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THE UNITED STATES AIR FORCE RESERVE OFFICER
TRAINING CORPS: LOOKING TO THE FUTURE

BY

LIEUTENANT COLONEL CHARLES A. ROYCE
United States Air Force

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THE UNITED STATES AIR FORCE RESERVE OFFICER TRAINING CORPS:
LOOKING TO THE FUTURE

AN INDIVIDUAL STUDY PROJECT

by

Lieutenant Colonel Charles A. Royce
United States Air Force

Colonel Donald W. Bruce
Project Advisor

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ABSTRACT

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Air Force ROTC is the result of a developmental process which began in the early 1800s. In 1947 it became a separate commissioning source which was initially modeled after its parent Army ROTC. Since its inception, the program has continually adapted to the changing needs of the Air Force. As a result, it has emerged as the primary source of line officers. Today there are 149 detachments with a total enrollment of more than 16,000 cadets. The future holds even more challenges for Air Force ROTC. Responding to the requirement to trim costs and reduce accessions, the Department of Defense has programmed a 19 per cent cut in Air Force ROTC commissions by 1995. The number of detachments is also scheduled to decrease. If the Air Force expects its primary commissioning source to continue to produce high quality officers, it must investigate ways to efficiently and effectively conduct ROTC. This paper examines the strengths and weaknesses of the current program and proposes an alternative commissioning model designed to maintain the present program's advantages, correct its deficiencies, and permit Air Force ROTC to meet the challenges of the future.



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INTRODUCTION

The Department of Defense will reduce significantly the size of the United States armed forces in the coming years in light of changes in the world situation and the reduced commitment of resources to the national defense. Careful management of the reduction in the size of the programs through which the armed forces obtain officers will be essential.

Donald J. Atwood
Deputy Secretary of Defense (Note 1)

I think the bottom-line question as we move through the drawdown of the officer corps over the next five years is: "Can we be more effective in producing and retaining the kind of officer leadership we need in the future?"

Senator John Glenn
Chairman, Senate Armed Services
Subcommittee on manpower and
personnel (Note 2)

Since its inception in 1947, the Air Force Reserve Officer Training Corps (ROTC) has continually adapted its program to meet the changing needs of the Air Force. Consequently, it has emerged as the primary source of line officers. In fact, 41 per cent of all the officers on active duty today, including 185 generals, received their commissions through Air Force ROTC. (Note 3) The future holds even more challenges for the Air Force and ROTC. To accomodate shrinking budgets and mandated manpower reductions, the Department of Defense (DOD) has prescribed a 19 per cent cut in Air Force ROTC commissions by 1995. (Note 4) Furthermore, despite the existence of more than 1,900 four year accredited colleges in the United States (Note

5), only 149 presently have Air Force ROTC detachments on their campuses and that number is also projected to decrease. (Note 6) If the Air Force is to continue this important citizen-soldier input to its officer corps, it must investigate ways to efficiently and effectively conduct Air Force ROTC while still producing high quality officers. The purpose of this paper is to examine the current Air Force ROTC program and to propose an alternative commissioning model designed to retain the present program's advantages, address its shortcomings, and permit Air Force ROTC to meet the challenges of the future.

The following section provides a brief history of Air Force ROTC and outlines the current program. Then, the advantages and disadvantages of the present training system will be discussed. A detailed description and an analysis of an alternative commissioning model follow. The final section presents specific conclusions and recommendations.

THE EXISTING AIR FORCE PROGRAM

A BRIEF HISTORY

The history of military training at United States civilian institutions can be traced to the early 1800's. The American forces' poor performance in the War of 1812 graphically illustrated the necessity of standing armed forces with a professional officer corps which had received fundamental military training. In 1819, Norwich University became the first civilian college to address this problem. The Citadel and Virginia Military Institute were among several other schools in the South which followed Norwich's lead. When the Civil War erupted, the Southern officers who resigned from the Union Army teamed with the large number of men who had been trained at military schools and gave the Confederacy an edge in professionally-educated military leadership. Many historians have attributed the South's remarkable early successes on the battlefield to its skilled officer corps. This fact was not lost on the Congress of the United States. In 1862, it passed a Land Grant Act, sponsored by Congressman Justin Merrill, which provided Federal financial support to any state which conducted military training in at least one of its colleges. Moreover, the government gave the states huge tracts of land to use or sell in order to support these schools. (Note 7)

