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THE DILEMMA OF THE RATED PROGRAM MANAGER CAREER

DEFENSE SYSTEMS MANAGEMENT SCHOOL
FORT BELVOIR, VIRGINIA

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PROGRAM MANAGEMENT COURSE INDIVIDUAL STUDY PROGRAM

THE BILKIN OF
THE RATED
PROGRAM MANAGER CAREER

STUDY PROJECT REPORT
PMC 76-1

Craig Vernon Miller
LtCol USAF

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STUDY TITLE:

THE DILEMMA OF THE RATED PROGRAM MANAGER CAREER

STUDY PROJECT GOALS:

To determine if it is possible under current directives for a rated officer to pursue a program manager career and satisfy his aviation "gate" requirements.

STUDY REPORT ABSTRACT:

The purpose of the study was to understand how the desired career progression for program managers and the Aviation Career Incentive Act (ACIA) would effect the rated officer pursuing a career in program management. Research of recent reports and directives concerning program manager careers, briefings, and informal discussions with USAF staff personnel officers, were used in the evaluation of the career alternatives for a rated officer.

The study concludes that it is possible, desirable, and justifiable for a rated officer to pursue a second career in program management. The time constraints imposed on the rated officer will require close career monitoring to fulfill the experience needs desired for program managers.

The author recommends that justification for the use of rated officers in program management be communicated by the USAF to the Department of Defense and Congress now.

KEY WORDS PERSONNEL MANAGEMENT CAREER MANAGEMENT OFFICER PERSONNEL
PROGRAM MANAGEMENT AIR PILOTS

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THE DILEMMA OF
THE RATED
PROGRAM MANAGER CAREER

Study Project Report.
Individual Study Program

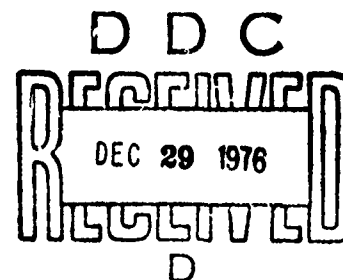
Defense Systems Management School
Program Management Course
Class 76-1

by

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May 1976

Study Project Advisor
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This study project report represents the views, conclusions and recommendations of the author and does not necessarily reflect the official opinion of the Defense Systems Management School or the Department of Defense.

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EXECUTIVE SUMMARY

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This report addresses the difficulties a rated officer will encounter in pursuing a second career in acquisition management. The constraints imposed on this type of career by the Aviation Career Incentive Act of 1974 (ACIA) and the requirements for special experience related to program management are investigated.

Three basic questions are explored against the background of the details of the ACIA, the desired areas of experience deemed necessary for program managers, and additional constraints of recent personnel policies within the United States Air Force (USAF).

- (1) Can a career in program management with the constraints of the "gate system" be attained?
- (2) If the career is possible, how should it be managed?
- (3) Are rated officers really needed in program management?

It was determined that it is possible for a rated officer to make the "gates" and begin a career in program management.

Due to the varied experiences desired, the changing requirements of the program management field, and the time limitations imposed on the rated officers by these directives and policies, it was found the appropriate level for managing this type of career would be the Major Command responsible for acquisition management.

Although determined through the biased view of a rated author, the desirability of, and need for, rated officers in program management was confirmed.

During the course of researching this subject a more severe constraint on the utilization of rated officers in career areas other than aircrew

duties was surfaced. The rated officer in non-rated duties within the USAF may be non-existent within a couple of years as a result of the many programs being implemented to reduce the current surplus of rated personnel. It is strongly recommended that the justification for rated officers in program management within the USAF be communicated to the Department of Defense and Congress immediately before the unanswered questioning of this issue eliminates the possibility.

