



**UNITED STATES AIR FORCE ACADEMY  
BOARD OF VISITORS  
WASHINGTON D.C. 20330**

28 April 2006

MEMORANDUM FOR SECRETARY OF THE AIR FORCE

FROM: USAFA Board of Visitors  
c/o AF/A1DOA  
1040 Air Force Pentagon  
Washington, DC 20330-1040

SUBJECT: Semi-Annual Report, United States Air Force Academy Board of Visitors

In accordance with Title 10, USC, Section 9355, the Board of Visitors to the United States Air Force Academy (USAFA) convened on 6 October 2005 and 15 February 2006 in Washington, DC. The Board submits the attached semi-annual report for your consideration.

While we were sad to see Lt Gen John Rosa retired, we are confident in the leadership and vision of Lt Gen John Regni who took command of USAFA on 24 Oct 2005. We are pleased with his focus on character. Upon conclusion of his initial review of the Academy, he shared his keen insights with us. The Board looks forward to seeing the fruits of his labor.

With keen interest, the Board noted the second release of the guidelines regarding religious respect in the Air Force. Several board members gave their feedback to Lt Gen Brady directly, and they concluded that the final one-page revision of the guidelines gives field commanders a good framework for decision-making. We are pleased that the USAFA staff was recognized by the Air Force for bringing this national issue to light, and we applaud Mr. Wynne for developing a revision that so carefully balances expression and establishment.

Similarly, another difficult national issue that has held our attention is sexual assault. We dedicated a great deal of effort to examining the policies and procedures the Air Force and the Academy uses regarding their response to victims of sexual assault. Building from the difficult work of the Academy Response Team, the Department of Defense has continued to refine and implement forward-looking, groundbreaking programs to address this problem. Surveys show USAFA has made great strides in every measurable area, and the Board expects that trend to continue. We also expect the civilian secondary education establishment in the United States to open their eyes to the issue and address it head on--hopefully in the same bold, open manner of the Academy.

You are no doubt aware that the term of our chairman, Governor Jim Gilmore, expired. During his last meeting as chair, he commended the work of USAFA's leadership and reminded the Board that it is postured for action on behalf of America's sons and daughters. He expects our good work will continue.

In the words of Dr. Sega at our February '06 meeting, the Board understands that USAFA is "bright on [your]...radar screen." We look forward to continuing our work, and the work of the American people. We will do our part to nurture the excellent working relationship between Headquarters Air Force, the Board of Visitors, and the United States Air Force Academy.

Respectfully yours,



DR. DIONEL E. AVILES  
Acting Chairman, USAFA Board of Visitors

cc:  
Members of the Board of Visitors  
Superintendent, USAFA

Atch:  
Semi-Annual Report

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**2006 BOARD OF VISITORS  
MEMBERSHIP, COMPOSITION, AND TERMS**

	Years on the Board	Term Expires
<b><u>APPOINTED BY THE PRESIDENT OF THE UNITED STATES*</u></b>		
Dr. Dionel Emilio Aviles	02-Present	2006
Mr. Charles P. Garcia	05-Present	2007
Mrs. Nancy Kudla	05-Present	2007
Mr. A.J. Scribante	06-appt	2006
Dr. Gail A. Jaquish	06-appt	2008
Sen. Jackie Winters	06-appt	2008
<b><u>APPOINTED BY THE VICE PRESIDENT OF THE UNITED STATES</u></b>		
US Senator Larry D. Craig (R-ID)	01-Present	Annually
US Senator Mark Pryor (D-AR)	04-Present	Annually
US Senator Tim Johnson (D-SD)	06-appt	Annually
<b><u>APPOINTED BY THE SPEAKER OF THE HOUSE OF REPRESENTATIVES</u></b>		
US Representative Kay Granger (R-TX)	04-Present	Annually
US Representative Joel Hefley (R-CO)	87-Present	Annually
US Representative Carolyn Kilpatrick (D-MI)	03-Present	Annually
Gen Hansford T. Johnson (USAF, ret.)	06-appt	Annually
<b><u>APPOINTED BY THE CHAIRMAN, SENATE ARMED SERVICES COMMITTEE</u></b>		
US Senator Wayne Allard (R-CO)	99-Present	Annually
<b><u>APPOINTED BY THE CHAIRMAN, HOUSE ARMED SERVICES COMMITTEE</u></b>		
Mr. Robert Dorman	03-Present	Annually

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\*Presidential appointees serve for three years, however, per Title 10, they continue to serve on the board until replaced.

## USAF ACADEMY BOARD OF VISITORS

The Board of Visitors of the U.S. Air Force Academy is established under Title 10, US Code, Sec. 9355.