The program grew very slowly and, in 1898, only 42 colleges offered any military training. As World War One approached, the War Department realized the need for an expanded officer training

program and rejuvenated the system by pushing through Congress the National Defense Act of 1916. This legislation, in addition to creating the Reserve Officer Training Corps, required the formation of ROTC units at all colleges that were under the aegis of the Land Grant Act of 1862. By 1921, there were 124 units across the nation. This new program continued to grow and more than 100,000 ROTC graduates were available for duty when the United States entered World War Two. (Note 8)

In 1945, the Army Air Force was authorized to create its own units and Air ROTC was begun with 8,847 cadets at 78 colleges. The campus commissioning model it employed was identical to its parent Army ROTC. When the Air Force became a separate service in 1947, the newly-named Air Force ROTC began to expand rapidly. (Note 9)

During the Korean conflict enrollments surged from 72,798 in 1951, to more than 141,000 just one year later. After the war, a thriving economy and public disenchantment with military service combined to initiate a dramatic enrollment decline. In spite of a slight increase in 1960, the downward trend continued, assisted by the campus unrest associated with the war in Viet Nam. By 1976, only 16,579 cadets were participating in the program. (Note 10) The post-Viet Nam budget reductions and the advent of the All-Volunteer Force severely strained Air Force ROTC's ability to meet production objectives--especially for officers in the technically-skilled categories. Undaunted, Air Force ROTC officials instituted new recruiting measures and, in 1977, enrollments once again began to increase. (Note 11)

Notwithstanding a shriveling manpower pool (Note 12), in each of the last six years, Air Force ROTC has averaged an annual line officer production rate of more than 100 per cent of its objective. (Note 13) The present Air Force ROTC program is the result of this developmental process.

THE PRESENT AIR FORCE ROTC PROGRAM

The current program has two basic components--a curriculum and the administrative framework which supports the training effort.

The Air Force ROTC Four Year curriculum begins with the student's enrollment in the Air Science 100-level course. Designed for the college freshman, this introductory class acquaints the cadet with the Air Force's organization and missions. The class normally meets for one hour each week of the academic year. Air Science 200 also meets only once each week, and studies the history of air power from mythology through the present. Emphasis is placed on aerospace doctrine and strategy. The junior-level course, Air Science 300, is a military leadership and management course. Group discussions and case studies are used extensively. These classes normally meet three times per week during the academic year. The Air Science 400 class covers subjects concerning the armed forces and today's society. Discussions in this three hours per week course include national security policy development, the Uniform Code of Military Justice, current international issues, and other pertinent military topics. (Note 14)

Throughout the Four Year Program, students also spend one hour each week in Leadership Laboratory. Cadets enrolled in the first two Air Science years are in the General Military Course. In this program they become enlisted members of the cadet organization. In Leadership Laboratory, upperclassmen teach them drill and ceremonies, proper wear of the uniform, customs and courtesies, and related military information. Students in their final two years of the Air Force ROTC program are cadet officers in the Professional Officer Course. Their primary responsibility is to organize the cadet unit for the instruction of the underclassmen and the accomplishment of other special projects. (Note 15) Other training is accomplished during a summer encampment.

Cadets attend a four week Field Training Unit during the summer between their sophomore and junior years. The curriculum includes aircrew and aircraft familiarization, career orientation, physical conditioning, small arms and survival training, and a social actions program. (Note 16) Active duty commitments may be incurred at several points in the program.

