of the institution and service. They have evolved in different ways because of the unique needs for each service. The three Academy Deans have an active program of coordinating and sharing information about their programs because they believe they can learn much from each other's experiences. *Admiral Larson believes each Service should continue to have the capability of structuring its own system to meet its service needs. This study highly recommends the Services resist external pressures to try and come up with a common model for all three academies. This is truly a case of one size does not fit all.*

Appendix A. Public Law 108-136-Nov 24, 2003, Sec 528. Study and Report Related to Permanent Professors at the United States Air Force Academy

Sec 528. Study and Report Related to Permanent Professors at the United States Air Force Academy.

(a) Secretary of Air Force Recommendations—Not later than six months after the date of the enactment of the Act, the Secretary of the Air Force shall submit to the Secretary of Defense a report containing recommended changes in policy and law pertaining to the selection, tenure, utilization, responsibilities, and qualifications of the permanent professors at the Air Force Academy.

(b) Secretary of Defense Recommendations—Not later than one month after receiving the report of the Secretary of the Air Force under subsection (a), the Secretary of Defense shall submit to the Committees on Armed Services of the Senate and House of Representatives the report received from the Secretary of the Air Force, together with the recommendations of the Secretary of Defense for action and proposals for legislation.

(c) Matters to be Considered by Secretary of Air Force—The Secretary of the Air Force in preparing the report required by subsection (a), shall, at a minimum, do the following:

(1) Conduct a comprehensive review and assessment of the existing faculty system at the Air Force Academy, including both civilian and military permanent professorships.

(2) Take into account the findings, conclusions, and recommendation regarding faculty and permanent professorships at the Air Force Academy of:

(A) the report of the Panel to Review Sexual Misconduct Allegations at the United States Air Force Academy (referred to as the ``Fowler Panel''), dated September 22, 2003;

(B) the report released on June 19, 2003, of the special working group appointed by the Secretary of the Air Force known as the Working Group Concerning the Deterrence of and Response to Incidents of Sexual Assault at the U.S. Air Force Academy, which was led by the General Counsel of the Department of the Air Force; and

(C) the Agenda for Change of the Air Force Academy dated March 26, 2003.

(3) Solicit information regarding the faculty and permanent professorship systems at the United States Naval Academy and the United States Military Academy and consider that information as part of the required assessment.

(4) Consult with experts on higher education outside the Department of Defense.

Appendix B. Questions For The Deans Of Faculty

- ◆ Total faculty assigned to DF (detailed breakdowns if readily available)
 - Organization chart of DF with Departments
 - Number of Permanent Professors
 - ◆ Military v. Civilian
 - ◆ By Department
 - ◆ Any PPs outside DF?
 - Number of Department Heads
 - ◆ Military v. Civilian
 - ◆ Number of DH also PPs
 - ◆ Rank or civilian grade
 - ◆ Faculty Overview
 - By Department, Military Service, Civilian Visiting Professors
 - By PP, Department Head, other Academic Rank/Degree (instructors, assistant professors, associate professors, PhD)
 - By AFSC or MOS
 - By military rank; male v. female, etc.
 - Percentage on follow-on tours
- Process Questions: If process is changing, will show current v. recommended, with current directives, drafts, etc.
- ◆ How does the civilian tenure system work?
 - ◆ How does the PP selection process work?
 - ◆ How are faculty selected for academic promotion (from instructor to assistant professor to associate professor to permanent professor)?
 - ◆ How are faculty selected for advanced degrees?
 - ◆ How are faculty selected for sabbaticals?
 - ◆ How are faculty selected for follow on tours?

Appendix C. USNA Faculty and Permanent Military Professors⁷⁴

USNA Permanent Military Professors (PMP)	
Total Authorized/Assigned	30 / 16
In Pipeline—Enrolled in Doctoral Programs at Various Institutions enroute to USNA	21