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SECTION I

INTRODUCTION

Purpose

On 31 May, 1974, President Richard M. Nixon signed into law, Public Law 95-294. This Act is entitled the "Aviation Career Incentive Act of 1974" and is known as the "gate system" for flight pay entitlement. On 26 November, 1974, Deputy Secretary of Defense William P. Clements, Jr. signed Department of Defense Directive Number 5000.23 entitled "System Acquisition Management Careers" which established the policy for the selection, training and career development of DOD personnel who are required for the management of major defense systems acquisition. (6:1)¹ The objective of this study project is to determine if it is possible under these directives and the services implementing procedures for a rated United States Air Force officer to pursue a career in program management.

Goals

Three questions were addressed in the course of this research. First, can a career in program management with the constraints of the "gate system" be attained? Second, if the career is possible, how should it be managed? And lastly, are rated officers really needed in program management?

¹This notation will be used throughout the report for sources of quotations and major references. If two numbers separated by a colon are used, the first number is the source listed in the bibliography and the second is the page number in the reference. A single number indicates an interview, briefing, or other source as listed in the bibliography.

Scope

The basic directives, the Aviation Career Incentive Act (ACIA) and the Department of Defense Directive (DODD) 5000.23, apply to all branches of the Armed Services, however, this report concentrates on the United States Air Force (USAF) implementation and specific examples of career patterns apply only to the USAF rated officer. General implications for the management of a rated officer's career may be applicable to the other military services.

SECTION II

BACKGROUND

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The Aviation Career Incentive Act of 1974 has changed the rules under which a rated officer is entitled to receive aviation career incentive pay. Prior to the enactment of this law a rated officer could receive flight pay throughout his career in the USAF. The amount of flight pay authorized changed with total service but an officer could draw the maximum flight pay for his grade and time in service until he retired from active duty. An officer was not required to perform flying duties in his later years. He could be excused from active flying and still draw full flight pay. The ACIA is a result of the concerns expressed by the news media and Congress for officers receiving flight pay and not flying.

ACIA specifies some "milestones" that a rated officer must attain in order to receive continuous flight pay. If these milestones are successfully met the maximum number of years any officer can receive flight pay is now 25. The "milestones" or "gates" as specified by ACIA are:

Section 301a (a) (4) "To be entitled to continuous monthly incentive pay, an officer must perform the prescribed operational flying duties (including flight training but excluding proficiency flying) for 6 of the first 12, and 11 of the first 18 years of his aviation service. However, if an officer performs the prescribed operational flying duties (including flight training but excluding proficiency flying) for at least 9 but less than 11 of the first 18 years of his aviation service, he will be entitled to continuous monthly incentive pay for the first 22 years of his officer service." (12)

The rated officer in the USAF must also remain a "viable" rated resource. This has been interpreted to mean that the rated officer, if serving in other than a rated duty, must be returned to rated duties

every three to five years. The requirement to remain "viable" is being strictly enforced by the USAF Military Personnel Center (USAFMPC).

The USAF also has a Career Management Program for all officers. The objective as stated in Air Force Manual 36-23 is:

to insure sufficient numbers of highly qualified officers are always available to assume positions of increasing responsibility and scope throughout the Air Force and the Department of Defense. Embodied in the career management of the rated officer is the opportunity to broaden his career into other career areas through the "rated supplement". (1:4)

The rated supplement program embodies three categories of rated officers: some qualified to augment the force immediately in case of a contingency, others that would need to go through a training course before they could replace combat crews, and the controlled rotation portion which is a stable amount during peace and war to provide continuing career development for rated officers. The majority of the rated officers in acquisition management at the present time in the USAF are in the second category, those which would need to be trained before replacing combat crews.

Air Force Systems Command (AFSC) has been deeply involved in acquisition management throughout its history. The development and assignment of program management personnel within AFSC is a primary focus of their personnel policies which are structured in accordance with the guidance issued in DODD 5000.23. To determine the types of experience considered most beneficial for potential program managers, AFSC under Project ACE (Acquisition Cost Evaluation) surveyed by questionnaire senior officers who were connected with acquisition management. The program manager's career development was then structured in accordance with the findings of this survey.

SECTION III

DISCUSSION

Career Development for Program Managers

Following the publication of DODD 5000.23, the services attempted to determine what a career progression plan for potential program managers should contain. Within the USAF, AFSC studied this career field and determined some general types of experience deemed to be most essential for a program management career.