Students participating in the General Military Course do not incur any service obligation. Uniforms and required Air Force ROTC textbooks are provided by the Air Force. Prior to the beginning of the Professional Officer Course, students contractually commit to at least four years of active service in one of several specific commissioning categories. These areas include pilot, navigator, missile officer, technical, engineering, nontechnical, and non-line career fields. (Note 17)

Cadets receive a one hundred dollar monthly stipend during their final two academic years.

Air Force ROTC also offers a Two Year commissioning program. In this option, a student completes a six week field training encampment prior to enrollment in the same Professional Officer Course as the Four Year Cadet. The extra two weeks of field training provide the new cadet with some of the basic military instruction required to be an effective member of the cadet corps upon returning to the home detachment. A One Year Program has recently been introduced with very limited availability. Essentially, it is designed for seniors in specific major fields of study. The program is a modified version of the Two Year Course. (Note 18) In addition to military instruction, cadets also receive significant financial assistance from Air Force ROTC.

One of the most substantial school financial aid programs is the Air Force ROTC College Scholarship Program. The Air Force awards approximately 4,000 of these scholarships which may pay benefits for as many as four years, or for only one academic year. (Note 19) These highly competitive awards pay for all tuition, required texts, laboratory and incidental fees, and provide the one hundred dollar monthly stipend. All scholarship recipients are obligated to enter the Air Force in their specific commissioning category for a minimum of four years. To receive the scholarship, qualifying undergraduate major fields of study usually center on the science and engineering fields and are stipulated by the Air Force. Other Air Force ROTC programs

include flight instruction for pilot candidates, base visits, parachute training, and several other extracurricular activities. (Note 20) To support this curriculum, the Air Force has created an extensive administrative structure.

Air Force ROTC, with its headquarters at Maxwell AFB, Alabama, has approximately 1,150 authorized personnel. Below the headquarters level, the United States is divided into six geographic divisions with an Area Commandant assigned to each one. (Note 21) The Area Commandant oversees the Air Force ROTC programs located within that region. Schools which have signed contracts with the Air Force offer ROTC either on their campuses or at a nearby school through a crosstown agreement. Air Force personnel form ROTC detachments on the host campuses. Every detachment has a commander--known as the Professor of Aerospace Studies. Assistant Professors of Aerospace Studies are assigned according to the size of the cadet organization. A student enrollment of 260, for example, normally mandates five officer instructors. In addition, four enlisted administrative and/or personnel specialists would be authorized. The detachment staff members actually have two lines of responsibility. The military chain of command runs through their Area Commandant to the Commandant of Air Force ROTC. On the academic side, the unit's personnel are faculty or support staff members of their host university. In this respect, the detachment commander is a full professor and department chairman at the school. As such, the Professor of Aerospace Studies also is responsible to a hierarchy on the campus. It is common for the college to provide clerical

assistance to the department in addition to the physical facilities stipulated in the contract signed by the school and the Air Force. (Note 22)

Presently, more than 16,000 students are enrolled in Air Force ROTC courses throughout the United States and Puerto Rico. (Note 23) Most importantly, the program has become the Air Force's primary source of commissioned officers. During the past five years the Air Force Academy provided 18 per cent, Officer Training School (OTS) provided 27 per cent, and Air Force ROTC provided 55 per cent of all active duty officer accessions. (Note 24)

As with any major program, Air Force ROTC has some advantages and disadvantages. The next section discusses these facets in detail.

AN ANALYSIS OF THE CURRENT PROGRAM

AIR FORCE ROTC'S STRENGTHS

The Reserve Officer Training Corps is a vital commissioning source because it draws from a cross section of our college campuses. Providing more than 50 per cent of our new Air Force officers each year, it provides a vital link between the people we protect and the nation we serve.

Brigadier General Robin G. Tornow
Commandant, Air Force ROTC (Note 25)

Over the years, Air Force ROTC has developed many strong points. Paramount among these are its citizen-soldier input to the officer corps, the significant financial support it provides to students, and the interaction between detachment staff members and the cadets.