USNA Permanent Military Professors	
Background	<p>Special career path authorized by the Navy in 1998 to “fill a continuing need for Naval officers to serve as long-term (until statutory retirement) officer-instructors at USNA (9 billets/yr) and NWC (2 billets/yr)”. For decades, in contrast to their stable and highly-credentialed civilian faculty, USNA had grappled with two issues with respect to its military faculty: lack of long-term stability as military instructors rotated back to parent community, causing frequent gapped billets, and lack of combined military senior operational experience with advanced academic credentials. In 1998, the Navy recognized the need for specially-selected naval officers with both operational experience and PhDs to add much-needed stability and eventual seniority to their relatively junior, Masters-degree credentialed military faculty serving, at most, a single 3-year tour at USNA. Selected 0-4/0-5s are sent to graduate school to obtain their doctorates enroute to USNA; 0-6s possessing PhDs are also eligible and are assigned directly to USNA at first rotational opportunity. The PMP selection process and selection boards are run by N1.⁷⁵</p>
Purpose	<p>“The PMP program is a crucial and continuing part of the educational programs at (USNA and NWC). It affords greater stability in meeting existing officer-instructor requirements, and PMPs provide staffing continuity as well as recruiting, mentoring, and outplacement counseling for military instructors on rotational assignments. Additionally, they maintain and enhance links with the rest of the Navy for research opportunities, faculty development and curriculum feedback.”⁷⁶</p>
Career Progression	<p>Officers selected for USNA faculty will “continue their education through doctoral level and then be assigned to an instructor billet in their respective academic discipline...completion of degree program will obligate officers to serve on active duty up to statutory retirement date, or until released from active duty.”⁷⁷ PMPs are expected to spend the remainder of their military careers on the USNA faculty.</p>
	<p>USAFA v. USNA Although both refer to military faculty only, and serve until statutory retirement, there are important differences between USAFA PPs and USNA PMPs</p> <ul style="list-style-type: none"> ◆ USAFA PPs are designated by law, capped at 22, serve concurrently as PPs and Department Heads, and are selected from among former and serving USAFA military faculty in a closed USAFA/DF process. As a result of prior tours on USAFA faculty including at least 3 years of graduate education, most USAFA PPs have limited operational experience. ◆ The USNA/NWC PMP program was created and is controlled by the Department of the Navy, N1 with no legislative restrictions. The selection process is open to all eligible officers in the grade of 0-4/0-5 (and 0-6s with PhDs). Prior USNA faculty experience is not a prerequisite, but outstanding operational credentials are a must. 0-4/0-5 selectees must also have the academic credentials to be accepted into a doctoral program at either the Naval Postgraduate School or a Navy-approved civilian university—and the list is a short one, including only the top universities in each USNA-required academic discipline. ◆ Unlike USNA, the USAFA PP program, while open to all “qualified” USAF officers <i>when there is a vacancy</i> within a particular department, has been a selection process internal to USAFA, with selected candidates names sent forward to CSAF and SECAF for near-automatic approval. HQ USAF, while assisting in the search and assignment process, does not have decision authority over selection. As noted in USAFA White Paper, there are current challenges to this closed process that, in part, require changes to Title 10 legislative language in addition to USAF and USAFA policy changes.

⁷⁴ Data provided to author by Dr Michael Halbig, Associate Dean of the Faculty (ADF), in telephone interview 3-1-04 and follow up emailed information: PMP Enrollment Status, Faculty Statistics, PMP policy messages, Faculty & Staff roster, USNA Faculty Handbook .pdf.

⁷⁵ The FY 03 PMP selection process is outlined in GENADMIN/N1 message “FY-03 PMP Program” 5 May 02 provided to author by USNA ADF 3-1-03

⁷⁶ Ibid, para 2

⁷⁷ Ibid para 5 (a)

Comparative Faculty Numbers

	Total Faculty	Military	Civilian	
USNA ⁷⁸	512	233 (45%)	279 (54%)	USNA provided 3-1-04
USAFA	530	390 (41%)	140 (26%)	USAFA/DF provided 2-11-04
USMA	622	491(79%)	131(21%)	USMA provided 12-8-03

USNA Appointments of Academics Leadership ⁷⁹	
Dean of Faculty and Provost	Search open to all qualified candidates, selected by SECNAV upon recommendation of Superintendent through CNO. Initial term not more than 4 years, can then be reappointed for 5 years with possible renewal. Current Dean is retired Admiral, but hired from civilian academic position.
Vice, Academic, Associate, Assistant Deans	Appointed by Dean “as necessary”. No term limits specified. Can be either military or civilian
Department Chairs	Appointed by Dean in consultation with faculty for term up to four years, can be renewed. Can be either military or civilian, but Vice Chair is always the opposite to maintain balance.
	Unlike USAFA, there are no Title 10 statutory Permanent Professors at USNA who also serve as Department Heads for the term of their Permanent Professorship. All leadership positions at USNA open to both military and civilian and subject to rotation regardless of academic rank and/or tenure.

Additional Process Questions ⁸⁰	
How does the civilian “tenure” system work?	<p>III. 2 a. (2) “The Naval Academy subscribes to the guidelines of the American Association of University Professors (AAUP) with respect to <i>tenure</i>. Tenure [as used in Faculty Handbook] refers to academic tenure. Academic tenure is conferred upon civilian faculty as recognition of continuing significant contribution to the Naval Academy program and is reserved for those members holding the rank of Associate Professor and Professor. Tenure connotes a two-way commitment between the Academy and the faculty member: based on a probationary period of demonstrated excellence [in accordance with criteria outlined in Faculty Handbook for academic promotion], the Academy makes the commitment of a career-long appointment to the individual; the individual faculty member, in turn, commits himself or herself to a career of outstanding teaching, research, and service in the accomplishment of the Naval Academy’s mission. Six years is normally the maximum probation period for a faculty member to be considered for academic tenure. “</p> <p>For civilian faculty, tenure is normally commensurate with academic promotion from assistant to associate professor. See below</p> <p>USAFA v. USNA</p> <p>In direct opposition to USNA policy, USAFA explicitly rejects the concept of “tenure” for civilian faculty and distances themselves from the above AAUP model. Civilian USAFA faculty are hired for three years on probation, then are eligible for successive 5 year contract renewals.</p>
How are faculty selected for academic promotion?	<p>III. 2 e. (2) “Authority to grant promotion and tenure rests with the Dean. The Promotion and Tenure (P&T) Committee serves as a confidential advisory committee to the Dean. When deliberating on promotion and tenure issues, the P&T Committee will be chaired by the Associate Dean for Faculty. The P&T Committee may also provide counsel to the Dean in the appointment of new faculty to advanced rank.”</p> <p>Civilian Faculty:</p> <p>III. 2 a (3) “Academic Rank, Terms of Appointment, and Reappointment. The initial appointment of all Federal Civil Service employees, including civilian faculty members, requires a minimum one-year probationary period; no one can receive academic tenure during the first year of a faculty appointment.”</p>