Prior to publication of DODD 5000.23, AFSC had initiated Project ACE (Acquisition Cost Evaluation). This study was conducted from 25 March 1973 to 25 May 1973 under the direction of Major General Henry B. Kucheman, Jr. The study found many "problems" which it reported.

These "problems" were not all "solved" in the original study and many of the findings have since been studied further. ACE Finding 48 was concerned with the "Development of Experienced Program Managers". An outgrowth of this finding was an opinion survey conducted during March 1974 of 167 officers from within AFSC. Officers surveyed were chosen from program managers throughout the command and the Generals/Colonels assigned to the command. Of those surveyed 81% or 136 officers responded to the questionnaire. "The opinion survey was designed for the single purpose of determining the best methods for identification and career development of those officers who have the potential for progression to responsible positions in acquisition management." (4:3-4)

The results of this study were first published in May 1974, and the second printing now out is dated February 1975. It was originally published about a half year prior to the release of DODD 5000.23.

The experiences found most desirable follow (in decreasing order of importance) :

- (1) System Program Office (SPO) assignment
- (2) Masters degree
- (3) Professional Military Education (PME)
- (4) Headquarters USAF
- (5) Flying to meet gates for rated officers
(should be related to systems acquisition specialization if possible)
- (6) Second system program office assignment
- (7) Research and Development assignment for nonrated officers
- (8) Operational experience for nonrated officers
- (9) SPO related assignment (Air Force Plant Representatives Office, Deputy for Engineering)
- (10) Headquarters AFSC (4:48-49)

These recommendations have been translated into broad areas of experience desired for the development of program managers within AFSC.

These general areas of experience are:

R & D Project Management

Test and Evaluation

Operational

Procurement/Contract Administration/Production Management

Financial Management

Command and Supervisory Experience

Headquarters AFSC/Air Staff

Program Management (3)

In addition to these broad experience areas, some education and training was determined to be desirable. Responses to the questionnaire used to support Project ACE Finding 48 found there was overwhelming support for the masters degree level of education, with an even split between engineering and management as the preferred discipline. (4:12) As noted in the general areas of experience, education in the procurement or financial management areas would be desirable. Specialized education in program management is a requirement for major system Program Managers as stated in DODD 5000.23.

All major system Program Manager candidates should have professional education at the Defense Systems Management School's Program Management Course (PMC) or Executive Refresher Course (ERC), either before or shortly following assignment to a major program office. (6:3)

Implications of the Aviation Career Incentive Act

The Aviation Career Incentive Act of 1974 (ACIA) has placed an additional constraint on the rated officer who is considering a career in program management. The rated officer must successfully complete several "milestones" required by this legislation. The primary "milestones" or "gates" required by this bill are to complete 6 years of operational flying in the first 12 years of aviation service. (12)

At the second "gate", the 18 year point, the number of years of operational flying determines how many years the rated officer will receive aviation career incentive (flight) pay. If the officer completes 9 years he will receive flight pay through 22 years of officer service. If he completes 11 years he will receive flight pay through 25 years of

officer service.

Operational flying is differentiated from proficiency flying and is basically that flying performed while serving in assignments in which basic flying skills normally are maintained, ie an aircrew. Proficiency flying is that performed while serving in a job which does not require flying skills - such as duties in staff positions and other duties as attendance at a professional school or an advanced academic degree program.

Within the USAF, the Military Personnel Center (USAFMPC) has added a requirement that all rated officers must remain "viable". Viable as defined by the USAFMPCC means the rated officer must return to cockpit duties every three to five years. This "viability" is currently being strictly enforced by the USAF. (2)

A possible method to relieve the effect of the ACIA with its "gate system" on getting rated officers into some jobs which do not require "operational flying" is to request legislative relief. However, it does not appear that this approach would be favorably received by Congress. As mentioned earlier, it seems this legislation was a result of the concern in Congress for the number of officers receiving continuous flight pay and not flying. A part of the ACIA bill is a requirement for the Secretary of Defense to report specific items to the Congress by July 1 of each year as follows:

- (e) The Secretary of Defense shall report to Congress before July 1 each year the number of rated members by pay grade who -
 - "(1) have 12 or 18 years of aviation service, and of those numbers, the number who are entitled to continuous monthly incentive pay under subsection (a) of this section; and
 - "(2) are performing operational flying duties, proficiency flying, and those not performing flying duties." (12)

This reporting appears to strengthen the resolve of Congress to enforce this bill.