### CHARTER

The Board is required by its statutory charter to meet four times annually, and after its annual and semi-annual meetings, the Board submits a written report of its actions, views, and recommendations of the Academy. By law, the Board is also required to visit the Academy at least twice a year and to inquire into the morale, discipline, and social climate, the curriculum, instruction, physical equipment, fiscal affairs, academic methods, and other matters relating to the Academy that the Board decides to consider.

### STRUCTURE

By law, the Board of Visitors of the United States Air Force Academy is constituted annually and consists of 15 members:

- a. Six persons designated by the President. At least two of these members shall be graduates of the Academy.
- b. The chairman of the Committee on Armed Services of the House of Representatives, or his designee.
- c. Four persons designated by the Speaker of the House of Representatives, three of whom shall be members of the House of Representatives and the fourth of whom may not be a member of the House of Representatives.
- d. The chairman of the Committee on Armed Services of the Senate, or his designee.
- e. 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.

### TERMS

Presidential designees serve for a period of three years. Each of the additional nine board members serves a minimum term of one year. Any member whose term of office has expired shall continue to serve until his successor is appointed. Unexcused absence from two successive meetings shall be grounds for termination in accordance with statutory requirements.

### REIMBURSEMENT

Board members (and any advisors approved by the Secretary of the Air Force for consultation) are reimbursed for travel expenses under Government travel regulations.

### OPERATING COSTS

Estimated annual operating costs are approximately \$80,000 and .8 man-years.

**APPENDIX 1: Minutes of the Quarterly Meeting of the USAFA BoV, 6 October 2005**

**MINUTES OF THE REGULAR MEETING  
BOARD OF VISITORS (BoV)  
UNITED STATES AIR FORCE ACADEMY (USAFA)**

The vice chairman called the meeting of the USAFA Board of Visitors to order at 9:18 am on 6 October 2005 in Room 418, Russell Senate Office Building, Washington, DC.

**ATTENDANCE**

**MEMBERS PRESENT:**

Governor James S. Gilmore III (Chairman)  
US Senator Wayne Allard (R-CO)  
US Senator Larry Craig (R-ID)  
US Senator Mark Pryor (D-AR)  
US Representative Joel Hefley (R-CO)  
US Representative Kay Granger (R-TX)  
US Representative Carolyn C. Kilpatrick (D-MI)  
Dr. Dionel E. Aviles (Vice Chairman)  
Dr. Susan C. Schwab  
Mr. Robert K. Dornan  
Mr. Winston A. Wilkinson  
Ms. Nancy R. Kudla

**MEMBERS ABSENT:**

Mr. Charles P. Garcia

**AIR FORCE SENIOR STAFF:**

Mr. Pete Geren, Acting Secretary of the Air Force  
Mr. Mike Dominguez, Assistant Secretary of the Air Force (Manpower & Reserve Affairs)  
Mr. Robert Goodwin, Deputy Assistant Secretary (Force Management Integration) and USAFA BoV Designated Federal Officer  
Lieutenant General Roger Brady, Chief of Staff, Personnel

**USAFA SENIOR STAFF:**

Brigadier General Irv Halter, Vice Superintendent  
Brigadier General Johnny A. Wieda, Commandant of Cadets  
Brigadier General Dana Born, Dean of Faculty  
Dr. Hans Mueh, Director of Athletics

**USAFA ASSOCIATION OF GRADUATES (AOG):**

Col (ret) Jim Shaw



**BoV EXECUTIVE SECRETARY:**  
Lt Col Paul A. Price (AF/DPDO)

**OPENING COMMENTS BY THE CHAIRMAN**

The meeting was convened at 0918 hrs, 6 October 2005. Attendees were welcomed and the Chairman, Governor Gilmore, acknowledged General John Rosa's approval for retirement and informed the board that the retirement ceremony would take place later in the month. Governor Gilmore explained that General Rosa would be absent from the BoV meeting due to a family matter.

He also announced that General John Regni had been named as the next superintendent, and the change of command ceremony would take place 24 October 2005. He then briefly reviewed specific issues on the agenda and reiterated the significance and importance of having four versus two meetings year.

**OPENING COMMENTS BY THE ACTING SECRETARY OF THE AIR FORCE**

Acting Secretary of the Air Force, Pete Geren, thanked the board for their work, for taking responsibility for the success of the board, and for addressing the hard issues facing the Academy. He appreciated their role in the response to the national problem of sexual assault and the difficult issue of religious respect.