⁷⁸ See attached Excel spreadsheet for USNA Faculty civilian-military organization and numbers by department, academic rank, degree

⁷⁹ Faculty Handbook, United States Naval Academy 1 May 1998

⁸⁰ USNA Faculty Handbook May 1998

USNA Appointments of Academics Leadership ⁷⁹	
	<p>Instructors (the normal starting point for new, young civilian PhDs) are hired for three years, but must be recommended for promotion to Assistant Professor by the fifth year or their contract is not renewed.</p> <p>Assistant Professors: Initial term is three years (some new civilian hires can come in at advanced academic rank depending upon prior experience and credentials) <i>however...</i>“an Assistant Professor who has not been promoted to the rank of Associate Professor by the end of six years of service at the Naval Academy, including service as an Instructor, will not normally be reappointed. An Assistant Professor, regardless of length of service, will not be granted permanent academic tenure.”</p> <p>Associate Professors/Professors: Promotion to Associate Professor/Professor is “normally with academic tenure” unless either is an initial appointment. Initial appointments at these higher ranks are for three years <i>without tenure</i>, but if the professor is retained, then it will be with tenure.</p> <p>Military Faculty: III. 6 a. “Academic rank for military officers is elective. Based on their academic credentials and experience, military officers may be recommended to the Dean for academic rank by their chain-of-command. Their candidacies will be considered by the P&T Committee. Due to the different appointment status of military officers under U.S. Code, academic promotion does not, and cannot, connote academic tenure. Refer to ACDEANINST I520.2 series.” USAFA v. USNA</p> <p>Academic promotions for both institutions derive from faculty committees and are elective. Promotion is a combination of desire on the part of the faculty member, having the appropriate credentials, and obtaining recommendations from his or her Department to the Dean.</p> <p>For military faculties, however, there are some subtle differences:</p> <ul style="list-style-type: none"> ◆ USAFA military faculty may move from instructor to assistant professor in the course of their first (and sometimes only) assignment. This appears to be the norm for those with MA/MS. Promotion to associate professor requires a PhD. USAFA has limited yearly slots for “Sequential Tour Officers”—military faculty selected for advanced-degree tours at other universities with follow-on assignment back to USAFA. This process is separate from Permanent Professorship. ◆ The academic rank promotion appears to be less important for USNA military faculty members, most of whom are assigned for one 2-3 year tour. As noted above, the majority of USNA military faculty holding academic rank other than instructor come from the PMP program.
How are military faculty selected for advanced degrees?	See above.
How are military faculty selected for follow-on tours?	Very few if any USNA military faculty are selected for follow-on or “sequential tours” (the USAFA term) <i>outside</i> the previously discussed Permanent Military Professor program. The author assumes those military faculty selected prior to the institutionalization of the PMP program were the exception, came to USNA with advanced degrees or later in their career, and done on a case-by-case basis with the approval of their operational community.

Appendix D: USMA Faculty and Professors, USMA (PUSMA) [Permanent Professors]

Professors, USMA	
Total Authorized	
Dean of Academic Board	1
Vice Dean for Education	1
Academic Department Heads	13
Athletic Department Head	1
Additional PUSMAs in Departments of Civil and Mechanical Engineering, Electrical Engineering and Computer Science, English, Foreign Languages, History, Mathematical Sciences and Social Sciences	7

Professors, USMA	
Authorizing Legislation	<p>USC Title 10, Section 4331 establishes authorizations for 23 permanent professors (called Professors, USMA or PUSMA) including the Dean of Faculty—a number that has remained permanent since 1978. According to 4331 (b-d)</p> <ul style="list-style-type: none"> ◆ The Dean of the Academy Board selects PUSMAs from among “permanent professors who have been heads or directors” of departments. ◆ PUSMAs are dual-hatted as Department Heads ◆ PUSMAs “will exercise command only in his or her respective department.” <p>The Dean of the Academic Board establishes ad hoc 4-member committees for selecting PUSMAs to include 3 PUSMAs or professors “of designated subjects and one Department of the Army (DA) representative recommended by the Army Deputy Chief of Staff for Personnel and approved by the Dean and Superintendent.⁸¹ Position is open to all US Army officers who meet military, academic and personal criteria outlined in DPOM 3-1. Permanent professors may be appointed from active duty or civilian life (intent is to allow retired military to apply). “Once appointed, PUSMAs are part of the Regular Army with military rank of O-5 or O-6, but all current Regular Army officers selected as PUSMAs must vacate current military status, relinquish commission and be re-commissioned in the Regular Army “with a military rank and the office of professor”. PUSMAs must retire at age 64, but “permanent professors with more than thirty years of commissioned service may be retired involuntarily by the Secretary of the Army. After thirty years of commissioned service, the performance of permanent professors is reviewed every five years by the Department of the Army.”</p>
Justification	<p>PUSMAs oversee the course of instruction, manage academic affairs, and provide senior leadership to the academic program.⁸²</p> <ul style="list-style-type: none"> ◆ Play a critical role in developing the junior military faculty, ensuring they grow professionally as officers as well as maintain their academic currency and enhance their skills as teachers and mentors for cadets. ◆ Expected to maintain professional and academic currency through attendance at Senior Service School and professionally relevant sabbatical. ◆ Expected to conduct research, publish, and be leaders of professional societies in their respective academic disciplines. ◆ Provide continuity to a dynamic and evolving academic program. ◆ Lend academic and professional expertise to support the operational Army. Examples include deployment to combat zones, outreach by department to support relevant Army activities, such as engineering, leadership, recruiting, force development, combating terrorism, information warfare, and national security studies.