The Air Force Magazine reported that while Congress was working over the FY 76 budget it hit the services hard on flying costs. The Senate Appropriations Committee was quoted in language adopted by the entire Senate as stating:

its "long-term goal is to eliminate proficiency flying and achieve the associated economics not only in flying hour and maintenance costs, but the economics that would result from not taking away from an individual's primary duties for proficiency flying." (8:59)

"Legislative relief" does not appear to be a feasible alternative at the present time.

Additional Career Constraints

In addition to the career constraints imposed on a rated officer by the "gate system" and the experience desired for a program manager, other limitations on how and when an officer can transfer must be considered. If the officer attends the Air Force Institute of Technology (AFIT) to obtain an advanced academic degree, either in residence at AFIT or at a civilian institution under AFIT sponsorship, he will receive a directed duty assignment into a field which will use the degree for a period of three to four years. This directed duty coupled with the length of the AFIT schooling, twelve to twenty-four months, will impose a definite limitation on the officer's career.

Two recent developments will also effect the rated officer's career "mobility" in the future. As a result of the high cost of moving people, the USAF is attempting to lengthen the tours of its personnel. As an

example of this, the current policy in the USAF is that an individual can be moved when he has over two years in an assignment, however, USAFMPC is screening all requests for transfer of anyone with less than three years on station. This screening was not as actively pursued in the recent past.

The other policy which will have a definite effect on "mobility" is the new system for the USAF Officer Effectiveness Report. This system imposes a "quota" on the number of officers within a grade level that can receive a "top" rating. This new rating system will have to be a major consideration for any officer who plans to move or broaden his experience. A number of moves at inopportune career points, resulting in a "new kid on the block" effectiveness rating, ie a 'good guy' but not up-to-speed in this new area, will have to be considered by all officers in contemplating a move. This should also be considered by those who are monitoring the career of the officer. Career broadening is desirable for a career, but a move at the wrong time could conceivably be more harmful under this new "quota" system.

A last consideration is when or how should a rated officer's career be structured to meet his "gates" and get the desired program management experience. A recommendation of the ACE Finding 48 study was:

Rated officers identified for potential progression to level acquisition management positions should spend all nonflying tours in assignments directly related to acquisition management. The more desirable the assignment, the better.

The available time in supplement tours (7 years in the first 18 years of service) should be split between junior and intermediate levels with an intervening rated tour or tours. Alternative methods of obtaining desirable experience and qualifications (e.g., relevant off duty education and correspondence M.E.) should be encouraged. (4:48)

This recommendation noted that there are seven years available in the first eighteen years of aviation service to accomplish the desired career development areas. However, education and training requirements take time, e.g., 12-24 months for an advanced academic degree plus additional time for PME. Although this recommendation encouraged attending PME by correspondence, the selection procedure used in the USAF to determine those officers deemed to be qualified for PME leads one to conclude it would be in the officer's best interest to attend in residence any PME course he is selected for. PME attendance in the first 18 years should include the Squadron Officers Course, 3-4 months of "non-gate" time, and an intermediate school, 6-12 months of "non-gate" time. The intermediate schools could be: Air Command and Staff (ACSC), 12 months; Armed Forces Staff College, 6 months; the Defense Systems Management School (DSMS), 6 months; another service's school; or perhaps two of these intermediate level courses. DSMS, a requirement for a program manager's career, can replace another intermediate level school, but normally an officer selected to attend an intermediate school and DSMS attends both. This could mean up to 18 months of "non-gate" time for intermediate level PME.