**OLD BUSINESS**

Minutes of the 16 July 05 Meeting. Congresswoman Granger moved that the minutes for the previous meeting of 16 July 2005 be adopted. The motion was seconded by Dr. Aviles and passed unanimously to accept the minutes as presented. Governor Gilmore indicated the minutes would remain open for three more days in case there were additional changes to be made, then closed.

**SUPERINTENDENT'S TIME – USAFA UPDATE**

General Irv Halter presented the USAFA update to the BoV.

In regards to USAFA's mission to produce high-quality leaders of character, Gen Halter explained that a lot of work had been done in terms of the education and training, the focus on the Air Force, and the assessments and improvements that the Academy continues to make.

He mentioned the four mission areas (military, academic, athletic, and character), which are needed to develop high-quality officers for the United States Air Force. He declared that the mission areas are significant matters to pursue, however, if the various parts of the Academy do not pursue them in a collaborative and cooperative method, they will not fulfill their intended goal. He explained the dean has responsibilities in the military development area; the commandant has responsibilities in athletics, as does the athletic director. All are responsible for character development and stated, "If we don't develop officers of character, then basically we're just another institution out there providing a good education."

He linked character to the Officer Development System (ODS), which focuses on the full spectrum of the matters needed to produce high-quality officers. In relation to the four-class system, he emphasized the importance of the Academy remembering that it has students for four years and is responsible to develop them throughout the



entire training process, not just the fourth-class year. Basic cadet training has been improved because it is still tough and the upperclassmen "are much more professional." He tied the improvement to effective training of the upperclassmen prior to contact with the basics, and ensuring they are learning to be effective leaders. He provided a brief synopsis of the long-term goals of ODS. He stated that the Academy wants to make ODS part of the way the Academy does business versus a separate system.

He discussed the issue of cadets spending an average of 25 days out in the operational Air Force during their four years at USAFA. He revealed that the Academy has turned that statistic around so that incoming freshman will experience about three times that amount of time in the operational Air Force during their four years at the Academy. He pointed out the fact that this past summer, the Academy had 3,000 cadets out in the operational Air Force in various sectors of the world including the Southwest Asia Combat Theater, specifically Al Udeid, and Kuwait.

General Halter presented information on the discipline system based on the Uniform Code of Military Justice, and reviewed the old, separate system that relied demerits and tours. While it may have been a great system for cadets, it had no relevance to how the young officers, when out in the field, would have the opportunity to mentor and/or discipline their troops. The current discipline system is appropriately used day-to-day at the Academy. He explained that the cadets are officer candidates who need to know, live and enforce the standards amongst themselves, in addition to understanding how the discipline system works. The system provides more disciplinary preparation for the *real* Air Force the officer candidates will have to face after their matriculation at the Academy.

He briefed the board on assessing and improving. He reiterated the significant value of the Academy not only communicating with the cadets, but with the staff and faculty to ensure that everyone is enjoined at the same level of respect and confidence in the leadership. He stated, "The fact is, in this business you never know what you don't know unless you continually go back and ask." He mentioned that the Academy has received a significant amount of assistance from Headquarters Air Force and has now used assessing and improving to standardize training and education inside the Academy.

USAFA is developing the second phase of Respecting the Spiritual Values of all People (RSVP) training and has about 75% of the syllabus completed. Whereas the first phase of RSVP highlighted various issues regarding respect, General Halter revealed the second phase would be more focused on education about alternate worldviews and faiths. The third phase, RSVP-3, will be a practicum to help cadets deal with real world situations.

He updated the board on the Agenda for Change and noted that 97.5% of the Academy's actions are complete, and closing the rest hinges on the development of the strategic plan. He mentioned that the Academy would like to have the strategic plan completed by now; however, due that staff working other, emergent issues, there were setbacks. However, he believes that the Academy is now in a steady state, the process has moved forward, and they are at a 75-80% solution. He declared that by the next BoV meeting, the Academy would not only have a strategic plan, but instructions on how to execute it as well. He also indicated that the development of an Air Force Instruction that codifies the major points of the Agenda for Change is underway.

General Halter stated that USAFA is working on congressional engagement with the Academy. To foster this engagement, there are several upcoming congressional delegations that are bringing new staff members to Colorado Springs.

General Halter informed the board of upcoming events and mentioned Commandant's Challenge and discussed how it is a part of the Officer Development System, and will be conducted right after the New Mexico game scheduled before Thanksgiving.

He described some Academy success stories and informed the board that the Academy, along with General Lord at Air Force Space Command, is establishing a center for space and defense studies. A January conference will produce a textbook that will be used for space study. He discussed strategic languages and mentioned that the Academy has gone from 6% to 11% of students who have enrolled in Arabic. He announced that Captain Barnard and the Astronautical Engineering department garnered an award for teaching and technology excellence.