Air Force ROTC is the commissioning source which fully embodies the citizen-soldier concept advocated by America's founding fathers. This concept was reiterated in modern times in the Benson Report. (Note 26) This eminent study reaffirmed the doctrine of civilian control of the military and gave as the foundation of this structure a civilian-educated officer corps. With these underpinnings, Air Force ROTC has grown to become the Air Force's primary source of officers. In fact, this year Air Force ROTC will reach a milestone. By the end of 1991, more than 200,000 cadets will have received their commissions through Air Force ROTC. (Note 27) One reason for this success is the significant financial support available to qualified officer trainees.

Air Force ROTC provides substantial scholarship assistance

to cadets. Moreover, when the students accept the financial aid they simultaneously incur an active duty obligation. Thus, they agree to become Air Force officers while they are still freshmen or sophomores--long before they are actively recruited by civilian industry. This is a definite strength of the current system since, in several specialties, the Air Force's pay and benefits do not favorably compare with those of the private sector. Still another strength concerns the students' exposure to professional military officers.

Throughout the cadets' tenure in either the Four or Two Year Program they are exposed to the Air Force officers and enlisted personnel on the detachment staff. During this period, the students assimilate a considerable amount of information regarding active military service. This exposure, coupled with the opportunities to visit Air Force installations during the academic year and the summer Field Training Unit, orients the cadets toward the Air Force way of life. This is a definite advantage of the present program.

Another advantage is that the Air Force ROTC detachment staff officers are acquainted with the cadets. Through classroom observation the instructors are able to evaluate the cadets' potential for becoming effective officers. In the past, students have been eliminated by this process even though they were academically qualified for commissioning. In addition to these positive aspects, the program has some problem areas which must be addressed if Air Force ROTC is to successfully meet the challenges of the future.

DEFICIENCIES OF THE PRESENT AIR FORCE ROTC PROGRAM

The present Air Force ROTC program has some faults. Costs-per-graduate, steadily declining enrollments, training standardization, extensive delays between commissioning and reporting for active duty, and the part-time nature of the officer training curriculum are shortcomings which will be discussed in detail in the following paragraphs.

The primary concern regarding the present program is the cost-per-graduate. The expenses associated with commissioning an officer through Air Force ROTC substantially exceed that of an OTS graduate. A Four Year Program cadet costs the Air Force \$45,953. A large portion of this amount is due to overhead costs. Nearly 1,000 detachment staff members produce only about 2,500 lieutenants each year. By comparison, an OTS graduate (who completed college before attending OTS) is produced for only \$20,469. The Air Force Academy is the most expensive source of officers. Academy officials estimate their cost-per-graduate at \$225,498. (Note 28) Despite these outlays, recruiting is a problem.

Table 1 illustrates the overall decline in Air Force ROTC enrollments during the last seven years. (Note 29)

Table 1

TOTAL AIR FORCE ROTC ENROLLMENTS

1984	26,081	1988	22,067
1985	24,883	1989	19,549
1986	23,605	1990	20,178
1987	23,390	1991	16,167

While a part of this decline may be due to the shrinking 18 year old manpower pool, a portion may also be attributed to the fact that the number of Air Force ROTC detachments has fallen to 149. (Note 30) Since there are over 1,900 four year institutions in the United States with a total enrollment of 7.5 million students, Air Force ROTC has significantly limited its recruiting base. (Note 31) Additionally, only 18 of the 149 schools are private schools, the rest are government supported. Therefore, the important citizen-soldier input comes predominantly from large government-affiliated schools. According to recent media reports, DOD officials have indicated the number of detachments will be reduced even further. Viability standards require each detachment to have a minimum of 17 cadets in Air Science 300 every year or face closure. Currently, two detachments are scheduled to close in FY91, and several more are on probation. (Note 32)

Another drawback to the existing program is found in the area of quality control. The Air Force signs a separate contract with each university. This contract stipulates the hours of instruction, the professors' qualifications, the assets to be provided by the school, and the amount of credit for the courses.

These agreements vary widely from college to college. Some universities go so far as to require Air Force ROTC cadets to wear school-unique uniforms in their program. Still other detachments use different textbooks than those recommended by ROTC Headquarters. This contracting practice prohibits a fully standardized nationwide training program.