A Rated Program Manager Career?

In answer to the first question, it is possible for a rated officer to meet his flying gates and accomplish a portion of the career development desired for a program manager. Appendix I depicts 3 possible career patterns and many other variations are possible.

The first career pattern assumes an officer with an advanced academic degree, masters or equivalent, obtained either prior to flight

training or during off-duty time. This pattern shows the first six years in operational flying duties, the next four years in Research and Development or acquisition management related duties, then a five year tour in flying duties. This would complete 11 years of rated "gate" time and there would still be time for the officer to attend PME (DSMS a good possibility) enroute back to acquisition management duties.

The second pattern assumes an officer without a masters degree. This pattern has the first 6 years again spent in operational flying duties, the next assignment in AFIT followed by a tour in R & D/acquisition management related duties returning to operational flying at the eleventh year. A flying tour then of 3 years followed by a PME tour and return to R & D type duties would get the rated officer through 9 years of operational flying and entitle him to continuous flight pay through the 22nd year.

The third pattern also includes obtaining an advanced academic degree. This pattern show the first 6 years in operational flying, the next four years in AFIT and R & D related duties, returning to operational flying duties after the 10th year and finishing PME (other than DSMS) during this period but remaining in operational flying duties until completing the 16th year. This would enable the officer to attend DSMS on his way back to R & D and have 11 years of operational flying credit. As an alternative, the operational flying following the first PME course could be in an AFSC Test and Evaluation organization where the experience would then be in that desired for program management and still be an operational flying tour.

The rated officers in AFSC which occupy the majority of the operational flying positions at the test centers are test pilots. Test pilots can

and should be used in the program management career field. Their utilization in this area is the subject of another study by Lt. Col John Schoeppner, a student in DSMS IAC 76-1. There are however, operational flying positions within AFSC which can be filled by a rated officer who is not a test pilot.

Career management Level?

USAFMPC is responsible for managing the careers of all officers in the USAF up to and including the Lieutenant Colonel rank. A part of USAFMPC is dedicated to managing the rated officer force. This rated force management includes the "rated supplement". The rated supplement is made up of rated officers occupying positions in non-rated duties. Although the careers of all rated officers in the USAF and the overage are managed by USAFMPC, the program/acquisition management officer's careers are currently managed at the MAJCOM, AFSC, level. A system which could identify rated officers with potential for acquisition management, look after their return to flying duties, place them in career growth positions, and monitor their progress would certainly be a great help towards ensuring the proper utilization of these officers.

The identification of potential program managers in the Captain to Lieutenant Colonel ranks has been considered not only possible but a recommended method of identifying officers to insure their career development in the manner desired for acquisition managers. (4:3-5, 48) It seems that with the overwhelming numbers of officers which must be tracked through the personnel system at USAFMPC the best control of this relatively small number of officers in acquisition management would be at the MAJCOM.

level. This level could keep up with the changing requirements in the career patterns, and be able to respond in a timely manner to the needs of program management.

The management of the career of the rated officer in acquisition management should be in the same manner as other officers in this field, with his return to rated duties being governed by USAF policy, but managed by the MAJCOM responsible for the careers of the acquisition/program manager. Following the completion of the required tour of operational flying the rated officer should be returned to the MAJCOM for assignment in the program management career field.

Need For Rated Expertise?

The third question was intentionally left until last. If the answer was no--the rest of the report would be meaningless. This is the question--are rated officers really needed in program management? This question addresses an area which has been generally accepted, but never really studied or defended. The USAF, being the service that "flies", has expected rated officers to be in all phases of Air Force leadership and the need for a rated officer in a management position has been generally accepted.