In response, Governor Gilmore noted:

"...the Board [of Visitors] doesn't determine these policies. The Air Force determines these policies with respect to the Air Force Academy. The role of the board is one of oversight and reporting. We are not in the chain of command, so we don't have any power to command to go one way or the other. We are not in that chain of command. The power that we have is the capacity to review all of this in a serious, comprehensive way and then write a letter, a report. We report frequently to the president, and that ability to do that, I think, gives us some authority, even though it is not a statutory authority."

He also stated the Air Force has been very proactive in dealing with any challenges that have been raised, either from within or without, from the media or otherwise, through graduates, or cadets, and the Board appreciates USAFA's leadership and forthrightness by addressing these kinds of issues as they have come along. He finished his remarks by noting that these are not just Academy issues, or Air Force issues, or service-wide issues...they are societal issues.

Senator Allard noted that USAFA has done an excellent job measuring results, and complimented them on their approach.

CM Hefley asked how USAFA has measured culture change to move from discouragement of the reporting of sexual assaults, to encouragement. Gen Halter responded by noting that both the AF and the DoD have taken on the issue of sexual assault, and as of 14 Jun 05, had established new policy that was in many ways modeled after USAFA's response to the issue. Gen Weida added that the USAFA has measured the rate of reporting when a sexual assault does occur, and at USAFA it is twice the national average.

Dr. Schwab noted that USAFA is "way, way ahead" of public and private universities across America, and that the institutionalization of these innovations are crucial to long-term success.

Mr. Dominguez requested the board review USAFA's facility modernization plan for their 60-year-old facility at the next BoV.

Brig Gen Born was offered an opportunity to speak, and mentioned measuring learning outcomes and relating that to airman development in the classroom; the Center for Space and Defense Studies; the complete turnover of 20 senior faculty members in

the last 30 months that is at once positive and a leadership challenge; and the DoD's recent emphasis on language goals versus USAFA's focus on multiculturalism.

Mrs. Kudla commended USAFA for its approach in all that she had heard, commenting that she wished these things had been in place 20 years ago. She personally took up the challenge of engaging the graduate community on these issues, and looks forward to partnering with Mr. Shaw and the Association of Graduates to enable that engagement.

Congresswoman Granger indicated that the success of USAFA in dealing with these issues needs to be offered to other colleges, universities, and academies, as the lessons learned are "very, very valuable."

Gov Gilmore ended this part of the session, noting he is proud of the work that's being done, the successes that are being achieved, and that the issues are being confronted in a direct way.

#### **NEW BUSINESS**

Religious Respect: General Brady informed the board that religious respect interim *guidelines*, not a regulation or instruction, were developed and published in August. He emphasized their importance and how they are principles that are used to establish training for every phase of the Air Force continuum as people progress through life in the Air Force and different training venues. An Integrated Process Team was brought together in September, to discuss what the learning outcomes would be. He mentioned that the MAJCOM commanders were formally tasked to provide feedback concerning what their commands are experiencing with the application of the guidelines. There has also been an ongoing discussion with Congress and particularly with members who have expressed concern or shown leadership and interest in the issue. He also revealed that there had been communication with civilian, religious, veterans, and legal groups, and that the Air Force was sending out teams to gauge the reaction of the "rank and file."

Congressman Hefley wanted to be on record regarding the interim guidelines stating:

"...we don't want to do anything that keeps someone from living their faith, nor do we want to do anything that keeps someone from expressing that faith. It's just how and when they express it, I think, that we need to deal with...in reading the guidelines my initial response is that they are too long, they are too complex, and they lend themselves to misinterpretation down the line when you and I are gone from working with this scene...they have a tendency, these kind of things, to morph into something very different than what you and I intend them to be."

Senator Allard offered that a personal disclaimer of sorts when discussing religion might be helpful, and though that military necessity ought to be better defined.

General Brady expressed his immense appreciation for the Air Force and the Academy for the openness that the leadership has ensured concerning religious respect. He notified the board that he would brief the religious respect issue to the Secretary, CSAF, and the assembled four-star commanders to inform them of what information has been gathered. In turn, November and December will be utilized to discuss any adjustments regarding the guidelines.



Secretary Geren noted that these are interim guidelines, and that if the members of the Board engage Americans throughout the country, the Air Force is open to those valuable insights.

Governor Gilmore stated when the issue was raised with the Board, it has been consistent with its desire to not overreact and drive religion out of the life of the cadets and out of the Academy. The board temporized any sense of overreaction, and to make sure that there is the right striking of the balance, the same way that the clauses in the Constitution do.

