

UNITED STATES MILITARY ACADEMY

WEST POINT · NEW YORK

REPORT of the BOARD OF VISITORS

29 April 1976

DUTY · HONOR · COUNTRY

Major General Leif J. Sverdrup

The 1976 Board of Visitors wishes to make record of its high esteem for Major General Leif J. Sverdrup, USAR (Ret), deceased 2 January 1976.

As a Member of the Board, and as a friend and associate of many of its current Members, General Sverdrup gave distinguished service for four three-year terms beginning in 1960, and seven times during this period he was unanimously elected by his colleagues as their Chairman. General Sverdrup's record of service on the Board of Visitors exceeds by far that of any other Member in the century and one half of the group's existence.

His long and productive participation with successive Boards of Visitors extended through the decade and a half in which the Military Academy underwent its most significant expansion both in the size of the Corps of Cadets and its physical establishment. A firm believer in the mission and purposes of the Military Academy, a discerning patriot, and an experienced senior soldier, his keen analysis of the Academy's programs and problems, and his keen interest in improving the efficacy of its programs of education and training and enhancing the quality of its service to the Nation found effective expression through his Membership on the Board of Visitors and his skillful leadership as its Chairman.

Those Members of this Board who were privileged to know General Sverdrup and his works have reason to be sincerely grateful to him and to mourn his passing.

UNITED STATES MILITARY ACADEMY
West Point, New York

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TO: The President of the United States

1. APPOINTMENT OF THE BOARD.

The Board of Visitors to the United States Military Academy was appointed in accordance with the provisions of Section 4355 of Title 10, United States Code. Pertinent extracts from the Code are appended to this report and are marked Exhibit A.

2. MEMBERS OF THE BOARD.

SENATORS

Dewey F. Bartlett, Oklahoma,
representing John C. Stennis,
Chairman of the Committee on
Armed Services

Thomas F. Eagleton, Missouri

Charles McC. Mathias, Maryland

John O. Pastore, Rhode Island

REPRESENTATIVES

W.C. Daniel, Virginia,
representing Melvin Price,
Chairman of the Committee on
Armed Services

Elford A. Cederberg, Michigan

Benjamin Gilman, New York

Clarence D. Long, Maryland

John M. Murphy, New York

PRESIDENTIAL APPOINTEES

Mr. Cary Hall, Consulting Engineer, Hampton, Georgia. (Appointed in 1974 to serve through 1976)

Major General Howard S. Wilcox, USAR, Indianapolis, Indiana. (Appointed 1974 to serve through 1976)

Mr. Carleton J. King, Senior Member, Law Firm of King, Murphy, F. Fitzpatrick. (Appointed 1975 to serve through 1977)

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Mr. Joseph T. Power, General President, Operative Plasterers and Cement Masons International Association of the United States and Canada, Washington, D.C. (Appointed in 1975 to serve through 1977)

Major General George H. Olmsted, USAR (Ret), President and Chairman of the Board, International Bank of Washington. (Appointed 1976 to serve through 1978)

3. EXECUTIVE SECRETARY.

Colonel Edwin V. Sutherland, Head of the Department of English, USMA, was appointed Executive Secretary to the Board of Visitors.

4. PRELIMINARY DATA.

Pursuant to decision of the 1975 Board, the Board of Visitors, 1976, convened on 27 April at West Point, carried out its inquiries at the Military Academy all day 28 April, and reconvened in executive session in the Capitol, Washington, D.C., on 29 April.

Certain reports and informational material, and a suggested program for the visit were mailed to each Member of the Board prior to the scheduled visit. A list of material so furnished is shown as Exhibit B.

5. CONVENING OF THE BOARD.

The four serving presidential appointees on the Board arrived at West Point late in the afternoon of 27 April and were present for the Superintendent's dinner in their honor. Present: Mr. Hall, General Wilcox, Mr. King, and Mr. Power.

Immediately after dinner, Members present unanimously elected General Wilcox Chairman of the 1976 Board.

Legislative duties prevented any of the congressional members of the Board from coming to West Point.

The Board recessed its meetings at West Point late on the evening of Wednesday, 28 April, and reconvened at 1200 noon in Room H-139, The Capitol, for luncheon and executive meeting.

In addition to the four presidential appointees, the following were present for all or parts of this session:

Senator Bartlett, Representative W.C. Daniel, Representative Gilman, Representative Long, and Major General Olmsted (Ret).

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Congressional duties prevented the following members of the Board from attending any of its sessions: Senator Thomas F. Eagleton, Senator Charles McC. Mathias, Jr., Senator John O. Pastore, Representative Elford A. Cederberg, and Representative John Murphy.

Mrs. Gladys Voegtli, Staff Assistant to Senator Eagleton, attended the luncheon and executive meeting on his behalf.

6. RECOMMENDATIONS OF THE BOARD OF VISITORS, 1975.

Prior to the convening of the Board at West Point, each Member was provided with a report detailing the status of actions completed or underway in response to each recommendation of the 1975 Board of Visitors (Annex 1).

7. PUBLIC NOTICE.

In accordance with section 10(a)(2) of the Federal Advisory Committee Act (Pub.L. 92-463), notice of the scheduled meetings of the 1976 Board of Visitors was published in the Federal Register.

8. PROCEDURES.

With the exception of some minor adjustments, the Board followed the Proposed Program suggested by the Military Academy. The program actually followed is shown at Exhibit C. Because the Board recessed its deliberations at West Point on the evening of 28 April and reconvened in Washington the next day, with a number of Members present who had not been at the Military Academy for observation and discussion, the Superintendent and his senior staff briefed the latter on the presentations they had made the day prior at West Point. Those Members who had attended the sessions at West Point shared their observations with the Congressional Members.

9. REMARKS BY THE SUPERINTENDENT.

In his opening substantive remarks to the Board, the Superintendent briefly recapitulated the major events which had transpired since the meeting of the 1975 Board of Visitors: graduation and commissioning of a class of 875, comprehending 43% of the newly commissioned Regular Army second lieutenants for that fiscal year; passage of the congressional enactment authorizing admission of females to the Service Academies (PL 94-106); publication of the two concluding sections of the General Accounting Office's report on affairs of the five Federal Service Academies ("Academic and Military Programs; Student Attrition"); execution of student and faculty exchange programs, USMA-USNA-USAFSA; completion of the report of USMA's Special Study Group on Honor (initiated in October 1974 and completed in June 1975); convocation of officers and cadets (midshipmen) of the five Service Academies to discuss "honor" matters; initiation of a comprehensive and in-depth study of the Academy curriculum; promulgation of further initiatives by the Department of Defense Committee on Excellence

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in Education; detailed Military Academy planning for the admission of women to the Corps of Cadets--a process nearing completion, and still being refined. Realizing that this last subject would be of particular interest to the Board, the Superintendent addressed it at some length.

10. THE ADMISSION OF WOMEN TO THE MILITARY ACADEMY.

The Superintendent started with a consideration of the Academy's published mission:

The mission of the United States Military Academy is to instruct and train the Corps of Cadets so that each graduate will have the qualities and attributes essential to his progressive and continued development throughout his career as an officer of the Regular Army.

From this statement, General Berry stated, he had developed his own short-hand expression of the Academy's purpose which he finds useful: "To develop top-quality soldier-leaders for the United States Army with emphasis on combat leadership. This mission is the starting place and reference point for everything we do at the United States Military Academy." With this as a preamble, General Berry continued by citing a portion of the law which makes women eligible for admission. He emphasized the passage:

. . . the academic and other relevant standards required for appointment, admission, training, graduation, and commissioning of female individuals shall be the same as those required for male individuals, except for those minimum essential adjustments in such standards required because of physiological differences between male and female individuals.

In commenting on this passage, the Superintendent pointed out that the necessity of determining what constitutes "minimum essential adjustments" places upon the officers charged with implementing the law a serious problem of interpretation and adjustment. He advised the Board that during the past year--and starting some months before the enactment of PL 94-106--he had initiated studies and had subsequently devoted a major part of his attention and that of his staff to professional consultation, observation of a number of women's physical training programs, both in and out of the Army, a pilot study of female volunteers ("Project 60"), and the collection of data on how "physiological differences" affect the physical performance, agility, coordination, and stamina of the young female. Through these studies and experimentation, General Berry reported, the Military Academy has acquired a fund of data about the comparative physical capabilities of young women which probably equals or surpasses that available anywhere else in the United States. And from these data the Academy is in a position to determine, at least initially, those "minimum essential adjustments"

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in West Point's military and physical training programs which must reasonably be made in order to comply with the intent of the law as written.