Weapon systems developments in the USAF are in many instances directly related to the flying mission. The involvement of the user commands in specifying the requirements for a weapons system has been emphasized in many classes on program management. The essential of evaluating changes in performance or requirements would seem to be best accomplished by the active involvement of people with operational expertise in a similar

system. One author noted:

The lack of fighter pilots in AFSC creates a problem for the Air Force and for the Tactical Air Command in that the rated positions involved in the development of tactical weapon systems are not being filled by currently qualified fighter pilots, and many of the positions are not even filled by fighter pilots. (10:85)

Some examples of development problems were cited by this author with one being highlighted that occurred with a warning device for an aircraft--

The problem developed because the operational personnel who submitted the requirement for a minimum range did not realize that from an antenna design viewpoint they were driving peak detection range to unacceptable limits. The technical experts, who very early in the design phase understood what the detection range would be, did not realize the operational implications. (10:85-86)

This type of misunderstanding might have been avoided if an operationally experienced man had been involved. Certainly there are additional examples of not really knowing what the user wanted but designing the assumed system to the utmost degree of sophistication.

The extreme ingenuity of this system rather blinds one to its utter uselessness. (11:32)

In support of having rated officers in program management, their operational experience would contribute expertise to the program office. A study on effective management in project management type organizations by Dr. H. J. Thamhain and Dr. D. L. Wileman found the influence methods used by project managers to gain support from project personnel included expertise.

Taken together, project managers feel that they can enhance the support received from subordinates and assigned project personnel if they emphasize work challenge, expertise, and formal authority. (13:33)

A limitation on the use of expertise by project managers is also noted:

These results indicate that expertise and authority assist the project manager in gaining support from project personnel if the personnel respect the manager's expertise and believe he has authority which has been properly delegated. On the other hand, it appears that if project managers overly emphasize their own expertise and stress their authority as a primary influence method, conflict tends to increase. (13:38)

This leads to the conclusion:

Project managers need to use their expertise judiciously. If overused, it can be detrimental and demotivating to project participants since it may discount their contribution; expertise which is wisely used can be important in developing respect and support for project managers. (13:39)

Expertise is a useful influence base for project management subject to the limitations of most styles--use it wisely!

The most outspoken support of the rated officer in program management was found in the Project ACE Finding 48:

The unquestioned desirability of rated officers in program management was frequently mentioned. In addition to the obvious need for related operational experience, many officers mentioned another characteristic of rated duty that carries over to acquisition management. As a group, rated officers have a talent for decision making under uncertainty. Although academic courses can be taken in decision theory under uncertainty or with limited information, management directors who were interviewed valued the emergency reaction capability to make potential life and death decisions that comes with rated crew duties and training. (4:14)

In this fast moving world of program management, there may be a trait in addition to operational expertise, which can be found in the rated officer that would enhance his contribution to this management area.

With the current emphasis of "credibility", particularly in defending weapon systems acquisitions before Congressional committees, can the USAF maintain its credibility and have other than a rated officer manage and defend its aircraft/airborne systems to the public?

It is this author's conclusion-- biased as it probably is, but supported by these references-- that a rated officer is needed in program management in the Air Force and can contribute in many positive ways to the effective management of weapon systems acquisitions.

The Real Problem!

While researching this subject a briefing was attended which highlighted an even bigger problem to getting rated officers into program management, or for that matter, any field other than operational flying. The guidance issued by the Department of Defense to be used in this cycle of the Planning, Programming, Budget System (PPBS) for submitting the USAF Program Objective Memorandum (POM) for the FY 78 budget has eliminated the possibility of justifying, or explaining, any rated officers in a "rated supplement" type of job. The USAF currently has about 5500 rated officers in the drawdown portion of the rated supplement, those that would need to be trained before they could replace a crewmember that was in combat, and of that number about 2500 are in AFSC. The overall number does reflect a surplus of rated officers in this category which if eliminated would bring AFSC's share of the rated supplement down to approximately 1500 rated officers. The DOD guidance to eliminate the supplement completely will reduce AFSC's rated officer authorizations by approximately this number. Most program management offices do not have "operational flying" positions. Therefore, this could preclude a rated officer from entering the program management field until the 18-20 year point in his career. The guidance on personnel management contained in DCDD 5000.23 is very explicit on the use of this type individual in program management.