Senator Allard commended the Academy's openness, believing it's served the Academy well and that it has helped the Academy, the Board, and the Air Force move forward.

Strategic Communications: General Fred Roggero, Director, Public Affairs, presented the board with an overview of the HAF's Strategic Communications Plan that is being developed dealing with USAFA. The plan is based on three critical messages that "need to get out." The first message is, the Air Force Academy builds character and develops character. The cadets and the Air Force live by the same core values and the Air Force Academy is a premier institution that develops leaders not just for the Air Force, but also for the nation in its entirety. The second message is the Academy provides a healthy, safe, and professional learning environment for the cadets. When there is any deviation from this effective learning environment, the Academy is swift to take action. The third message is the Academy is an environment that is constantly improving.

Mr. Dominguez stated that if any board member has an opportunity to meet with the public or the media, the Designated Federal Officer, Mr. Bob Goodwin, could supply remarks, point papers, or other materials.

Association of Graduates (AOG) update: Mr. Shaw reiterated a concept that General Halter presented earlier in the meeting, affirming the necessity of the Academy establishing a closer relationship with the Air Force. He discussed how the AOG has made and continues to make attempts to reengage graduates. One strategy the AOG is attempting to employ is to create a more interactive website. He also explained the "ZoomiEnews," which is an electronic bi-weekly newsletter that is sent to all of the AOG members. This newsletter enables the graduate community to stay updated on current issues and activities at the Academy. In addition, several radio commercials have been created and are aired on Falcons Sports Network. The commercials portray the current news of the Academy and accomplishments of the cadets and graduates. Mr. Shaw revealed that the AOG is attempting to produce a feature-length movie, which should be completed next year. The Air Force Audit Agency reviewed the AOG's books, and believes they are capable of running the comprehensive campaign, with a goal over 100 million dollars.

Mr. Shaw informed the board that 50 graduates passed away this year, and three of those deaths were combat fatalities from Iraq.

Schedule of Future Meetings: The next BoV meeting will be 16 February 2006 in Washington D.C.

**SUMMARY OF MOTIONS**

- The motion was made, seconded and passed unanimously to accept the minutes of the 16 July 2005 USAFA BoV meeting as presented.

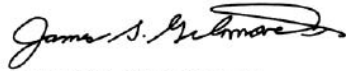
**SUMMARY OF FOLLOW-ON ACTIONS**

- Update on strategic plan and methods of implementation.
- Update on development of space study textbook.
- Information on AFA facilities modernization project.



PAUL A. PRICE, Lt Col, USAF  
Executive Secretary

**APPROVED:**



JAMES S. GILMORE III  
Chairman  
Former Governor of Virginia

## APPENDIX 2: Minutes of the Quarterly Meeting of the USAFA BoV, 16 February 2006

### OPENING COMMENTS

The meeting was convened at 0900 hrs, 16 February 2006. Attendees were welcomed and the Chairman, Governor Gilmore, acknowledged the excellent relationship the board has with the Superintendent, and that it was expected to continue under Lieutenant General John Regni's leadership.

Governor Gilmore announced that his term as chairman ended in January '06, and that he was holding the seat until the President announced his replacement on the board. He anticipated that the board would vote for a new chairman at the next meeting. Governor Gilmore detailed the change in the board from an honorific position to one of action. He reminded the board members that the

"Academy was and is a public policy matter. This is not just simply an Academy...a college. This is a public policy matter of bequeathing of our best young people in America into the most advanced military force in the world to be in a position to provide future leadership. We [the BoV] are the stewards of that...We ought to be very inquisitive about what's going on at the Academy because that is in fact, our duty, our obligation."

He recalled the tumultuous time of the sexual assault allegations at USAFA that resulted in scrutiny of the role of the BoV and their oversight of USAFA. That scrutiny encouraged the board to adjust from an honorary board where attendance was poor, to an active, well-attended board, one that reported to the President and the Congress in order to examine and oversee USAFA. He also outlined USAFA's identification of and response to the issue of religious respect, and commended USAFA for striking the right balance between expression and establishment.

Governor Gilmore appreciated that the President had appointed him to the board, and that he had the opportunity to serve.

Senator Allard introduced a letter written by Cadet Fourth Class Tomczak, and held it as an example of the kind of cadet and future officer that will come out of the Academy.

Congressman Hefley, a long-time member of the BoV, commended Governor Gilmore for his role as a leader during difficult times, and credited him with the success the Academy and the Board has seen in changing culture in the last two years.