In closing his remarks on this subject the Superintendent emphasized three points: (a) the basic philosophy controlling the Academy's handling of female cadets is that they shall do everything that the male cadets do unless there is irrefutable evidence (some already available, some probably yet to surface) that their "physiological differences" require adjustments in their program; (b) that he has reserved to himself the authority to approve any such adjustments; and (c) that in every aspect of the operation the Academy will be guided by a sensitive awareness of the special problems involved, and a full commitment to implement the law in accordance with Congressional intent.

General Berry's presentation was followed by those of his staff, each of whom addressed a particular aspect of the subject.

a. Admissions Procedures, Females.

The Deputy Director of Admissions, Mr. John Woodruff, briefed the Board on admissions procedures and policies insofar as women are concerned. He emphasized that the method of determining qualifications is the same for females as for males. Medical qualification is judged by the Army's Surgeon General in accordance with prescribed standards which are slightly more stringent than commissioning standards. The Academy judges a candidate's academic qualifications on his (or her) test scores in the College Board Examination or the American College Testing Program, plus a detailed assessment of the candidate's high school record in terms of strength of program, grade point average, rank in class, extracurricular activities, and athletic participation. These factors are examined in a way which permits a useful prediction of the candidate's USMA Fourth Class grade point average. The Physical Aptitude Examination, first instituted in 1951 and since periodically refined, tests a candidate's strength, speed, coordination, agility, and endurance. It is used to screen out those candidates who, the Academy's experience indicates, do not have a reasonable likelihood of successfully completing West Point's physical education and military training programs. For each candidate qualified in these three areas--medical profile, academic record, and physical aptitude--the Academy constructs a selection score, the so-called "Whole Candidate Score." This score is of major significance to the Admissions Committee and the Academic Board in making their judgments as to whether the candidate does or does not qualify for admission.

Those women who will enter the Corps of Cadets this coming July are joining a group of thoroughly screened, accomplished, and ambitious young men: about 60% of any entering class have earned an A or better grade point average in secondary school; over 70% have graduated in the top

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quintile of their high school class; over 80% have participated in varsity athletics; and over 90% intend to go on to postgraduate academic work.

The Admissions Office is making special efforts to inform female candidates of what they will face and what will be expected of them at West Point. Unlike the American male, she has not been conditioned by 200 years of history about the traditional requirements of military service; by and large she has not been physically toughened by the rigorous athletic programs that our culture has traditionally favored for males. The Academy, through personal letters, publications, briefings, programmed visits to West Point, consultations, and orientation sessions, is making a concentrated attempt to articulate USMA's special approach to physical training and athletics, and to enunciate more fully than it has previously the demands, the challenges, and constraints that are part of the disciplined life of a cadet.

As indicative of the kind of accomplished young women who have applied for admission, Mr. Woodruff read the following words written by a high school counselor on behalf of one of his students. "The Academy is looking for the person who is involved in life and, as a result, is a well-rounded individual. Lisa is just that. She is intelligent: ranks first in a class of 391 seniors, has a composite American College Testing score of 25, is a majorette in the marching band, captain of the girls track team, set the state record for high jump, won the school's Leadership Award, is on the mathematics team, and is involved in student government."

In conclusion, Mr. Woodruff articulated the Academy's admissions objectives insofar as they pertain to females: to accept and graduate young women well prepared to carry out the duties the Army will require that they perform; young women who have so met the standards of West Point that they will be fully accepted by West Point as true products of the institution; and young women who, in the process, have retained their femininity.

b. Curriculum Matters, Females.

The Dean of the Academic Board, Brigadier General Smith, briefly addressed the Board concerning the probable effect of the female presence upon the Academy's educational process. In general he expects the effect to be a benign one: being good students and eager to "prove themselves," it is likely that the women will provide stimulating academic competition and act as incentive to better academic performance on the part of the male cadets. It is reasonable to expect that the female cadet will provide a useful impetus towards general academic excellence; and from this point of view the effect will be positive. The single difficulty which he can foresee lies in the inadvertent failure of communication: an instructor may say innocently something which may be misinterpreted by female cadets as deprecatory, sexist, or condescending. Recently a group of women in a

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large university, the Dean recounted, were upset when a male faculty member alluded to the possibility that this group of women might "dislike the sight of blood." Although not intended as provocative or discriminating, it was interpreted as a "sexist" remark. And the rapport between the teacher and this particular group of students suffered, for a period, accordingly. West Point's faculty, General Smith assured the Board, is alerted to this singular aspect of the situation.

In closing, the Dean assured the Board that USMA's faculty, from instructor to professor, is dedicated to the creation and maintenance of an educational climate in which male and female cadets can learn together and work together as equals, preparing themselves for productive and effective personal and professional lives.

c. Training and Allied Matters, Female.

The Commandant of Cadets, Brigadier General Ulmer, discussed with the Board four of the principal aspects of his responsibility affected by the admission of women: (1) the programs of physical and military training; (2) the psychological and social assimilation of females in the Corps; (3) logistical aspects: billets, uniforms; (4) the grading and ranking system, U.S. Corps of Cadets.

(1) Since the physiological and physical differences between male and female are readily apparent--and indeed were singled out in PL 94-106 as the sole area in which Academy standards for women are to be "adjusted"--the Academy, in preparing for the admission of women, directed careful attention to determining just what these differences imply and assessing the extent to which adjustments in USMA's physical and military training programs should be made. Several months have been employed by the Commandant and the personnel of the Office of Physical Education in studying this matter. In addition to a useful interchange of information with the U.S. Naval Academy, the U.S. Air Force Academy (which themselves are wrestling with this matter and conducting their own studies), and with the U.S. Merchant Marine Academy (which has had significant experience with female cadets), the Military Academy has generously availed itself of professional consultants and profited from the experience and the views of a variety of nationally known physicians, psychologists, physical trainers, coaches, and officials concerned with women in the military services. It has conducted on-site experimentation with a sizeable group of local volunteer young women (Project 60) testing their stamina, endurance, agility, and emotional resilience in a whole spectrum of physical exercises, conditioning runs, and tests. Senior officers and their staffs have visited and observed the performance and testing of women at various Army posts, and observed the training given females by the Marine Corps at Quantico, Virginia, and the Navy at Orlando. From the data gathered the Academy has confirmed that, in addition to such phenomena as periodic indisposition (to which all young women are subject), there are certain

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quantifiable, well-recognized physical differences in females (modest upper body strength as compared with men, less efficient utilization of oxygen as compared to men, cardiovascular rhythms different from men, and so on) which demonstrably operate to prevent their performing physically in certain modes with all the agility and endurance that the Academy normally--and with reason--demands of its male cadets. In response to these confirmed findings the Academy has deleted from the Physical Aptitude Test for females the pullup as a test of upper body strength and substituted therefor a nationally accepted measure of upper body strength for women, the flexed-arm hang. There is, General Ulmer stated, a distinct paucity of reliable information nationally available about the strength and physical capacities of females which West Point can call upon, and as a consequence the Military Academy is also generating considerable data on its own, data which will be tested over the years and where found suspect, corrected as experience dictates. USMA now has data on approximately two thousand young women, tested over the last year and a half by the Office of Physical Education, and has designed a program for those admitted which, while it is probably more demanding than that which will be required of female cadets at the Air Force Academy and female midshipmen at Annapolis, will be within the capacities of women to complete successfully at West Point. Some of the changes adopted for females involve substitution of a lighter rifle in some training exercises, substitution of the self-defense arts for boxing and wrestling, and some changes in the gymnastic requirements for males which demand a degree of upper body strength that the typical entering female simply does not have. In the area of intercollegiate athletics the Academy must wait to see what talents and what level of competence the admitted women bring with them.

As to the military training which the Academy will require of its female cadets: it is West Point's considered policy that all cadets, male or female, should follow essentially the same program. The reasons underlying this policy are these:

(a) The experience of reasonable physical and emotional stress of the kind arising in military exercise, drill, and maneuver is essential in developing those responses which are necessary for disciplining a professional Army officer, regardless of sex;

(b) The full acceptance of the female members of the Corps by the preponderate male population depends upon the perception that all are undergoing similar training.

As regards that component of USMA's overall military training program which can be termed "combat training" there is, the Academy holds, sound philosophical and practical reasons for including it in the training of women as well as men. Even though nowhere else in the Army today are women given all the combat training received by their male counterparts, and even though women cannot (under present law and regulation) be assigned to combat units, the Academy believes it essential that all West Point

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graduates be acquainted with the "feel" of the Army's cutting edge--its combat troops--and understand the skills and tasks of the basic soldier upon whom the Army, in the ultimate case, rests, and to whom all the rest of the Service furnishes support. Furthermore, evidence available indicates that those women desiring admission to West Point seek to become involved in the entire West Point experience, not the women's unique experience; in the former, combat training holds a substantial place.