After completing the Air Force ROTC curriculum, most of the new lieutenants are forced to wait as much as a year before they are called to active duty. Much of this delay is due to backlogs at technical training schools for their specific skill areas. (Note 33) The Air Force recognizes several educational Laws of Learning. In this case, the Law of Learning known as Recency comes into effect. This law states, "Things most recently learned are best remembered." (Note 34)

Another disadvantage of the present system concerns the part-time nature of the training program. The students participating in the General Military Course spend only two hours per week in an Air Force ROTC classroom. Their Professional Officer Course counterparts spend a total of four hours in officer training each academic week. Since they cannot be commissioned if they do not graduate, cadets naturally concentrate on their major academic requirements rather than on ROTC-related material. The end result is a new lieutenant who has been a full-time student and a part-time officer trainee. The part-time nature of the ROTC curriculum precludes the officer candidate from receiving detailed and concentrated training. When this is coupled with a long delay before being called to

active duty, a major disadvantage becomes evident.

Despite the advantages of Air Force ROTC, current budget pressures and its many deficiencies warrant an investigation of an alternative training model.

LOOKING TO THE FUTURE

AN ALTERNATIVE MODEL

While Air Force ROTC has successfully overcome many obstacles in the past, it must continue to be dynamic to meet the difficult challenges of the future. This reality, coupled with the shortcomings in the current program, warrants an investigation of a new Air Force ROTC model. This inquiry is especially justified since there has not been a detailed study of alternative commissioning programs since 1947. This section describes a model designed to maintain the advantages of the present ROTC program and redress its weaknesses while responding to the requirements to reduce costs and trim accessions.

The Air Force Reserve Officer Training Corps' scholarship program encourages some of this country's best and brightest young people to serve their country. ROTC scholarships provide a college education for qualified students in exchange for a commitment to the Air Force. As future officers, these cadets will be the key to maintaining a leaner and more capable force for the future.

Brigadier General Robin G. Tornow
Commandant, Air Force ROTC (Note 35)

This alternative ROTC program retains the present College Scholarship Program (CSP) mandated by public law. The 4,000 scholarships would continue. In addition, CSP administration procedures would not be substantially altered. An interested student would obtain a scholarship application from a guidance counselor or the college's student financial aid office. Required documentation would include grade transcripts,

Scholastic Aptitude or American College Test scores, guidance counselor evaluations, three character reference statements, and a description of other scholastic or community activities. Selection boards convened at Air Force ROTC Headquarters would select potential scholarship recipients. Next, an Air Force ROTC Liaison Officer would conduct a personal interview to determine the applicant's suitability for commissioned service. If the student successfully completes this evaluation, he or she would then be administered a flying or non-flying physical exam at the nearest Armed Forces Entrance Examination Station. Also, the local recruiting detachment would administer the Air Force Officers' Qualifying Test. Satisfactory completion of all of these requirements would lead to the student's receipt of the scholarship.

A student who becomes a designated scholarship recipient would be permitted to attend any accredited four year college in the nation. However, the cadet would still major in a degree program stipulated by the Air Force. At the end of each academic term, the university would forward a current grade transcript to Air Force ROTC Headquarters for review. If the student was making satisfactory progress, the scholarship would continue. If at any time the cadet failed to achieve established minimum academic requirements, he or she would be placed on probation for one academic term. Following this probationary period, if the student's substandard performance continued, the Air Force ROTC scholarship would be terminated. At the Air Force's discretion, the payments made to that point would be converted to a low

interest government loan which the student would be obligated to repay. During the academic year, the cadet would not take any Air Force ROTC courses.

During the summer between the cadet's sophomore and junior years, he or she would be required to attend the Air Force's Basic Military Training School at Lackland Air Force Base, Texas. This course would provide the cadet with a solid foundation for service in the Air Force. While in training, the student would receive the same pay as an Airman Basic (E-1). While at Lackland, the student would be interviewed by a Basic Military Training Squadron Commander. This interview would further evaluate the cadet's potential for officer training. Once the student successfully finished the basic program, he or she would become contractually obligated to enter the active Air Force following graduation from college.