Dr. Aviles indicated he looked forward to working with the new members of the BoV, and reminded them that the board has a "very, very important job to do to make sure that our youngsters who go to the Academy become the...Airmen that we want for this nation to have...it's up to us to make sure that they do that."

Dr. Sega addressed the board by reminding them of how the new Secretary, Honorable Michael Wynne, was sworn in on the staff tower at USAFA during noon meal, and that the Secretary's brother was a '63 grad who died in an F-4 in Vietnam and was buried at the Air Force Academy cemetery. He conveyed the message that USAFA was "bright on the radar screen" of the Secretary. Dr. Sega linked the research and scholastic work done at USAFA to the needs of the Air Force, commenting that \$20M in leading-edge research occurs at USAFA. He ended with a final thanks to the board for their support of the finest military and Air Force "on the planet."

General Corley addressed the board with a note from General Moseley, thanking Governor Gilmore for his leadership, for informing the debate, and for the board's willingness to help the Air Force and the Academy change in such a positive way. He also stated that the board could not have a finer superintendent join the leadership of the BoV than John Regni.



Governor Gilmore asked Lt Gen Regni to introduce his staff, and then Sen Johnson, Mr. HT Johnson, and Mr. Charles Garcia were sworn in as members of the BoV by Dr. Sega. The Governor briefly reviewed specific issues on the agenda and announced that there would be two opportunities for public comment during the meeting, one before lunch, and one before the closed session.

### **OLD BUSINESS**

Minutes of the 6 October 05 Meeting. It was moved, seconded, and agreed to unanimously to adopt the minutes of the 6 October 05 meeting. Governor Gilmore indicated the minutes would remain open for three more days in case there were additional changes to be made, then closed.

### **SUPERINTENDENT'S TIME – USAFA UPDATE**

Lieutenant General John Regni presented the USAFA update to the BoV. He thanked the board for its work, praised its growth as a body that provides keen insight and the proper level of oversight and direction, and pledged to continue the spirit of openness that has characterized the Board-USAFA relationship.

His briefing centered on findings and recommendations from the exhaustive, comprehensive review he conducted at USAFA over his first 90 days on the job. He keyed on the tangible progress and improvement in all facets of USAFA that allowed him to look at the entire USAFA mission, and not focus on one or two public policy issues. He mentioned that USAFA is approaching the 38,000 graduate mark, 919 cadets graduated as second lieutenants in 2005, and that USAFA grads make up nearly 22% of the officer force. Through time, grads rise to 50% of the senior leadership positions, driving home the need to produce officers for the Air Force who are armed and equipped with skills the Air Force needs to become senior leadership of the Air Force 30 years down the road.

Lt Gen Regni reminded the board of some facts and numbers that frame the responsibility of USAFA on many fronts: over \$3.5 billion worth of infrastructure, appropriated funds of about \$325 million, about 3,200 men and women who are permanently assigned, 270 of those are PhDs spread across faculty departments, a robust line operation that has at least 50 aircraft, and 4,300 congressionally sponsored and nominated sons and daughters from across America. Lt Gen Regni thanked Maj Gen Halter as the right vice superintendent, which allowed the Superintendent to take the time to dig in to this objective assessment, then look for areas to refine and improve the Air Force Academy, continuing all the good initiatives and policy changes that have occurred over the last few years and then see where improvements can be made. He has taken his recommendations to SecAF/CSAF, and is awaiting a decision on whether his direction is approved, with to goal of putting changes in place prior to the arrival of the class of 2010 in June '06 so that class has stability over their four-year tour, and they will have a consistent understanding of expectations, training programs, and quality of life.

He has reviewed the vision & mission statement, understanding that character development is at the heart of both:

VISION: USAFA...the Air Force's premier institution for developing leaders of character

MISSION: To educate, train, and inspire men and women to become officers of character, motivated to lead the United States Air Force in service to our nation.

Lt Gen Regni added that there are three things an incoming cadet should know: 1) We are at war and graduates will see combat in some role; 2) The Air Force is not just in air and space, but cyberspace, too and the Academy will have to train its graduates to operate in that



spectrum; 3) officers must be equipped to meet the challenges of the post-cold war world, and USAFA will need to deliver the proper competencies to the Air Force.

Lt Gen Regni believes that USAFA has improved, great things are happening, the cadets are impressive, and the good news needs to be heard. He then touched on culture, climate, and sexual assault. He deferred the majority of the statistical discussion to Dr. Lancaster later in the agenda, but pointed out that USAFA is on the right track, in that cadets were nearly three times more confident that they could come forward to report an assault if one occurred. The number and severity of assaults that were reported has fallen, with the ultimate goal of zero. He also addressed the underlying factors that contribute to sexual assault, such as substance abuse, underage drinking, and lack of respect for others, stating that is why the developmental training program brings in nationally renowned speakers, not just on sexual assault, but also on substance abuse, character development, leadership diversity, and gender relations. He pledged not to take his eyes off this issue.