In the Academy's view, the Commandant stated, PL 94-106 is clear in its intent that "except for those minimum essential adjustments . . . required because of physiological differences between male and female individuals," standards required for appointment, admission, training (underlining added) graduation . . . shall be the same. . . ." And it is in the area of training--with its inescapable physical demands upon the individual--that the Academy is especially aware of its responsibility to make reasonable adjustments.

(2) USMA recognizes that the matters of psychological adjustment and social assimilation of female cadets in a brigade of 4000 males present a number of challenges both to the women concerned and to the institution itself.

The Academy holds that, subjected to the novelty and the inescapable rigors of barracks life, the young woman will best cope if she is grouped together in clusters of 6 or 8 per company adjacent to their own bathing facilities. In being so grouped she will be assured of the psychological peer support of her own gender. Careful scrutiny of the Fourth Class System and Regulations, United States Corps of Cadets, reveals no area in which substantial change is indicated. It is expected that on entering a room of another cadet such entrance will be preceded by a knock and a decent pause. This is custom now, and there will be no change. It is also mandated that no social activities be encouraged between plebes and upper-classmen; this will continue. As to the development of social rapport between members of the same class, West Point does not preclude it. The Academy will insist, of course, that such friendships and relations not compromise the chain of command or undermine the requirement for military discipline and order. Frankly, the Academy foresees a minimum of problems in this whole area. As to the vexing problem of hair length, the Academy will require that hair be shorter than regulations prescribe for women of the Army. The reason for this is simple: the tightly structured schedule, the strenuous physical and military training, and the need for frequent bathing will simply make it impossible for female cadets to maintain an overly generous or elaborate coiffure.

(3) Logistical aspects of the Military Academy's environment and operations, in so far as they will be affected by presence of women in the Corps, present no major problems. The provision of appropriate sanitary facilities and other special amenities is well in hand.

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Considerable attention has been given to the design of attractive, serviceable, and appropriate uniforms and accessories for women cadets.

(4) The comparative ranking and grading of cadets is an important component of the Military Academy's system. Cadets are periodically rank-ordered in a variety of aspects, by their seniors in the cadet chain of command, by officers of the tactical and academic departments and, in some areas of performance, by their class. Such grading and rank-ordering is a traditional feature of professional military service and is demonstrably useful in the process of command and management. It serves as a spur to effective performance, provides a very useful tool to those charged with the responsibility of counselling cadets, and it serves to alert the individual to aspects of his overall general performance which are in need of improvement. It is intended that female cadets participate fully in this system.

The Board then asked a number of questions. The Members expressed approval of the very positive approach which the Academy's officials had taken in respect to admission of women to the Corps of Cadets and of the way they had pursued the necessary planning. The Board recognized the heavy responsibilities placed upon the Superintendent and his staff in implementing the intent of the law so far as it mandates adjustments in standards for females, and it finds in the wording of the law the opportunity for questions as to the stringency of the physical requirements to be demanded of women cadets.

In the area of purely military training to be required of women, the Board subscribes to the view that in the formation of officers of the Regular Army, regardless of sex, an appreciative understanding of the training required for combat leadership and of the skills and tools required of the battlefield soldier is essential. It recognizes the volatility of segments of public opinion as regards the perceived role of females in the Service.

The Board cautioned the Military Academy to be sensitive to the potential for honest and strong differences of opinion about the degree of involvement of women in combat training. The Superintendent acknowledged the need for sensitivity in this area and emphasized that integrating women cadets into the standard cadet military training program in no way indicates that the Military Academy is seeking to inject women into combat assignments.

The Board recommended to the Superintendent that he take whatever steps necessary to acquaint potential women cadets, and their parents, with the physical, as well as mental, requirements of cadet life.

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11. THE ADMISSION OF WOMEN TO THE SERVICE ACADEMIES: A BOARD MEMBER'S VIEW.

Prior to the convening of the Board on 27 April, Mr. Hall provided all Members with a statement articulating his personal views on this subject. At Mr. Hall's request this statement is attached (Annex 2).

12. OTHER MATTERS.

The Superintendent and his principal assistants discussed other aspects of the Military Academy's affairs with the Board.

a. Attrition.

The most voluminous of the three GAO Reports of 1975 and 1976 is devoted to an examination of attrition.⁽¹⁾ This report had been made available to all Members of the Board prior to their meeting, and the Superintendent utilized it as a springboard to discuss with the Board the subject.

General Berry commenced his remarks by stating his belief that, contrary to the thinking of some, attrition is not inherently a bad thing; some attrition in the student body of any institution must be expected and is actually desirable. As regards the Military Academy's case, it is unrealistic to expect that every young person who embarks upon West Point's rigorous 4 year program of education, training, and discipline will find it to his liking, or indeed within his capacities. Despite the Academy's best efforts honestly and fully to acquaint prospective candidates with the challenges--physical, intellectual, and emotional--which they will face as members of the Corps, the actual experience, once they have joined, proves, in a number of cases, to be more demanding than anticipated. In such cases the strength of commitment, the desire for a West Point education and a career in the Regular Army, proves insufficient to deal with the restrictions on personal liberty of action, and with the stresses and strains of living in a highly structured, disciplined environment--in many cases so markedly different from that which they had experienced as adolescents. To a number, resignation--for the greater part during Cadet Basic Training or the first academic semester--is the way out. A certain amount of cadet attrition thus caused is inescapable and not undesirable; the military life requires a considerable degree of self-abnegation, fortitude, resilience, and the capacity to withstand stress and strain. It is far better for them, and for the Army, that those young men, insufficiently endowed with these attributes, be identified while they are still cadets and allowed to move to other and more congenial lines of personal development than to retain them at the Academy, commission them, and place them in positions of responsibility in the Army where the capacity to act positively when under stress is of critical importance.

(1) "Student Attrition at the Five Federal Service Academies," General Accounting Office, basic pamphlet and 3 inclosures, A-C, March 5, 1976.

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The Superintendent discussed a number of charts illustrative of the history of attrition at the several Service Academies: comparison of attrition rates at the five Service Academies; history of attrition at the Military Academy, 1900 until the present; attrition rates of the Class of 1964; curve of attrition during a typical USMA Fourth Class year, when losses are highest; comparison of attrition rates at USMA, first-class four year colleges, medium quality four year colleges, all colleges; comparison of attrition at the Service Academies, Class of 1976.

In closing, General Berry recapitulated the salient recommendations made by the GAO to the several Service Secretaries regarding attrition at their academies. In substance these recommendations are: to increase entering classes so as to offset the effect of attrition; to increase research emphasis on evaluating the academies' environmental impact on the attrition rate; to increase the academies' efforts to "tell it like it is"; to improve counselling efforts, especially during fourth class year; to strive to "motivate" cadets rather than "test" them; to review the Fourth Class System; to review academic programs and environmental factors; to reevaluate "competition" and "stress" as factors of the academies' environments.

This Board, as have many previous Boards, regards attrition at the Military Academy as an important subject for continuing review and study. The Board agrees with the Superintendent that a certain level of attrition at the Military Academy is both inescapable and normal. It finds it impossible, however--as does he--to state what the optimum level of attrition should be; but recognizes that this attrition rate should always be substantial for the reasons enumerated by General Berry.

b. Financial and Management Matters.

Colonel Edgington, the Deputy Chief of Staff, Comptroller, reported to the Board on various aspects of the Military Academy's financial and resource management, organizing his remarks around salient portions of the General Accounting Office Report, "Financial Operations of the Five Service Academies," dated 6 February 1975.(1)

(1) The objectives of the GAO, as stated in cited Report, were, first, to identify the total program costs of operating the academies, using a common method of computation for the five institutions; and, second,

(1) This Report was provided to all members of the 1975 Board of Visitors prior to their visit.

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to identify opportunities for more economical and effective operations. Accomplishment of the first objective was made difficult by differences in the academic curricula, military training programs, the support provided by other agencies, and the age and size of the physical plants involved. The Report also examined the support costs of the several academies: their preparatory schools, training costs of military faculty, the transportation costs for both students and faculty. Even though retirement costs are not included by the relevant Federal Departments in their academies' funding programs, the GAO added these costs in computing the total operating costs of each of the institutions, as well as in computation of cost-per-graduate.