After receiving a baccalaureate degree, the cadet would attend OTS. This intensive course lasts 15 weeks for pilot candidates and 12 weeks for other trainees. The OTS program already contributes 27 per cent of new lieutenants annually and has been proven to be a highly satisfactory source of officers for the Air Force. The present curriculum includes leadership and management, communicative skills, national defense policy, human behavior, professional knowledge and field leadership studies. (Note 36) Throughout the course, the student would be carefully evaluated for officer potential by faculty officers. Upon graduation the cadet would receive a commission as a second lieutenant and proceed directly to his or her first duty station.

This new model would require significantly fewer administrative personnel.

The organizational structure needed to manage the proposed program would be vastly reduced from the 1,146 officers, NCOs, and civilians presently authorized. The administrative and personnel requirements would be centrally managed by Air Force ROTC Headquarters at Maxwell Air Force Base, Alabama. Since no ROTC courses would be taught on campus, the nearly 1,000 detachment and regional staff members would be freed for other Air Force assignments. The existing group of Air Force ROTC Liaison Officers could provide information to perspective applicants from their area, and coordinate correspondence between Air Force ROTC Headquarters and the participating schools. Furthermore, these officers would be available to handle questions and problems of individual cadets in their areas. Clearly, this alternative model has several positive features and some potential drawbacks which will be examined in the following section.

AN ANALYSIS OF THE ALTERNATIVE

To be a viable alternative, any proposed replacement program must retain the present program's strengths, correct its deficiencies, and provide some future benefits. The alternative described previously would maintain and enhance the positive aspects of the current program. First, the program would be available at virtually every four year college in the country--thereby dramatically broadening the basis for the Air Force's citizen-soldier input. Furthermore, the total number of schools offering the program would grow to more than 1,900. This expansion would increase from 3 million to 7.5 million the number of students able to participate in the program. (Note 37)

Through this new program, Air Force ROTC will substantially widen its recruiting pool since more people will be afforded the opportunity to compete for Air Force ROTC scholarships. Additionally, the larger number of applicants would permit the Air Force to be more selective, therefore, the quality of the average cadet would be maintained and possibly increased. Presently more than 16,000 students are enrolled in the program. Yet, only 2,276 graduated last year and, of these, nearly 50 per cent were scholarship recipients. (Note 38) Students participating in the new system would all be scholarship recipients who had successfully survived a very stringent screening process. For this reason, virtually all of these cadets will become officers. This benefit is complemented by another distinct advantage.

The scholarship program would be retained and expanded by the new model. The savings realized by the closure of the 149 detachments and six Area Commandants' offices across the nation would amount to more than 57 million dollars in annual personnel costs. (Note 39 and see Appendix). Also, if a student willfully breached the contract, any scholarship funds received would have to be repaid. Further, the nation's universities would save the 4.6 million dollars they spend annually for detachment facilities and other support functions they are contractually obligated to provide. (Note 40)

Yet another advantage of the proposed model is that the students would become obligated at the same point in their college career as they are in the current program. This will continue the present successful practice of obligating cadets well before they can be recruited by civilian industry.

Presently, prospective cadets are screened to ascertain their officer potential. This very beneficial activity would be intensified. The evaluative process would begin with the Liaison Officers and continue during basic training when the cadet is subjected to all the rigors of initial military service. Only when the student successfully completes this program would he or she be permitted to continue with ROTC. Finally, during OTS the trainee would be evaluated prior to commissioning.

To preclude delays between commissioning and active duty, the cadet would not be sent to OTS until a definite follow-on technical training slot was available. This would enable the new lieutenant to go directly from initial training to an active duty

assignment where immediate application of his or her recently acquired knowledge would be realized. The end result of this new approach would be a commissioning source which provides a higher quality input to the program, more standardized training, and ultimately, a better lieutenant for the Air Force.