⁸¹ DPOM 3-1 3 February 1995 “Dean’s Policy and Operating Memorandum Procedures for Selecting Senior Military Academic Faculty Members”, USMA.

⁸² Forsythe, p 2

Professors, USMA	
ACADEMY PROFESSORS ⁸³	
Authority and Justification	<p>Academy Professors (AP) are Army officers competitively selected to serve at the Academy for the remainder of their military career, following completion of their Ph.D. Lieutenant colonels may serve through their twenty-eighth year of service, while colonels must retire after their thirtieth year of service. APs are selected by a Dean-appointed AP search committee. Search committee recommends, Academic Board approves, Superintendent nominates, Department of the Army appoints.</p> <ul style="list-style-type: none"> ◆ Academy professors hold a discipline-specific functional area designation in FA47 and serve extended tours at USMA, in accordance with Chapter 4, <i>Regulations, USMA</i> and <i>Department of the Army Pamphlet 600-3</i>. Typically, these officers have been awarded a doctorate. ◆ Once appointed, Academy Professors are expected to serve at the USMA until mandatory retirement, dependent on rank, generally 28-30 years military service. These officers serve as a critical link between the Academy's senior academic leaders and the junior faculty and staff. ◆ Title 10 4331 states that Academy Professors "should have served one tour at USMA."
PUSMAs + Academy Professors = USMA Senior Military Faculty	
Selection	<p>PUSMA and Academy Professor selections are accomplished by Academy-level search committees initiated by the Superintendent for PUSMAs, or the Dean for Academy Professors. Advertisements for these positions are normally included in general education and military publications and the USMA website. Selection committees screen applicants, conduct interviews, and forward recommendations to the Dean or Superintendent as appropriate. The Academy Professor selection committee includes one civilian member. PUSMA committees include a Department of the Army representative in addition to department and civilian faculty representatives. The selection process includes a review by outside consultants. The Academic Board approves Academy Professor selections. All PUSMA selections are appointed by the President of the United States and confirmed by the US Senate.⁸⁴</p>

Comparative Faculty Numbers-Authorized

	Total Faculty	Military	Civilian
USMA	511	411 (80%)	100 (20%)
USNA	512	233 (45%)	279 (54%)
USAFA	502	370 (75%)	123 (25%)

Additional Process Questions

How does the civilian "tenure" system work?	<p>"There is NO tenure system at USMA...Assistant professors have 3-year renewable contracts. Associate and full professors have 6-year renewable contracts."⁸⁵ Public Law 102-484, Section 523 and Section 4331, Title 10, U.S.C. authorize the Secretary of the Army to employ civilian faculty at USMA. While most are hired as USMA employees on term appointments under Title 10, a few are employees of other institutions and join the USMA faculty under the Intergovernmental Personnel Act (IPA) of 1970.</p> <p><i>Probationary Period.</i> The initial appointment of all civilian faculty members includes a 1-year trial period. The trial year is the first year of employment; in that period, civilian faculty members must demonstrate their qualifications and fitness for duty. They are evaluated for their performance in the position and adherence to standards for public service, which include high integrity, maturity, good work habits, respect for higher authority and fellow employees, and a willingness to learn and improve. Any faculty member who fails to measure up to the</p>
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⁸³ Faculty Manual, United States Military Academy August, 2000

⁸⁴ Dr K. Grice, USMA, Information Paper on Faculty Selection and Advanced Degrees 1 March 2004

⁸⁵ Grice, p 1.