(2) As a result of its 1975 examination of the Military Academy's management, the GAO in the Report made three recommendations to the Secretary of Defense, in substance as follows:

- a. Direct the Army and Air Force to review staffing levels at their academies to insure that authorized strengths are appropriate.
- b. Monitor the Service "civilianization" studies to expedite conversion of military positions to civilian positions where practicable.
- c. Direct the Services to perform the reviews required by the Office of Management and Budget and to support justifications for continued in-house support operations (as opposed to contractual provision of such support).

(3) During the past year the Military Academy has taken a number of management actions and effected substantial economies in a number of areas, i.e., increased reimbursements from cadets for personal items and services (uniforms, shoe repair, haircuts); eliminated 122 civilian work spaces; eliminated 11 officer and 4 enlisted spaces and downgraded 104 officer and 15 enlisted spaces; reduced the USMA Band from 159 to 99. These actions resulted in economies totalling \$2,404,000.

Actions taken by the Department of the Army and the Congress with the intent of reducing costs, including a reduction in funds for the maintenance and repair of real property, and savings effected by contractual hire (in place of in-house operations), have realized or will realize additional economies each year on the order of 1.8 million dollars.

As to the GAO recommendation regarding "civilianization" of military spaces, the Military Academy has already converted 3 spaces and has identified 26 additional spaces for conversion by the end of this fiscal year.

In response to the GAO recommendation to make commercial-industrial type activity (CITA) reviews as required by OMB, three-year cyclical

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reviews are prepared for all commercial-industrial type activities at West Point. One of the largest in-house support activities is the Cadet Mess. The Saga Food Corporation, at no expense to USMA, reviewed this operation, and submitted its report and several recommendations to the Military Academy's staff on 8 April. These are currently being analyzed, and in FY 77 a CITA review will be conducted to consider the feasibility of contracting for operations of the Cadet Mess. As of this date, the current status of West Point's commercial-industrial type activities is as follows:

<u>Functional Area</u>	<u>Method of Operation</u>
Maintenance of Vessels	90% In-House, 10% Contract
Installation Bus Service	80% In-House, 20% Contract
Custodial Services	97% In-House, 3% Contract
Refuse Collection	35% In-House, 65% Contract
Maintenance of Office Equipment	14% In-House, 86% Contract
Data Processing Service	71% In-House, 29% Contract
Maintenance of ADP Equipment	18% In-House, 82% Contract

(4) The Military Academy is constantly trying to improve control of its operating costs. The recapitulation below reflects all costs for the services which West Point, as a military installation, is required to provide. Included are costs for mandated services to retired military personnel, costs for support of tenant activities (such as MEDDAC), and other activities directed by higher authority. The last column, % Increase in Consolidated Price Index, is provided for comparison.

OPERATING COSTS (\$ in 000)			
<u>FY</u>	<u>Operating, Maintenance & Mil Personnel (Incl. Cadets)</u>	<u>% Increase Over Prior Year</u>	<u>% Increase in Con- solidated Price Index</u>
73	84,774	--	--
74	91,099	7.5	10.6
75	96,982	6.5	9.3
76	101,936	5.1	6.0

(5) In February 1976 West Point was informed of a proposed reduction of 148 full-time civilian positions by the end of FY 1977. The Academy is presently studying the feasibility of contract operation of various support activities at Stewart Army Sub-Post. In this connection the following operations located at the Sub-Post are being scrutinized: maintenance of family (Army) housing, maintenance of buildings and grounds, transportation, and maintenance of equipment. All or portions of these activities may be susceptible to advantageous performance by contract.

(6) Although not made the subject of a specific recommendation in the GAO report on financial operations, there is currently a high level

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proposal for a cadet rate of pay of \$265 per month, with the proviso that it be "frozen" at the current rate of \$333 per month until such time as annual military pay raises cause the current rate (\$265) to exceed \$333. As of 16 April, Department of Defense took the position that cadet pay per month should be \$285.90 for all cadets and midshipmen with a "saved pay" proviso and a "freeze" at the \$333 rate. The table below shows the relationship between the OMB proposal and the DOD position, and the consequent transitions in pay which would eventuate through the years 1976-1980.

	<u>OMB</u>	<u>OSD</u>	<u>Actual Pay to Cadets</u>
As of 16 April 1976	\$265.00	\$285.90	\$333.00
*1 October 1976	278.25	300.20	333.00
*1 October 1977	292.16	315.20	333.00
*1 October 1978	306.77	330.96	333.00
*1 October 1979	322.11	347.51	?
*1 October 1980	338.21	364.89	?

*Assumes Cost of Living Increase of 5% Each Year.

It appears unlikely that the cadet will suffer any loss of pay. The unknown quantity is the rate of pay which will be mandated by forthcoming legislative action. This figure will determine the length of time which will elapse until cadets become eligible for any cost of living increase. Obviously, the lower the initial rate prescribed, the longer it will take for active duty pay raises to influence the mandated rate for cadets.

The Board makes a formal recommendation in this regard in Section 14, below.

(7) In 1969 Stewart Air Force Base was declared excess to the Air Force and the Military Academy acquired a portion of it for the purpose of providing essential public housing for its staff and faculty. Of the 591 family quarters at Stewart, USMA staff and faculty occupy over 400. In light of the severe lack of adequate housing in the vicinity of West Point it is essential to retain Stewart Army Sub-Post under USMA's control for the housing of its essential staff and faculty.

The Board makes a formal recommendation in this matter in Section 14, below.

c. USMA's Academic Program.

Brigadier General Smith reported to the Board on matters germane to his responsibilities as Dean of the Academic Board.

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He commenced with a brief description of West Point's academic program. He emphasized that the curriculum is designed to provide a broad general education embracing almost equally the humanities and the sciences. It equips the graduate to enter with confidence into service with an Army which is constantly changed by technology. It affords him the kind of educational background which makes him capable of continuing in any of the great variety of specialties which his service career may require him to study. Further, with its substantial core of 41 required courses, the USMA curriculum exposes the cadets to areas of study which they perhaps did not before fully appreciate, and which can be of importance to every citizen in dealing with the changing world. In addition to the required core of subjects, the Academy offers over 170 electives to choose from. By careful selection, a cadet can group his seven elective options in one of the four areas of concentration--Basic Sciences, Applied Science and Engineering, the Humanities, and National Security and Public Affairs--and achieve for himself the equivalent of a minor and, in some cases, approach the course requirements for a major.

The curriculum is under constant in-house review. It is also examined periodically by outside agencies, the latest and most thorough study having been made in 1972 by a blue-ribbon panel of distinguished Americans headed by Mr. Frederick R. Kappel, former Chairman of the Board, AT&T. (1)

An extensive curriculum review, directed by the Superintendent, commenced this past January and should be completed this coming autumn. The aim of this review is to examine Army requirements, survey current educational developments at the collegiate level, identify and consider problems perplexing our society, and--where indicated--make recommendations for change in USMA's educational system.

The Dean next addressed various matters bearing on West Point's educational system raised in the GAO Report, "Academic and Military Programs of the Five Service Academies," October 31, 1975. (2) He pointed out that in its recent study of the Service Academies the GAO broke new ground in undertaking to appraise and make recommendations concerning the design, structure, content, and management of a college level curriculum, utilizing accountants and accounting techniques to perform the task. Its work was further complicated by conducting it in three discrete phases, each having

(1) The other members of the Review Board were Dr. Frank A. Rose, Chairman of the Board of University Associates, Dr. Roy Lamson, Director of MIT's Humanities, Science and Engineering Program, and Charles H. Bonesteel, III, General, USA (Ret).

(2) A copy of this document was provided to each Member of the 1976 Board of Visitors prior to its meeting.

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an individual focus. For example, any aspect of the academic program that seemed to contribute to the Academy's attrition rate was at once labeled suspect by those GAO personnel assigned to Phase I (Attrition); in like manner Phase II (Costs) examiners evaluated academic practices on the basis of their financial costs, not their pedagogical strengths or weaknesses; finally, work on Phase III (Academic and Military Programs) was largely shaped by inventories and checks and balances on ledger sheets, rather than by the traditional methods used in evaluations by the regional and professional accrediting agencies, which consider the educational quality of the programs, including faculty and facilities.