Despite its many advantages, the alternative program does have apparent faults. Since detachments will be removed from campuses, the Air Force ROTC recruiting effort at each school probably will decline. However, according to a survey of cadets, only 11 per cent attributed their enrollment in the program to recruiting efforts made by detachment staff personnel. Nearly 75 per cent of the respondents claimed they were primarily influenced to take Air Force ROTC by friends or relatives. (Note 41) Based upon this evidence, the inclusion of many more schools, coupled with an extensive recruiting and information campaign targeted at students and their parents, would more than offset the loss of on campus recruiting activities.

The loss of current cadet organizations, such as Arnold Air Society and competitive/ceremonial drill teams, would also be a shortcoming in the proposed model. On the other hand, while attending the summer basic training course as well as OTS, the cadets would belong to military organizations (flights, squadrons, etc.) and some camaraderie would be developed.

The alternative model would result in an increase in manpower authorizations at Lackland Air Force Base, Texas. The increased training requirements would require additional instructor and administrative personnel to handle the 2,000 to 3,000 more

students each year at basic training and OTS. The manpower formula for Basic Military Training indicates if the annual student load is increased to accommodate the Air Force ROTC cadets, an additional 17 enlisted Military Training Instructors would be needed. (Note 42) At OTS, the extra students per year would cause the Flight Instructor requirement to increase about 55 officers. (Note 43) These manpower requirements are small when compared to the 980 personnel currently required to operate Air Force ROTC detachments and regional headquarters. Now that both the current and alternative programs have been described and analyzed, some conclusions and recommendations are possible.

CONCLUSIONS AND RECOMMENDATIONS

CONCLUSIONS

Air Force ROTC is the result of a developmental process which actually began in the 1800's. In 1947 it became a separate commissioning source closely modeled after its parent Army ROTC. Since its inception, the program has continually adapted to the changing needs of the Air Force. As a result, it has emerged as the primary source of line officers. Today there are 149 detachments, with a total enrollment of more than 16,000 cadets, annually producing 55 per cent of the Air Force's officer corps.

Air Force ROTC has three major advantages. Its underpinning is the citizen-soldier concept conceived by our nation's founders. The program also provides significant financial assistance to the cadets. Throughout their training, the cadets are constantly screened and instructed in the responsibilities commensurate with commissioned service. The traditional Air Force ROTC program does, however, have some shortcomings.

An Air Force ROTC graduate is approximately twice as costly as a comparable OTS commissionee. The substantial decline in enrollments, coupled with a viability requirement which is causing detachments to close, leads to a progressively smaller high quality recruiting base. With separate, varying contracts in force on each of the 149 campuses, a standardized training regimen with a dynamic quality control system is virtually impossible. Following graduation and commissioning, cadets routinely wait as much as a year before they are called to active

duty. By then, they have forgotten much of what they were taught and, at the very least, their information is very dated. The part-time nature of the current program is also a problem. Students spend only three or four hours each academic week in Air Force ROTC classes. The greater part of their time is dedicated to their major field of study. These deficiencies, and the forthcoming 19 per cent reduction in accessions, warrant consideration of an alternative commissioning model.

Any proposed replacement program must retain the major advantages of the current system, address its deficiencies, and enable Air Force ROTC to be viable in the coming years. To this end, a new program was introduced.

The proposed alternative would retain the traditional citizen-soldier input while doubling the recruiting base. Each student would be screened and receive orientation training through the basic military and OTS courses. Importantly, the existing financial assistance program would remain intact. The alternative model would also provide a standardized, centralized, full-time officer training program. Lieutenants would enter their technical training schools immediately following commissioning. The most beneficial aspect of the proposed program is in its savings of 980 manpower authorizations representing more than 57 million dollars annually.

RECOMMENDATIONS

Since the advantages and disadvantages of an entirely new program cannot be accurately predicted beforehand, a small scale

test program should provide data designed to make the full implementation decision easier. This test would be conducted in only one geographic region--such as the Ohio Valley Area. Furthermore, current Air Force ROTC sophomores (Air Science 200 cadets) could be earmarked for conversion to the proposed model.