Lt Gen Regni also addressed religious respect, reminding the audience that:

“...it was General Rosa and the Academy leadership, not the media or the grads or outside academic experts, who discovered these issues through...in-house surveys, through focus groups, and follow-up research and interaction with the cadets and the staff. And it was the Academy that set out smartly to investigate potential areas of problems and develop the education and training programs to deal with them.”

He showed the master calendar of USAFA events, which reflect significant holidays, holy days and Sabbaths of the major faith groups represented in the cadet population and permanent body population, which allows planners and schedulers to accommodate the religious needs of the cadets for such things as academic classes, military exercises and training events as well as the food in Mitchell Hall. He highlighted the bimonthly religious notices to airmen advising the leadership and the cadets and staff about upcoming major religious events and special days, and noted that the cadets formed a cadet interfaith council that meets twice a month to discuss religious respect and religious accommodation issues, identify potential problems and conflicts, and advise leadership on their perspective. Lt Gen Regni noted that phase two of Respecting the Spiritual Values of All People (RSVP) entered phase 2 in January '06, providing the cadets a better understanding of world religions. RSVP Phase 3, dealing as future commanders with religious issues as peers, supervisors, and subordinates, is scheduled for '07.

The issue of better controlling cadet time, especially marching, military time, and academic call to quarters, was also a topic for discussion. Linking 27 outcomes of the Officer Development System (ODS) to how cadet time is spent, he outlined improvements. Taps will be enforced, breakfast formation will be mandatory, and cadets will start their days better rested and better fortified. Thirty minutes of cadet squadron commander time will be added before lunch to accomplish military duties. Academic call to quarters will be more strictly enforced, avoiding accomplishing military duties during that time. A hard look at the academic schedule is also underway, in an effort to find more time in the schedule, and accomplish classes more efficiently. Other cadet oriented program news includes: Cadets will march more, and USAFA is looking at ways to reopen to the public in concert with post-9/11 antiterrorism measures. Recognition will return for the class of 2009, span two days, and culminate in a formal prop and wing ceremony. Unit physical training, like in the operational Air Force, is also being scheduled. Along with that, graduation order of merit will have an athletic piece added. GPA from PE courses will be pulled from the academic side, and will include the cadet physical fitness test and the graduation fitness test. Lt Gen Regni also extended an invitation to the BoV to take the cadet PFT at the next BoV meeting. With regard to discipline, balance is required between cadet discipline regarding training infractions and Air Force discipline regarding UCMJ infractions or crimes. The plan is to bring back Forms 10, merits/demerits, and restriction, but not tours. In regard to cadet privileges, Lt Gen

Regni plans to reintroduce individual excellence in addition to team and squadron excellence, with additional privileges for individual Dean's, Commandant's, Athletic Director's, and Superintendent's list achievements. During Basic Cadet Training, plans are on the board for a soaring orientation and a road trip to the Cheyenne Mountain Operations Center to provide an operational view of the Air Force for the newest cadets. Lt Gen Regni is also interested in converting 20 civilian positions to 20 rated positions in order to provide mentorship to the 520 cadets/year who go on to pilot training.

A review of admissions prompted a move to fold in foreign language and physical fitness tests as part of the whole composite score. Recruiting a diverse force is a key a military imperative as the Air Force should look like the population it serves. Lt Gen Regni linked this to the senior leadership in 30 years, where the demographics of the US will be radically different. Lt Gen Regni appreciated the tremendous support from the Congress on individual nominations for class of '09. He mentioned fifteen Congressmen did not nominate anyone to USAFA and about half of those are in high-concentration Hispanic and African American areas of the country. The continuing challenge is to find candidates that are qualified for entry. The Secretariat is helping USAFA admissions personnel by heading a diversity integrated product team to improve diversity admissions. Lt Gen Regni also plans to make use of new graduates awaiting training as mentors at the Prep school. He also has suggested the Falcon Foundation revisit their selection standards, and steer some of their monies towards USAFA's diversity plan to better prepare selected candidates for entry into the Air Force Academy.