	<p>qualifications, performance requirements, or ethical standards at any time during the trial period may be terminated.</p> <p><i>Instructor.</i> The initial appointment is for no more than 3 years. An instructor not promoted to a higher academic rank by the end of 6 years of service at USMA will be reappointed in the same rank only in exceptional cases deemed appropriate by the department head and the Dean or Commandant.</p> <p><i>Assistant Professor.</i> The initial appointment is for no more than 3 years. Subsequent appointments at this rank shall be for no more than a 3-year term. An assistant professor, who by the end of 6 years of service at USMA in that rank has not been promoted to the rank of associate professor will not normally be reappointed.</p> <p><i>Associate Professor.</i> Length of appointment upon promotion to associate professor from within USMA is normally 6 years. An initial appointment at the rank of associate professor is for no more than 3 years. Reappointments at this rank, after at least 3 years on the USMA faculty, are normally for periods of 6 years.</p> <p><i>Professor.</i> Length of appointment upon promotion to professor from within USMA is for 6 to 10 years. An initial appointment at the rank of professor is for not more than 6 years. Reappointments at this rank, after at least 3 years on the USMA faculty, are normally for periods of six to ten years.</p> <p>(f) Promotion. Upon promotion from within USMA, the faculty member's period of appointment terminates, and the faculty member is reappointed in the higher grade.</p>
<p>How are faculty selected for academic promotion?⁸⁶</p>	<p>General: Academic promotions at the USMA are consistently accomplished based on two sets of criteria: academic criteria established in DPOM 5-3, Academic Titles and Appointment and Promotion Procedures, and resource availability. Qualifications for promotion to the senior faculty include evidence of excellence across the faculty domains of teaching, scholarship, junior faculty development, cadet development, and service, as well as external letters of evaluation from disinterested experts. Faculty members are encouraged to maintain and submit their teaching portfolios for consideration during the promotion process. Since academic promotion of military faculty entails no resource commitment, the number of military faculty who may be appointed to the senior ranks is not restricted by resources. The Dean or Commandant determines the number of authorized positions for civilian faculty based on available resources.</p> <p>USMA regulations do not distinguish military from civilians when addressing the academic promotion process.</p> <p><i>Assistant Professor.</i> The department head recommends and the Dean or Commandant approves/appoints an individual for initial promotion to Assistant Professor.</p> <p><i>Associate Professor.</i> The department head nominates, the Faculty Credentials and Promotion Committee reviews, and the Dean or Commandant recommends an individual for initial appointment or promotion. The Academic Board exercises approval authority.</p> <p><i>Professor.</i> The department head nominates, the Faculty Credentials and Promotion Committee reviews, and the Dean or Commandant recommends an individual for initial appointment or promotion. The Academic Board exercises approval authority. Individuals may apply for reappointment (for successive contract periods, in the case of civilian faculty, or for second tours at the USMA, in the case of military faculty).</p>
<p>How are military faculty selected for advanced degrees?⁸⁷</p>	<p>Army officers selected for initial faculty tours at USMA (Rotating military faculty) "normally attend a 24-month graduate program" to obtain a Master's degree enroute to USMA. In some cases, "selected faculty members may attend a graduate program for up to 36 months in an approved doctoral program..."⁸⁸, again, en route. Officers selected for this Advanced Civil Schooling (ACS) and officers with appropriate degrees in hand prior to faculty assignment</p>

⁸⁶ USMA Faculty Manual p 19

⁸⁷ USMA Faculty Manual p 19

⁸⁸ DPOM 3-10 17 April 1995 "Dean's Policy and Operating Memorandum USMA Military Faculty Recruiting, 3 (c).

	<p>serve 3-year tours.</p> <p>Rotating military faculty comprise over half the total faculty at USMA. These single tour officers have a specific place in the overall USMA faculty system. The bulk of the rotating faculty, which makes up over half of the USMA faculty, is comprised of officers serving in the US Army. By virtue of their relative youth and recent company-grade leadership experience in the Army, the rotating military faculty serve as military role models for cadets. Their very recent graduate degrees also constitute a valuable resource for the institution. “At the end of their USMA tours, they return to their service to continue their careers in their military specialties.”⁸⁹</p>
<p>How are military faculty selected for follow-on tours?</p>	<p>A few Departments with heavy technical requirements have slots for what USMA calls “second tour PhDs”—but before returning to USMA, and after their ACS, these officers must have a field assignment in order to become qualified in their Army “functional” specialty. USMA expects them to return as an O-5 for a single 3-year faculty tour and then return to the field once again. If, as a separate process, the officer desired to compete for a slot as either an Academy Professor or PUSMA, then he or she must go through the “nationwide” selection process noted above and meet the selection criteria outlined in DPOM 3-1. As noted by the Vice Dean for Education, however, successful competition for PUSMA and AP slots is enhanced by having “more Army time” than academic time.⁹⁰</p>
<p>What are the rules and intentions of sabbaticals for “permanent” faculty?</p>	<p>Like the Air Force Academy, Title 10 4331 restricts PUSMAs from exercising command outside their respective USMA departments”.⁹¹ The purpose of sabbatical leaves is “to provide a substantial period of intellectual renewal, disciplinary updating and scholarly concentration to senior faculty”.⁹² For PUSMAs/APs and civilians (must have a PhD to be eligible for a sabbatical), sabbaticals normally come after 6 years at USMA and after approval of a “sabbatical proposal that describes in detail the envisioned benefit to USMA and the Army”.⁹³ PUSMAs are encouraged to bring both their military and academic expertise in sabbaticals that add value to the operational needs of the Army and relevance to their academic specialty. As a result, PUSMAs often serve “in the field”, including “combat zones”; there is no pressure, however, to take “command” outside USMA. On a few occasions PUSMAs have been selected for command while in graduate school or early in their USMA assignment. This is dealt with on a case-by-case basis, and can result in the individual delaying assignment to USMA to take command.</p>

⁸⁹ USMA Faculty Manual p 5

⁹⁰ Telephone interview author and Col Barney Forsythe, PUSMA and Vice Dean for Education USMA 29 March 2004.