Conclusions and recommendations of the GAO in the Phase I (Attrition) study were based almost exclusively on data acquired from a questionnaire administered in May 1974 and circulated to all current cadets, graduates of the Class of 1973, dropouts, and separated cadets. As regards questions in the academic area, most dealt with perceptions. The GAO investigations made no attempt to verify these perceptions or to evaluate the capacities of the respondents to make sound judgments on academic matters. In essence Phase I was a correlational study: there was no attempt to establish cause-and-effect relationships. The surveying of perceptions after the fact, moreover, inescapably presented thorny problems of interpretation. All these factors notwithstanding, the information derived from the questionnaire did demonstrate that, while a portion of the population surveyed expressed dissatisfaction with various aspects of the Academy's academic program, the majority of those questioned were quite satisfied with the quality of the education they were receiving or had received.

The Dean admitted that the extent of dissatisfaction expressed concerning certain aspects of the academic system--such as the availability of additional instruction, the quality of the intellectual challenge, the variety of courses offered, and the opportunities for the study of elective subjects--disappointed him. Such came as a surprise because these things have been hallmarks of the Academy's system, well recognized and often commended by accreditation authorities and distinguished visiting educators. The Academy must accept that it has a perceptual problem with some of its cadets and former students, and it is moving to improve in this area through better communication and more effective use of the Cadet Academic Council. The Dean is also studying the GAO recommendation that fuller use be made of end-of-course critique sheets designed to give all cadets opportunities to be heard in academic and curriculum matters.

In Phase II of the GAO Report (Financial Operations) the investigators commented at some length upon the comparative merits and demerits of military faculty and civilian faculty at the Academies. This issue is probably one of the most controversial and most discussed of the entire GAO study. Simply put, the GAO position--arising from cost considerations--seems to be that USMA should aim for a faculty mix of 50% military and 50% civilian professors, as is the case at the Naval Academy. If one uses the

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GAO cost accounting methodology, it can be shown that a predominantly military faculty, such as West Point's, does cost more than a 50%-50% military-civilian mix, primarily because the cost of advanced degrees for the military faculty, and transportation costs incident to a rotating faculty, are charged (by the GAO) to the Academy. Further, the GAO methodology factors in unfunded military retirement costs as chargeable to military salaries but not to civilian salaries, simply because civilian retirement costs come out of a different governmental account.

A cost comparison based upon a more responsive methodology would demonstrate that the military faculty is not indeed the more expensive. In any event, it does not appear valid to rest findings, opinions, or decisions as to "faculty mix" at the Service Academies upon considerations of cost alone. The Army strongly holds that a predominantly military faculty is important in the total development of cadets at the Military Academy. The military officer-teacher helps instill a sense of professionalism, a sense of duty, a commitment to a lifetime service to the nation, a feeling of pride in the calling of arms.

This Board reached no consensus as to the most effective mix of military and civilian faculty at the Military Academy. The whole question, the Board notes, is under study in the Department of Defense. The Board is of the opinion, however, that questions of relative competency between military and civilian faculty are irrelevant in that military faculty at the service academies has repeatedly demonstrated teaching skill that is at least as high as that shown by civilian counterparts. Any decisions on the relative mix should be based on other considerations than some ill-founded and fallacious belief that military faculty are less able as teachers.

d. Cadet Honor and the Cadet Honor System.

Both the Superintendent and the Commandant spoke to the Board at some length on the matter of cadet honor, the Honor Code, working of the cadet honor system, and of the cases which, during recent weeks, have attracted the attention of the press and the American public. These two cases are that of a cadet accused of lying and that involving allegations of cheating by a number of cadets of the Class of 1977 in an Electrical Engineering course.

Since the Superintendent had already reviewed and acted on the first case and had restored the cadet in question to full status as a member of the Corps of Cadets, he was at liberty to discuss all details of the matter with the Board. As to the second case, the alleged cheating, the matter was still being investigated by the Cadet Honor Committee, and because General Berry would, in due course, be called upon to act officially in the matter he could not discuss it. The Commandant, however, addressed the matter, reviewed for the Board the organization and procedures of the Honor Committee, stressing the right of appeal of cadets to boards of officers if they be dissatisfied with the findings of the Honor Committee; the authority of such boards of officers; and the reviewing authority of the Superintendent. General Ulmer emphasized that the final decision as to such cases rests with the Secretary of the Army. He brought the Board up to date on the current status of affairs in the alleged cheating cases.

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From the information laid before this Board, it is not in a position either to approve or disapprove of the workings of the Honor System and the Cadet Honor Committee in these instant cases. Personal expressions of opinion and support by Members were not wanting, however. Thus, while the Board does not take a position as regards these particular cases, it is unanimous in holding that an effective honor system is indispensable at the Military Academy and should be retained as an important feature of West Point's environment.

The Board notes that the Honor System at West Point is administered and directed by the cadets themselves. The Board is of the strong opinion that no changes should be forcibly imposed on the Honor System by any outside authority but that any change should be approved and instituted by the Corps of Cadets.

e. USMA's Physical Plant: Construction Projects.

Lieutenant Colonel Harwig informed the Board regarding the Military Academy's construction activities, including on-going projects, projects in the active planning stage, and those contemplated for future years.

(1) On-Going Projects. The major on-going project is the new hospital in the Washington Gate area of the post, an item in the FY 1974 Military Construction Program. It is a steel-frame, precast concrete building begun in June of 1974, is on schedule, and is now more than 60% complete. When ready for occupancy in mid-1977 it will be of 65-bed capacity, with 128,000 square feet of enclosed space. Associated with, and proceeding concurrently with the hospital, is a \$2.9 million project which provides not only for the extension of utilities to the new hospital, but additionally for rehabilitation and up-dating of utility systems in the post's north section. This work involves a new sewer line, water lines, telephone cables, and primary electric distribution cables. Included in this project is modification of the existing laundry boiler plant and the extension of steam and return lines to the new hospital. All this work will be accomplished well in advance of the completion of the hospital.

Another major construction project, begun in 1975 and well along, is that of partial rehabilitation and new construction of a portion of the cadet gymnasium. Relocation of the offices of Director of Intercollegiate Athletics to Building 639 has freed approximately 20,000 square feet of much needed space in the gymnasium for athletic and physical training support activities (training rooms, wrestling areas, handball courts, locker and supply rooms). Work also involves necessary improvements to the ventilating system throughout the gymnasium.

Rehabilitation of a portion of the older of the cadet barracks, begun in the spring of 1975, and designed to provide study rooms, day rooms, and trunk rooms, is 99% complete. The enlisted barracks at West Point, between 30 and 68 years old, are being rehabilitated. Work includes the provision of adequate fire exits, modification of utility systems and the division of platoon bays into 2 and 4 man rooms. This project, started in summer of 1974, will be brought to completion this year, and will bring enlisted quarters up to acceptable standards.

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A certain amount of structural and utility modification to cadet barracks and the gymnasium has become necessary because of the admission of women to the Corps. The work involves the modification of 22 latrines, the construction of 2 laundromats (to provide a light laundry capability), and the installation of window shades in all women cadets' rooms. In the gymnasium, analogous modifications required for female cadets have been incorporated into the current gymnasium project, utilizing previously allocated MCA funds. These modifications include special locker rooms and latrines.

During the past three years the Academy has been active in researching, planning, and implementing various bicentennial projects. Work has been in progress at Fort Putnam, Redoubt 4, and Constitution Island. The major project, that of Fort Putnam, is designed to transform that site into an interpretive center for the military history of the Hudson Highlands and involves the construction of a replica of a revolutionary-era barracks housing a small museum, the waterproofing of casement areas to prevent future deterioration, the installation of safety railings for protection of sightseers visiting the hazardous elevated areas of the Fort, the construction of platforms for 10 revolutionary period artillery pieces and 4 mortars, and the construction of a main gate. This work is being financed primarily from non-appropriated funds. About 80% of the planned work is complete and, if the project moves on schedule, Fort Putnam will be opened to the public about July 1.

In addition to this major effort, Redoubt 4, an elevated Revolutionary War gun emplacement overlooking Fort Putnam, has been partially restored.

The last major Bicentennial project currently in progress is the upgrading of Constitution Island as an historical site, a cadet recreation area, and an environmental sanctuary. The specific goal for this year is to complete planned projects associated with the construction of a caretakers house and the employment of a full-time caretaker for the Island.

(2) Projects On Which Planning is Complete and Work is Scheduled.

Work on a consolidated services facility involving a 27,000 square foot warehouse, a 16,000 square foot garage, and improvements to the motor pool, all in that portion of the Post designated as the Military Academy's industrial area, was previously authorized and funded. It will be advertised in June.

A project to rehabilitate and improve power and communication lines, improvements mandated by occupational safety laws and codes, will be advertised for bid this summer. A project to update utility systems, and designed to reduce energy consumption, involves the replacement of a generating turbine, modification of the existing steam distribution system,

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and the extension of HVAC surveillance to 11 additional major buildings. It is currently being considered by the Congress. This project will be self-amortizing in less than nine years.