After the test plan is in place for four years, an evaluation of the graduates from the proposed program should be made. By that time, the initial graduates will have completed approximately two years of active duty. At that point comparisons would be made with officers commissioned through the traditional program. If this comparison is even reasonably favorable, the full adoption of the proposed alternative Air Force ROTC model would be fully justified by the savings it provides.

Air Force ROTC must remain dynamic if it is to successfully meet the challenges of the future. For, as Oliver Wendell Holmes said, "I find the great thing in this world is not so much where we stand, as in what direction we are moving." (Note 44)

Appendix

Air Force ROTC Manpower Costs (FY91)

A. Personnel Assigned to detachments and regions:

Col	-	90		SMSGT	-	1
LtCol	-	63		MSGT	-	42
Major	-	85		TSGT	-	113
Captain	-	382		SSGT	-	165
Civilian	-	7		SGT	-	32

Source: AFROTC Commandant's Notebook (Note 45)

B. Pay and entitlements per grade:

Col	-	\$106,467		SMSGT	-	\$49,329
LtCol	-	89,502		MSGT	-	42,295
Major	-	77,332		TSGT	-	36,306
Captain	-	61,159		SSGT	-	30,523
Civilian	-	20,000		SGT	-	25,227

Source: HQ AF/PRPM (Note 46)

C. Computations:

Col	-	\$ 9,582,030		SMSGT	-	\$ 49,329
LtCol	-	5,638,626		MSGT	-	1,776,390
Major	-	6,573,220		TSGT	-	4,102,578
Captain	-	23,362,738		SSGT	-	5,036,295
Civilian	-	<u>140,000</u>		SGT	-	<u>807,264</u>
Total		\$45,296,614				\$11,771,856

Grand Total: \$57,068,470

Total Manpower: 620 Officers 353 Enlisted 7 Civilians

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4. Grant Willis, "Academy end-strength, ROTC face cutbacks," Air Force Times, 19 November 1990, p. 3.

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6. Grant Willis, "29% fewer new cadets urged," Air Force Times, 13 August 1990, p. 8.

7. U.S. Congress, House, Committee on Armed Services, Hearings before subcommittee #3 of the House Armed Services Committee on H.R. 9124. 88th Cong., 1st sess., 1964, pp. 6688-6693.

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15. Ibid.

16. Ibid.

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18. Ibid.

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21. Commandant's Notebook, p. 30.

22. Ibid., pp. 39, 39A, 39B.

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26. Report of the Special Committee on ROTC to the Secretary of Defense, by George C. Benson, Chairman (Washington, D.C.: Government Printing Office, 22 September 1969).

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29. Ibid., p. 4.

30. Ibid., p. 3.

31. Lehman, p. 32.

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33. Major Gaston, telephonic interview with Hq AFROTC Scholarships Branch, Maxwell AFB, Alabama, 7 January 1991.

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35. Air Force ROTC Public Affairs Release, p. 1.

36. U.S. Department of the Air Force, The Air Force Officer (GSO 90-002), p. 3.

37. Lehman, p. 32.

38. Commandant's Notebook, pp. 18, 27-28.

39. Ibid., p. 2.

40. Ibid., pp. 39, 39A, 39B.

41. U.S. Department of the Air Force, AFMPC Accessions Summary, 16 September 1983.

42. TSgt Frazier, telephonic interview with Hq ATC/XPMMM, Randolph AFB, Texas, 20 February 1991.

43. TSgt Spaulding, telephonic interview with Hq ATC/XPMRM, Randolph AFB, Texas, 20 February 1991.

44. Oliver Wendell Holmes, quoted in John Bartlett, Familiar Quotations, (Toronto, Canada: Little, Brown and Co., Inc., 1980), p. 519.

45. Commandant's Notebook, p. 2.

46. Lt Col Pros, telephonic interview with Hq USAF/PRPM, The Pentagon, Washington, D.C., 8 January 1991.

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