⁹¹ DPOM 3-9 Dean’s Policy and Operating Memorandum Sabbatical Leaves and Academic Absences” 15 October 1992.

⁹² Ibid, p.1

⁹³ Ibid, p.2

Appendix E. USAFA Permanent Professors and Faculty⁹⁴

USAFA Permanent Professor Numbers		
USAFA Permanent Professors (PP)	22	USAFA Permanent Professors fixed at 22, including the Dean of Faculty by 10 USC 9331(PP) and 9335(Dean). Current procedures for policy implementation (justification, selection, retention, evaluation, etc.) are set forth in HQ USAFA Instruction 36-151 20 March 2000. All PPs are reflected as full professors for purposes of academic rank, all (but Dean) are USAF O-6s; all have PhDs. There are no civilian Permanent Professors; there are 37 civilian full professors which is an academic rank, not a position established by law which differentiates full professors from Permanent Professors. In addition, USAFA has no “tenured” military or civilian faculty.
Dean of the Faculty	20	
Dean	1	
Faculty	19	One PP per each of 19 Faculty Departments, all PPs also Department Heads; Vice Dean is PP of one of Departments, Department run by “acting” Head
Commandant of Cadets	2	
Prof of Military Arts	1	34 th Educational Group
Prof of Athletics	1	34 th Training Group

Overall Authorized Faculty Numbers ⁹⁵				
	Total Faculty	Military	Civilian	
USAFA	502	379 (74%)	123 (26%)	Civilian number includes 17 Distinguished Visiting Professors (DVPs)—one per Department. All DVP positions funded separately by Air Staff in \$2.5M appropriation. Military number includes 11 Sister Service slots: 7 Army, 4 Navy. Sister service numbers drop to 9 in 2005. USAFA will get 4 USAF military instructor slots back from USMA this FY.
USNA	512	233(45%)	279(54%)	USNA provided 10-1-03
USMA	511	411(80%)	100(20%)	USMA provided 12-8-03

USAFA Permanent Professor Current Policy/Recommended Changes

- ◆ Changes to Permanent Professor selection, tenure, utilization, responsibilities and qualifications (10 USC 9331) directed by NDAA 2004 Sec 528 and tasked to SECAF by SECDEF. SECAF directed to:
 - Review and assess existing faculty system at USAFA, including “civilian and military permanent professorships”
 - ◆ Take into account findings, conclusions, and recommendations regarding USAFA faculty and permanent professorships included in: Fowler Panel, USAF General Counsel Report, Agenda for Change
 - ◆ Compare USAFA faculty and permanent professor policies with USNA and USMA
- ◆ Recommendations due May 4, 2004. ⁹⁶

⁹⁴ Snapshot of February 2004 from statistics provided by Vice Dean on 2-23-04 from 2004 current and projected manning. Unless otherwise noted, numbers reflect assigned, not authorized faculty. Statistics provided to SAIC in several tables, each with different data, so there are a few numerical differences could not be correlated. Judged to have no impact on this report.

⁹⁵ See attached Excel spreadsheets for faculty numbers by Department. Composite for SAIC prepared from various Vice Dean faculty statistics provided to author 2-23-04.

⁹⁶ 20 Jan 04 Memo from Kelly Craven SES, SAF/MRM to Col Dave French, SAF/MRM re: Permanent Professor Language, provided to author.