(3) Future Projects. Finally, there are three construction projects which, although of importance and included in programs of prior years, have been deferred by higher authority.

a. Conversion of the Present Hospital. The present hospital (Building 606) is located in the center of the cadet area, immediately accessible to the barracks. In authorizing the new hospital near Washington Gate, the Congress directed that medical care provided the Corps of Cadets be convenient, and as adequate as that currently provided by the old hospital (Building 606). Included in the conversion project would be the requirement to provide the desired permanent, accessible, and adequate facilities for a cadet health clinic, a dental clinic, and adequate working space for the Office of the Director of Admissions, the Cadet Store, and some needed library storage. The health clinic portion will be funded from the \$20 million previously authorized for the new hospital; the FY 78 USMA MCA project, as proposed, will fund the conversion of the non-medical portions of the building. It is noteworthy that concurrent accomplishment of all the work on this building will result in a savings of about one-half million dollars. In addition it will permit the efficient grouping of essential USMA support activities which, at present, are located in a number of scattered temporary accommodations.

The Board makes a formal recommendation thereon in 14, below.

b. Visitors Center. The proposed new Visitors Center would be a replacement for the currently improvised and very inadequate visitors facility located near Thayer Gate. The problem of the proper reception and handling of the vast numbers of people who visit West Point annually has been a matter of deep concern to previous Boards of Visitors. Presently over two million people visit West Point annually. Current projections indicate this number will double during the next ten years.

The proposed Visitor Center includes construction of a 22,000 square foot building to contain space for a theater, information center, administration and storage, snack bar, lobby, and public toilets. The work also includes a bus shelter, paving, walks, fire protection, utilities, and site improvements. The overall plan calls for the Visitor Center to be initially constructed, with the museum being attached thereto in subsequent years. Architectural design work is being done with this end in view.

West Point's overall plan looks toward the eventual co-location of both the Visitors Center and the USMA Museum in a place well removed from the cadet area, in a flat, open location, already graded out, just west

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of Fort Putnam and Michie Stadium and adjacent to the Stony Lonesome entry-way. By siting the new complex at this location, visitors' vehicles can be intercepted before they reach the congested academic area. Existing football stadium parking lots will provide ample parking space. Shuttle buses can then be utilized for transportation to and from the central Plain area, thus insuring that private automobiles and tour buses remain at the Visitor Center and out of the overly congested cadet area. Construction of the museum would be accomplished through the use of gift funds.

The Visitor Center was deferred from the FY 1977 MCA Program by the Department of the Army. The project is currently included in the preliminary FY 1978 MCA Program.

The Board is familiar with the careful consideration given to this matter by previous Boards of Visitors, and of the unanimously favorable light in which they viewed it. It notes especially the vigorous support given it in the Report of the 1975 Board and desires to associate itself with that Board's findings.

The Board makes a formal recommendation on this matter in 14, below.

c. Athletic Facilities. Arranged in order of priority, as viewed by the Military Academy, there are four items of urgent necessity if the athletic and physical recreation facilities of the institution are to adequately serve the expanded Corps of Cadets.

(1) Replacement by artificial turf of the natural sod surface on one of the outdoor playing fields on the level of the Plain. The substantially increased size of the Corps and the sharply increased pressure upon available outdoor sports areas precludes a rotational use of athletic fields. The lack of sufficient recuperative periods prevents the growth of a mature and stable grass cover. Year-round intense usage makes it impossible to keep a grass cover on the fields. Only by the provision of artificial turf can a field be consistently used, especially during and after inclement weather. Provided with an artificial surface, such a field would assure significantly increased availability and permit greater flexibility in scheduling the Military Academy's already limited playing fields. Use will range from varsity football practice, 150-pound and J.V. football games, to soccer, lacrosse, and the New Cadet Basic Training activities conducted throughout the summer months. Intramural and club sports would also benefit substantially.

(2) Conversion of the present dirt floor in the Field House to an artificial surface, removal of the temporary basketball court, and installation of collapsible and rollaway bleachers. The Field House was built in 1938 to serve a cadet corps of less than 2,000. The portable basketball floor, which covers approximately one half of the floor area,

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has deteriorated through age and use to such an extent that it must be left in place. The usable area of the Field House has thus been drastically reduced while the size of the Corps of Cadets has more than doubled. Intensified use causes the hard-packed surface to break down into clods and potholes and become hazardous for athletic use. To compensate, the number of users and activities scheduled for the Field House must be reduced and the manpower required to maintain usable playing conditions must be increased. A rehabilitation of the Field House floor will permit more efficient use of this already existing facility.

In respect to the Academy's project to rehabilitate the Field House the Board notes that this facility was constructed almost 40 years ago when the Corps numbered one half of its present strength. In its present configuration (dirt floor, temporary wooden bleachers) its potential utility can be only fractionally realized. It should be converted as described. The estimated cost is considerably less than \$1 million.

(3) Construction of 16 tennis courts on a portion of Buffalo Soldier Field to help replace 24 courts lost in the differential subsidence of South Fill. Tennis has taken its place as a major athletic activity in the military service as well as in the civilian community. At present there are not sufficient courts at the Military Academy to meet daily needs. Court use is currently limited to one hour; long waiting lines are usual, and waiting time of two hours is not infrequent. The project to construct 16 new tennis courts was deleted from the FY 1976 MCA Program by Congress.

The Board, in connection with the Academy's request for the construction of 16 new tennis courts, notes the imperative nature of this requirement caused by the subsidence of the filled land on the South Fill and the consequent total loss of the 24 courts there. No one familiar with the locale can fail to note the severe limitations imposed on West Point's athletic and training programs by the paucity of level terrain: except for the area of the Plain, the majority of athletic and playing fields have been made from sanitary land fills, land fills, or leveling and fill. The Academy's project to create 16 replacement tennis courts on Buffalo Soldier Field, an item of the FY 76 MCA Program, but deleted by the Congress, appears to this Board to be one deserving of favorable consideration.

(4) Construction of a proper basketball arena, designed and equipped for this purpose, would relieve pressure on the Field House during the winter and inclement weather periods when outdoor fields cannot be utilized without accelerated deterioration. For forty years this improvement has been wanting. Such a basketball arena would provide adequately for West Point's intercollegiate games and daily basketball practices, as well as for wrestling, gymnastics, and other winter sports. It would provide, as well, room for an urgently needed indoor tennis facility during

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the winter and would permit sorely-needed flexibility in the scheduling of the Academy's indoor intramural programs.

In the Board's view the provision of a basketball arena is a project of less priority than the three foregoing, but still an item which is worthy of sympathetic consideration.

Because of the palpable insufficiency of athletic and playing fields to support a student body of over 4,000, the very intensive use to which they are subjected, and their unavailability during or after inclement weather, the provision of an artificial turf field on the level of the Plain appears to the Board to be the most urgent of all the athletic facility projects brought to the Board's attention. This Board, as does the Academy, regards this project as one of the highest priority. It makes a formal recommendation in this regard in 14, below.

13. CONCLUSIONS.

Based upon its personal observation, the information presented to it, and its questioning of responsible officials, the Board concludes that the Military Academy's senior personnel, and its staff and faculty are well informed, and are discharging their responsibilities with professional dedication and commendable vigor.

The Board believes that the admission of women to the Corps of Cadets will present the Military Academy with a number of challenges which will place a premium on maturity of judgment, both in planning and in the execution of plans.

The Board wishes to commend personally General Berry for his outstanding leadership and careful planning in regard to the admission of women.

14. RECOMMENDATIONS.

a. Concerning the pay of cadets the Board recommends that:

Any action taken by the Congress to reduce the pay of cadets and midshipmen provide a "saved pay clause" for current and future pay, and that the rate of pay fixed be not lower than the two hundred and eighty-five dollars per month demonstrably required to cover the essential academic and personal expenses of cadets and midshipment.

b. Concerning the Military Academy's housing needs for staff and faculty, the Board recommends that:

The family housing presently assigned to personnel of the Military Academy at Stewart Army Sub-Post be retained in such use as the most economical and effective way of satisfying the Academy's housing requirements.

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c. Concerning the Military Academy's physical plant, the Board recommends that:

(1) The Department of the Army strongly support an FY 1978 project to renovate the non-medical portions of Building 606 for the accommodation of certain essential support activities presently housed in dispersed, temporary locations; such renovation to run concurrently with work of the already funded Cadet Health Clinic.