Colonels/Captains or civilian equivalents should not be considered for assignment as Program Managers unless they have had program management or system acquisition experience, to include one or more assignments to a program office. (6:4)

The USAF has implemented plans to reduce/eliminate the surplus number of rated officers currently in the personnel inventory. Early releases from duty for some pilots, removal from flying status for those officers within two years of an established date of separation, and a reduction in the number of pilot and navigator training graduates are some of the programs being used to pare down this rated surplus. The reduction in the number of officers being trained is significant enough that within a minimum number of years, approximately two, the number of rated officers on duty will be equal to, or below, the number of operational flying positions projected for the USAF personnel structure. This reduction will eliminate the "rated supplement" and does appear to be a solution for eliminating the rated officer surplus. A discussion of these programs and their impacts is contained in the April 1976 issue of Air Force Magazine. (8:56-59)

The significance of these plans to reducing the number of rated officers in the program management career field is obvious. Without a justification supporting the need for rated officers in this field there will be no way to obtain rated officers until completion of their operational flying career. As indicated earlier in this paper, it does not appear that the need for, assignment of, or value to, a program management office of a rated officer has ever been questioned. Now Congress through passing the ACIA with its reporting provisions, and its expressed disdain for proficiency flying, has questioned this issue. DOD has responded by issuing guidance which eliminates the currently used justification for having some rated officers in "non-rated duties", e.g. eliminate the rated supplement,

thereby it has also questioned this issue. The USAF, and AFSC in particular, need to justify retaining rated officers in the program management field now; or the unanswered questions will eliminate the possibility.

A first step must be made within AFSC to justify at least a nominal percentage of its officer strength as requiring rated expertise. The changing needs of project offices for rated expertise may preclude ever justifying specific positions as requiring a rated officer. However, an interest in, and justification of, the rated career in program management must be communicated by AFSC and the USAF to DOD and Congress immediately or the rated officer in program management will become extinct.

CONCLUSION

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The general areas of desired experience which have been determined to be necessary for the training of potential program managers in the USAF were used as a basis for evaluating the career plan for a rated officer.

The ACIA, with its system of "gates", will remain as a limitation on the career opportunities for a rated officer in the future. The thought of suggesting legislative relief for this career is posed, but determined not to be a feasible alternative at this time.

Against the background of the details of the ACIA, the areas of experience and training courses necessary for program managers, and the additional constraints of recent USAF personnel policy actions, the following conclusions were determined.

- (1) It is possible for a rated officer to meet his flying "gates" requirements and also begin his career development for a second career in program management. Three possible career patterns were discussed for officers with varying training needs.
- (2) The management of the career of the rated officer in acquisition management should be in the same manner as other officers in this field. His return to rated duties would be governed by USAF policy, but the timing managed by the MAJCOM responsible for the careers of the acquisition/program manager.
- (3) As determined through the biased view of a rated author,

the rated officer is needed in program management in the USAF and can contribute in many positive ways to the effective management of weapon systems acquisitions.

During the course of researching this subject a more severe constraint on the utilization of rated officers in career areas other than aircrew duties was surfaced. The rated officer in non-rated duties within the USAF may be non-existent within a couple of years as a result of the many programs being implemented to reduce the current surplus of rated personnel. It is suggested that a first step be made within AFSC to justify at least a nominal percentage of its officer strength as requiring rated officer expertise. An interest in, and justification for, the rated officer in program management must then be communicated by the USAF to the DOD and Congress immediately or the rated officer in program management will become extinct!

APPENDIX I: CAREER PATTERNS

Pattern I

0-----FLY-----6-----R&D-----10-----FLY-----15P&E16-----R&D-----

11 years flying, 6 years R&D, 1 year P&E.

Pattern II

0-----FLY-----6--AAD/R&D-----11-----FLY-----14P&E15-----R&D-----

9 years flying, 3 years degree and P&E, 6 years R&D.

Pattern III

0-----FLY-----6-----AAD/R&D-----10-----FLY-----P&E-----FLY-----16DSMS/R&D-----

11 years flying, $3\frac{1}{2}$ years degree and P&E, $3\frac{1}{2}$ years R&D.

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