ISSUE/DIRECTIVE	CURRENT PROCESS	PROPOSED CHANGES
PP Selection Process USAFAI 36-151 20 March 2000, and 10 USC 9331	Losing Department opens search to qualified military officers (PhD with appropriate teaching, research, experience) current and former faculty. Search committee of 3 Department Heads/PPs screens records, recommends 1-2-3 to committee of all PPs; PPs recommend 1-2-3 to Dean, Dean recommends 1-2-3 to Supt. Supt forwards his choice to SECAF, who always concurred. No "outside" participation in decision.	<u>USAFAI 36-151 Draft 30 Oct 2003.</u> PP selection committee will be augmented to include two O-6s from "operational Air Force"; SECAF and CSAF will be given opportunity to interview all PP candidates before selection process completed and make "final selection decision". Draft also formalizes PP review/evaluation process to include mandatory review at 30 years of TAFCS, includes a more comprehensive statement of purpose for PPs and their value added to USAFA and USAF, adds more detailed explanation of PP roles and duties, deletes all references to "tenure" as inconsistent with legislative language. Draft clarifies that, again by law, PPs relinquish their positions as active duty line officers. Therefore applying the term "operational tour" vice "sabbatical" is misleading. Further, no PP can "command" without resigning and accepting reappointment to Line of the Air Force. Expands on concept and purposes of appropriate sabbaticals. Provides process to revoke PP status.
PPs as Department Heads (DH) Common practice, no directive	The one PP in each department has always served as the Department Head with no changes. "Acting DHs" fill in when PP is Vice Dean or on sabbatical.	<u>USAFAI 36-151 Draft 30 Oct 2003</u> Expand process to allow decoupling of DH from PP (but presuming PP is "most qualified" to be DH under normal circumstances). Regardless of incumbent, however, DH will rotate every 5 years or earlier if circumstances warrant removal.
Dean of Faculty Selection Process USAFAI 36-151 20 March 2000, and 10 USC 9335	Title 10 USC 9335 (a) Appointed from among PPs who have served as DH at USAFA. Closed process.	<u>USAFAI 36-151 Draft 30 Oct 2003</u> Limits PP term as Dean to 5 years with extensions approved by Supt and SECAF. Current SECAF-USAF/DF discussions re proposed legislative changes to <u>10 USC 9335</u> to allow SECAF to select a Dean of the Faculty from a pool of candidates among civilian and military professionals <i>in addition</i> to the PPs. However, HQ USAF Senior Leadership Management Office has already set "open selection process" in motion by releasing announcement (SLMO 03-28) for Dean job. JAG interpretation ⁹⁷ <u>says current Dean selection process (above 10 USC) valid until legislation changed.</u> Apparent conflict.

⁹⁷ Memo for USAFA/DF from 34 TRW (DEP CAT/JA) 30 Oct 03 provided to author.

Additional Process Questions

How does the civilian tenure system work?	<p>USAFA does not have a tenure system for either military or civilian faculty. “Tenure” is a term used in civilian universities and means the professor has a permanent position until he or she elects to retire. “Tenure” has been used frequently but incorrectly when referring to USAFA faculty—even by USAFA faculty and staff. Proposed changes to USAFAI 36-151 include deleting any reference to tenure from that regulation. Civilian faculty must have a PhD even to be an instructor. They are hired on for 3 years in a probationary status. At the end of the first year, they get a DH review; at the end of the second year, they get a DH review. At that point the Faculty Committee reviews and decides to either release the civilian faculty member or offer a 5-year contract. Reviews continue yearly and can result in continued 5-year contracts which may be concurrent with academic promotion and salary step increase. Civilian faculty on same “excepted” pay scale as professors at NPS, AFIT, and other service academies—not regular civil service. Even civilian full professors do not have tenure.</p>
How are faculty selected for academic promotion?	<p>Academic promotions for both military and civilian faculty are made by the Faculty Personnel Council with the endorsement of the Department Head. The sequence is: instructor, assistant professor, associate professor, full professor. The Faculty Council solicits packages from faculty seeking academic promotion. The same evaluation standards apply to both military and civilians: teaching, service, scholarship (how engaged are they in their discipline—papers, presentations, publications), adherence to standards. For military faculty, academic promotion from assistant to associate professor requires a PhD, regardless of military rank. For civilian faculty, all of whom are hired with PhDs, academic promotion includes a salary step increase. There are no statutory or policy limits on academic promotions; the 27 military “full professors” include but are not limited to the 19 military Permanent Professors. The two are distinct, but often confused. In addition, there are 37 civilian full professors.</p>
How are military faculty selected for advanced degrees?	<p>DF has 9 man-years every year to use for advanced degrees for military faculty across all departments. For example, 9 man years would translate into three x 3-year PhD tours or six x 1.5-year MA tours, or a combination. MA selection is made by the hiring department before officer begins initial USAFA instructor tour, and school is attended enroute. Departments make selection of PhD candidates, but final selection on case-by-case basis based on recommendation from DH to Dean to Superintendent DF and USAF personnel and functional managers must also approve-advanced degree selection for military officers depending on individual officer’s ADSC, AFSC, and operational/command requirements for promotion and PME.</p> <p>Advance-degree selection for military faculty is a key driver of follow-on or “sequential tours” back to USAFA.</p> <p>Example: Officer on faculty selected for PhD in middle of second year of 3-year initial instructor tour; spends 3 years at selected institution and may have operational tour before or after assignment before returning for 4-year USAFA tour. Allowed to leave school ABD but must write dissertation on own time during follow-on assignments either at USAFA or on operational tour. Once first post-academic tour begins back at USAFA, officer can then request “sequential tour” for yet another 4-years. These officers are referred to as STOs or sequential tour officers. DF is currently authorized 62 positions for STOs out of 390 total military faculty authorizations.</p>
How are faculty selected for follow-on tours?	<p>As noted above, civilian faculty are selected for follow-on tour by meeting criteria for additional 5-year contracts after an initial 3-year probationary appointment. Other than limits imposed by overall civilian faculty authorizations, there appear to be no limitations on the number of 5-year contract renewals, but civilians have been hired as full-time faculty only since 1993.</p> <p>Military faculty are selected as “sequential tour officers” only upon approval for advanced degrees in conjunction with whatever “operational tour” requirements imposed on them by their MAJCOM and functional career managers.</p> <p>Since the academy hired civilian professors in 1993, tour lengths for military faculty have been greatly reduced. Past procedures (which fostered the impression, even today, that USAFA military faculty can have tenure) allowed faculty members who met department and</p>