(2) The Department of the Army strongly support early funding and construction of West Point's proposed Visitors' Center, urgently needed in view of the present inadequate facilities and the annually increasing influx of visitors; this item be included in the 1978 MCA Program.

(3) The Department of the Army vigorously support a program of construction and renovation designed to bring the Military Academy's athletic facilities up to parity with those of the two other Service Academies and other major American universities. Specifically the Board recommends the provision of an artificial turf field on the level of the Plain, a modernization of the existing field house, the construction of replacement tennis courts, and an adequate basketball arena.

d. Concerning the Board's duties, the Board recommends that:

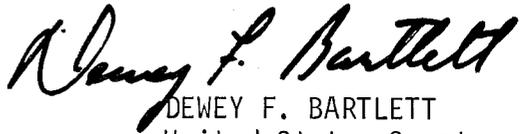
The Armed Services Committees of the House and Senate review legislation establishing and regulating Boards of Visitors of the Service Academies and make such changes in this legislation as will make the Boards of Visitors more effective in providing an independent surveillance of the several Service Academies.



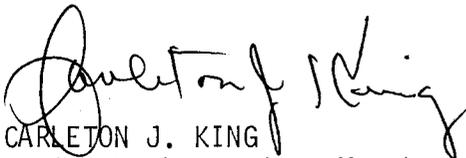
HOWARD S. WILCOX
Major General, USAR
Indianapolis, Indiana



CARY HALL
Consulting Engineer
Hampton, Georgia



DEWEY F. BARTLETT
United States Senate



CARLETON J. KING
Senior Member, King, Murphy
and F. Fitzpatrick
Saratoga Springs, New York



W.C. DANIEL
United States House
of Representatives



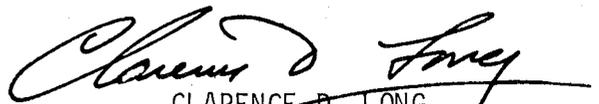
JOSEPH T. POWER
President, Operative Plasterers
and Cement Masons International
Washington, D.C.



BENJAMIN GILMAN
United States House
of Representatives



GEORGE H. OLMSTED
Major General, USAR (Retired)
President and Chairman of the Board,
International Bank
Washington, D.C.



CLARENCE D. LONG
United States House
of Representatives

DEPARTMENT OF ENGLISH
UNITED STATES MILITARY ACADEMY
WEST POINT, NEW YORK 10996

April 1, 1976

Formal Recommendations of the Board of Visitors, 1975
and
Status of Actions Thereon as of April, 1976

In its Report to the President, the Board of Visitors, 1975, made three formal recommendations (Report, p. 24). These recommendations are reproduced verbatim below, each followed by a brief statement of the status of actions thereon.

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"a. Concerning the Military Academy's physical plant, the Board recommends that:

(1) The Department of the Army vigorously support a program of construction and renovation designed to bring the Academy's athletic facilities up to parity with those of the two other Service Academies and other major American universities. Specifically the Board recommends the provision of an artificial turf field on the level of the Plain, a modernization of the existing Field House, the construction of an adequate basketball arena, and the resurfacing of certain existing outdoor tennis courts."

STATUS: The Fiscal Year 1976 Military Construction Project, Improve Roads and Athletic Fields, as originally submitted to Department of the Army included the construction of an artificial turf field and the construction of 16 tennis courts. The construction of an artificial turf field was deleted from the project prior to presentation to Congress. Congress deleted the remaining portions of the project from the FY 76 MCA Program. The Field House Rehabilitation project is not currently included in the preliminary FY 78 MCA Program. The construction of an adequate basketball arena is currently under study by an architect engineering firm.

"(2) The Department of the Army continue its vigorous support of all actions necessary for the timely realization of West Point's planned new Visitor Information Center, presently in the design stage and in the Academy's FY 1977 MCA submission."

STATUS: The Visitor Information Center was deferred from the FY 1977 MCA program by Department of the Army. The project is currently included in the preliminary FY 1978 MCA Program.

"b. Concerning the Military Academy's resource management, the Board recommends that: The Superintendent and the Department of the Army continue to exercise close and discriminating control of the Academy's management of money and manpower to the end of securing worthwhile economies,

while at the same time assuring that the effective overall support essential to maintaining and operating West Point as a first-class educational and training institution be not jeopardized."

STATUS: The Military Academy eliminated 122 civilian spaces (95 - FY 75, - FY 76); an associated reduction of \$824,000 in funding resulted. In FY 75, as a result of Congressional action to reduce spending, the Military Academy had a reduction of \$331,000.

In response to Department of the Army direction, the Military Academy downgraded 74 field grade officer positions to company grade positions. In another action, we have also eliminated 11 officer and 4 enlisted positions and downgraded 30 officer and 15 enlisted positions. These actions provide a potential savings of approximately \$445,000.

So far this year, the Military Academy has absorbed two significant dollar reductions: one million dollars, primarily for the Maintenance and Repair of Real Property, and a \$250,000 across-the-board reduction based on GAO recommendations to Congress that the service academies had the potential for savings in the area of contractual hire.

Three year cyclic reviews are prepared for all Commercial Industrial Type Activities (CITA) at the Military Academy. Recently, most of the refuse collection function was converted to contract at a savings of \$52,700. In the food service area the Cadet Mess Operation is now under review. A cost analysis will be made to consider the feasibility of contracting for some of the individual functional areas of the Cadet Mess.

In 1975, charges to cadets were increased in order to cover higher costs for uniforms, laundry, dry cleaning and barber services, thereby increasing reimbursements to the government.

"c. Concerning the pay of Permanent Professors, USMA, the Board recommends:

That the legislation currently in force which provides \$250 per month in additional pay to Permanent Professors, USMA, at completion of 36 years of commissioned service, but prohibits the use of such additional pay in the computation of retired pay, be amended to the effect that:

--Permanent Professors, USMA, at completion of 31 years commissioned service be entitled to \$250 additional pay per month.

--Permanent Professors, USMA, at completion of 36 years of commissioned service be entitled to another increase of \$250 per month additional to that provided above.

--Such additional sums be used in the computation of the retired pay of Permanent Professors, USMA."

Background of This Matter

Every Board of Visitors since 1960 (with the single exception of 1973) has gone on record as urgently favoring increased pay for Permanent Professors, USMA. And every Board save that of 1973 has made a formal recommendation in its Report to the President that such pay should be increased.

The 1975 Board of Visitors, as had its predecessors, reviewed the matter at length, and on pages 10 through 14 of its Report to the President (which please see) examined and recapitulated the relevant facts and articulated its considered position thereon. The 1975 Board's formal recommendation to the President (page 24, Report) reads as "c.," above.

Actions Subsequent to Submission of 1975 Board's Report

a. On 13 June 1975, DCSPER, Department of the Army, sought to obtain from the Secretary of the Army approval for a proposed amendment to Section 203, Title 37, USC, in part as follows:

"(B) While serving as a permanent professor at the United States Military Academy, or the United States Air Force Academy, or as a member of the permanent commissioned teaching staff at the United States Coast Guard Academy, an officer is, in addition to the pay and allowances to which he is otherwise entitled under this title, entitled to--

"(1) in the case of an officer who has over 31, but less than 36 years of service computed under section 205 of this title, additional pay in the amount of \$250 a month; or

"(2) in the case of an officer who has over 36 years of service computed under section 205 of this title, additional pay in the amount of \$500 a month.

This additional pay may not be used in the computation of retired pay."

DCSPER's proposal, it is to be noted, differed in one substantial feature from that recommended by the 1975 Board of Visitors: it provided that the additional pay not be used in the computation of retired pay. This difference derived from the fact that no other "special" remuneration is included in the computation of military retired pay and upon the idea that, were such to be authorized in the case of Professors, such would constitute a precedent generative of other requests for special exceptions in retired pay computation for military persons.

b. The Secretary of the Army approved DCSPER's version and, as a legislative proposal, referred it to the other Services.

c. The Navy went along, but the Air Force non-concurred.

d. On 28 October 1975, DCSPER again transmitted the proposal to the Air Force for reconsideration of its position. On January 27, 1976, the Air Force withdrew its non-concurrence and stated that "it interposes no objection." The Air Force at the same time commented that the proposed legislation "would probably have minimum impact on retention of permanent professors at the United States Air Force Academy."

e. On 6 February clearance of the proposed legislation was requested from Office, Secretary of Defense.

f. In a memorandum, DOD to Secretary of the Army dated March 30, the latter was advised (in substance) that, lacking persuasive evidence that the procurement and retention of high quality professors at the Military Academy is jeopardized, the current proposal for increased pay of Professors "cannot be considered for inclusion in the Department of Defense Legislative Program." In brief the proposal was disapproved at DOD level.