	<p>USAF criteria to apply for 4 year “renewable tours” (almost always restricted to officers with PhDs)—keeping many military faculty at the Academy for 10–15 years. There were no formal DF limitations on military faculty serving renewable tours, and no formal limits on numbers of renewable tours. In the last decade, however, military tours have been subject to much more restriction. Current procedure: Initial tours for military faculty instructors are 3 years. If, after 2 years the instructor is selected for an advanced degree, he or she falls under the process noted above—3 years to get a PhD (may depart before initial 3-year tour is completed), possible intervening operational tour, return to USAFA for 4-years with possibility of another 4-year tour as an STO, with further renewals possible to meet department manning/experience needs. Again, DF limited to 62 STO positions.</p>
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Appendix F. Service Academy Faculty Elements As Equivalencies

Service Academy Faculty Elements As Equivalencies				
		USAFA	USMA	USNA
Total Faculty⁹⁸		502	511	512
<i>Military</i>		379 (75%)	411 (80%)	233 (45%)
<i>Civilian</i>		123 (25%)	100 (20%)	279 (54%)
		USAFA	USMA	USNA
Senior Faculty	Faculty Element	Dean of the Faculty	Dean of the Academic Board	Dean of Faculty and Provost
	Title 10 “Permanent Professors”	(4%) Permanent Professors (PP) including Dean ⁹⁹ ; appointed by Title 10, military only 19 DF PPs all Department Heads (DH); serve until age 64;	5% Permanent Professors (Professors, USMA or PUSMA) ¹⁰⁰ including Dean; appointed by Title 10 military only, 13 Department and 7 Deputy Department Heads; serve until age 64	0%
	Other Senior Military Faculty	(2%) 0-6 Senior Military Professors (SMP) , (11%) Sequential Tour Officers (STO) 0-4 to 0-5 with PhD; ¹⁰¹	(17%) Academy Professors (AP) . Army 0-5/0-6 with PhDs; serve until statutory retirement date	(6%) Permanent Military Professors (PMP) . Navy special career path 0-4/0-5s; with PhD enroute; 0-6 with PhD; serve until statutory retirement date. Filling senior military Divisional Chairs

⁹⁸ Numbers reflect *authorizations* under the organizational structure headed by the Deans. Numbers do not include Visiting Professors, faculty from other US or allied militaries, and members of the Department of Physical Education. The numbers in each faculty element, however, were put together from a variety of manning tables that were not always consistent with the authorized numbers, and may reflect *assigned* rather than authorized personnel. Therefore, totaling the numbers in each faculty element will not equal the overall faculty number.

⁹⁹ In the case of USAFA, the Department of Military Strategic Studies (34th Education Group) is an “academic department” under the Commandant of Cadets (34th Training Wing) and is headed by a Permanent Professor dual-hatted as the Commander of the 34th Education Group—the only PP who is a commander. A second Permanent Professor heads the Department of Athletics. Under the direction of the Agenda for Change, this formerly separate mission element is now under the Commander of Cadets.

¹⁰⁰ The 23 PUSMA positions include the Head of the Athletic Department, which comes under the Dean of the Academic Board.

¹⁰¹ USAFA has eight 0-6s with PhDs among the Sequential Tour Officers, but their seniority is recognized under the title “Senior Military Professor” (SMP). The SMP selection process includes an Air Force-wide competition with the final selection determined by a USAFA Colonels panel; in contrast, STOs are selected by their Department Head.

Service Academy Faculty Elements As Equivalencies				
	Civilian Professors Full and Associate Professors (PhD)	(16%) No tenure ¹⁰² ; 5-year renewable contracts, policy excludes them from being Department Head or Deputy Department Head (DH is PP slot)	(11%) No tenure; 6-year renewable contracts; policy excludes them from Department Head (PUSMA slots) or DDH (PUSMA/Academy Professor slots)	(40%) Tenured Civilian Professors (Associate and Full Professors) including Dean; follow civilian university guidelines for tenure; share Department, Deputy Department Chairs with PMPs (see below). Serve until elect to retire.
Junior Faculty	Assistant Professors and Instructors (PhDs)	(9%) Initial 3-year probation, 5-year renewable contract	(8%) Initial 1-year probation; 3 years to make Assistant Professor; if promoted, then 6-year renewable contract	(14%) Initial 3-year tour, first-year probation; 5 years to make Assistant Professor; if promoted, then 6 years to Associate Professor then tenure.
	Rotational Faculty	Rotational Faculty (55%) Single 3-year tour, some selected for Master's en route, most arrive with Master's in hand. AF may add in mandatory PME/training requirements or assignments before/after graduate school and before/after USAFA start date.	Rotational Faculty (67%) Single 3-year tour normally all obtain Master's enroute from company command via 24-month pipeline to pre-selected civilian or DoD schools. Five-year process	Rotational Faculty (37%) Single 2–3-year tour, some can serve with Bachelor's Degree

¹⁰² AFI 36-804 para 8, p 3, "USAFA may not grant academic tenure".