Mr. Cary Hall's Personal
Statement on Admission of Women to the Service Academies

With the admission of women to the service academies it is clear that women officers will serve as unrestricted line officers, insofar as privileges are concerned, but with certain limitations in duty assignments. This dimming of the duty distinctions between men and women will result in either of two possible courses of development in our armed forces.

The first alternative assumes that women will be neither required nor permitted to serve in combat billets for the foreseeable future. This will mean that a significantly large group of officers, otherwise unrestricted, will not be exposed to combat action. The administration of the services will be adversely affected by this deficiency of experience in the officer corps. If, as a palliative, women officers are excluded from any appreciable number of purely administrative positions where combat experience is desirable there will be problems from the same people who agitated for the entrance of women to the service academies. Conversely, if they are not excluded we will have Naval Officers in positions of responsibility who have never, never been to sea and Army Officers who have never lived in the mud. Military leadership must be centered on combat leadership, not some behind-the-scenes auxiliary sort of direction. Historically, armed forces led by individuals devoid of actual combat experience have usually proved useless when called into war service.

The service academies have traditionally trained officers for combat duty. It is immaterial that some officers trained did not serve as combat officers; the emphasis placed on combat duty colored the curriculum and the attitudes of the academies. Preparation for service in combat was the goal that all of those enrolled in the academies were indoctrinated to seek. The academies have steadfastly supported the combat mission, sometimes in the face of political irrelevancies, asserting that wars are won by combat, not by support services.

This emphasis is necessarily breached by the admission of women who will serve without being permitted combat assignments. It appears obvious that the service academies can no longer assume the primacy of the combat role without discriminating against the women enrolled. It is inevitable that the efficiency of the service academies in preparing officers to defend this country in battle will be lowered. The downgrading of the special role of the service academies by deemphasizing preparation for combat as the prime goal of the academies makes them superfluous, a wasteful expenditure of public money for training that, without the preeminence of the combat role, could be better provided in the state universities.

The second alternative assumes that women are given combat assignments with comparatively few restrictions. There is no reason to doubt that women can serve in combat billets. Women can probably adjust as well as men to the horrors of combat and the tensions of battle. There are, however, many overwhelming reasons for women not serving in combat and there seems, at present, no reason to believe that they will be permitted to do so in any

planned situation. If such a course should ever be elected, the problems faced by a commander in the field would be greatly increased and combat effectiveness lowered.

It seems certain, over the years, we will face a diminution of our defensive capability. The only advantage possible in the direction we are heading is that of providing lip service to the principle of equality of the sexes. Women can, of course, be of the greatest utility in our armed services in selected positions and for selected duties. It is folly, however, to contemplate assigning women to general line duties, not because they could not perform such duties, but because there is an actual and indisputable difference between the sexes that must be considered in light of the physical nature of military service.

The nation's embarkation on a program of absolute equality for women in the services, now being emphatically demonstrated by their admission to the service academies, leads us into problem areas we are not equipped to solve. If no solutions are available, our armed forces will be emasculated. It is recommended that the question of admission of women to the service academies be reconsidered.

Note: Mr. King, by telephone on 17 June, informed the Executive Secretary that he concurs in Mr. Hall's statement and desired a note to this effect to be entered into the Board's Report.

10 USC 4355
BOARD OF VISITORS
United States Military Academy

4355.Board of Visitors

(a) A Board of Visitors to the Academy is constituted annually of--

(1) the chairman of the Committee on Armed Services of the Senate, or his designee;

(2) three other members of the Senate designated by the Vice President or the President pro tempore of the Senate, two of whom are members of the Committee on Appropriations of the Senate;

(3) the chairman of the Committee on Armed Services of the House of Representatives, or his designee;

(4) four other members of the House of Representatives designated by the Speaker of the House of Representatives, two of whom are members of the Committee on Appropriations of the House of Representatives; and

(5) six persons designated by the President.

(b) The persons designated by the President serve for three years. Two persons shall be designated by him each year to succeed the members whose terms expire that year.

(c) If a member of the Board dies or resigns, a successor shall be designated for the unexpired portion of the term by the official who designated the member.

(d) The Board shall visit the Academy annually. With the approval of the Secretary of the Army, the Board or its members may make other visits to the Academy in connection with the duties of the Board or to consult with the Superintendent of the Academy.

(e) The Board shall inquire into the morale and discipline, the curriculum, instruction, physical equipment, fiscal affairs, academic methods, and other matters relating to the Academy that the Board decides to consider.

(f) Within 60 days after its annual visit, the Board shall submit a written report to the President of its action, and of its views and recommendations pertaining to the Academy. Any report of a visit, other than the annual visit, shall, if approved by a majority of the members of the Board, be submitted to the President within 60 days after the approval.

(g) Upon approval by the Secretary, the Board may call in advisers for consultation.

(h) While performing his duties, each member of the Board and each adviser is entitled to not more than \$5 a day and shall be reimbursed under Government travel regulations for his travel expenses

INFORMATION FURNISHED TO MEMBERS OF THE 1976
BOARD OF VISITORS
PRIOR TO ITS MEETING, 27 APRIL-29 APRIL 1976

Catalogue, United States Military Academy, 1975-1976

Superintendent's Annual Report, 1975

Report, Board of Visitors, 1975

Proposed Program, Board of Visitors, 1976

GAO Report, "Academic and Military Programs of the Five Service
Academies," October 31, 1975

GAO Report, "Student Attrition at the Five Federal Service
Academies," March 5, 1976

Status of Ongoing MCA Construction Projects, 16 April 1976

"Statement on Admission of Women to the Service Academies,"
Mr. Cary Hall, Member, USMA Board of Visitors, March 1976

Formal Recommendations of the Board of Visitors, 1975 and Status
of Actions Thereon as of April 1976

Program Followed by the Board of Visitors, USMA
Annual Visit, 1976

Tuesday, 27 April 1976

- 1830-2000 Superintendent's Dinner for the Board of Visitors (informal, ladies invited), HOTEL THAYER.
- 2000-2100 Organization meeting and selection by the Members present of the 1976 Chairman.

Wednesday, 28 April 1976

- 0800-1000 Optional activities: Members visited classes and/or USMA facilities. (Members of the Board proceeded at will to visit academic section rooms or other places or activities of their choice; or conferred with members of the Faculty and the Department of Tactics, or USMA staff, as desired.)
- 1000-1015 Coffee, Second Floor Hallway, Building 600.
- 1015-1055 Superintendent's Introductory Remarks, SUPERINTENDENT'S CONFERENCE ROOM.
- 1055-1155 Planning for the Admission of Women to the United States Military Academy.
- (1055-1105) Admissions: The Deputy Director of Admissions.
- (1105-1110) The Curriculum: The Dean of the Academic Board.
- (1110-1125) Training: The Commandant of Cadets.
- (1125-1140) General Discussion: Board Members and USMA officials.
- 1145 Board Members assembled with selected cadets for picture taking, WASHINGTON HALL.
- 1215 Noon meal with cadets, WASHINGTON HALL.

Wednesday, 28 April 1976 (Cont'd)

1305-1430 Board attended briefings on various USMA matters, with emphasis upon those dealt with in the GAO Reports, 1975-1976.

(1305-1335) Attrition: The Superintendent.

(1335-1400) Financial Operations, USMA: The Comptroller.

(1400-1430) Academic Programs, USMA: The Dean of the Academic Board.

(1430-1505) The Four-Year Military Training Program; The Honor System: Procedures, and the Current Situation: The Commandant of Cadets.

1505-1515 USMA Construction Activities: LTC Harwig.

1545 Cadet Review in honor of the Board, THE PLAIN.

---- "Free time" until . . .

1730 Members attended the Superintendent's informal reception, QUARTERS 100. (Ladies and Selected First Class Cadets invited.)

1815 Board Members escorted to WASHINGTON HALL by First Class Cadet Escorts for dinner with Corps of Cadets.

1915 Board Members informally visited barracks with cadet dinner escorts.

2030 Board Members gathered at QUARTERS 100 for informal discussions before returning to HOTEL THAYER.

Thursday, 29 April 1976

0800 Board Members, Superintendent, Dean, Commandant, Comptroller, and Executive Secretary departed West Point by military aircraft for Washington, D.C.

1200-1445 Working luncheon and Executive Session of the Board, Room H-139, CAPITOL BUILDING, Washington, D.C.