The Honor Code separates USAFA from any public university. Honor is a foundational element of character development. Surveys of graduating high school seniors, the pool from which USAFA selects, shows 80 percent of those admitted that they cheated in high school, 39 percent said they are willing to lie to get ahead to get a better job, and 38 percent admitted that they stole something while they were a senior in high school. New cadets come from that culture, and need educational pieces in place to transition to the culture of honor which makes those behaviors unacceptable. Lt Gen Regni's plan is to dig very deeply into the honor system over the next year.

Lt Gen Regni addressed funding of USAFA, and indicated a team was coming to re-baseline expenditures, so that future cuts in support of the Air Force's mission during lean budget years could be made smartly. Forty-five percent of USAFA budgets are in direct critical mission areas, directly affecting the cadet training, meaning across the board cuts can't be made the same way in the USAFA budget. To augment appropriated funds, USAFA also has several budget areas where they rely upon donated monies from the Association of Graduates or monies (for character textbooks) that are not appropriated by the Congress, but are derived from the athletic association through ticket sales, etc.

Related to this discussion, Lt Gen Regni recently realigned \$150,000 internally from the Air Force Academy budget to fund language/culture immersion with Russia and the Middle East. Support for that endeavor is crucial as the Air Force and Department of Defense has added emphasis on culture and language abilities. One initiative is a request from the United Arab Emirates Air Force Academy to establish a foreign exchange program. Additionally, more technical majors will be expected to take language, and USAFA is looking as schedule efficiencies to improve language proficiency.

Facility-wise, USAFA was built nearly all at once, 50 years ago. Building service lives of 40-50 years have expired, and require extensive investment to maintain or renovate. Instead of having one or two buildings that are facing some infrastructure challenges, virtually all of large facilities were built at the same time and have aged at the same rate. Design teams may not have factored in the realities of living at 7,258 feet, temperature ranges from 105 degrees to minus 20 degrees, steady 40 knot winds, and monthly 70 to 80 knot gusts, with aluminum and glass and temperature and expansion that creates maintenance challenges. USAFA is working a 10-12 year maintenance plan and a longer-term recapitalization plan, and the BoV will see that when approved.

Lt Gen Regni is reviewing traditions that have eroded to institutionalize those that are important to history and heritage of USAFA. Similarly, there is a new effort at USAFA to work a monthly video teleconference during the school year from the war zone, to have lieutenants and captains who are executing the war day in and day out, three to five years removed from when they were cadets, explain what they are doing to support the war on terrorism. Linked to this, Lt Gen Regni noted that Air Force Basic Training at Lackland AFB has increased in length to teach more warrior skills required by the Global War on Terrorism. Similar additions will be made to the fourth class training regime to make sure that over the first 15 months of a cadet's career, cadets will get those same skills.

USAFA produces the equivalent of 10 air shows a year between football games, parent's weekend, CORONA, and graduation, so Lt Gen Regni is looking as ways to help the air base wing with manpower model to account for that workload above and beyond other air bases.

In his final statement before questions he indicated he wanted to "keep [his] foot on the accelerator of the changes made by Gen Rosa and his team, but also implement...many facets of this comprehensive review" to make sure that all elements of the academy compliment each other, with the ultimate goal of graduating men and women of character.

HT Johnson (USAFA '59) stated that CSAF made it clear that USAFA is the Air Force' Academy. Lt Gen Regni affirmed that Gen Mosely is engaged with USAFA.

Sen Johnson asked if USAFA works with other Academies to address common issues. Lt Gen Regni affirmed the excellent dialogue, formal and informal, between the Superintendents. Sen Johnson asked why USAFA was the national target regarding sexual assault and religion if it is a concern at every college. Lt Gen Regni felt that while USAFA was first to address the issue, they did a lot of hard work on it that can be emulated by many other institutions. Gov Gilmore agreed that USAFA's hard work had put them a year and a half and more ahead of the other academies. Lt Gen Regni followed up by telling the BoV that the cadets are over-surveyed, and he wants to reduce the number of surveys they take to predictable schedule so that there can be some statistical confidence in the results.

Dr. Aviles asked about the Academy library and its 50% funding. Lt Gen Rosa responded that it'll be part of the Air Staff budget baseline scrub, that the Friends of the Library via the AOG is helping out, and that often cadets are getting their information via the wireless campus network rather than going to the library.

Senator Allard commented on the haphazard approach previously used with regard to surveys of the cadet wing. He felt that a one-survey-per-year goal was good, as long as the survey was well-supervised, scientific, and anonymous. He suggested that the good data from such a survey would serve the superintendent and the Board of Visitors well, enable them to fulfill their functions, and help avert such lack of information that had previously fomented USAFA's difficulties. He was also curious to know the cadets' response to the push to be more regimented. Lt Gen Regni responded that the cadets are involved and excited about the new direction. He takes that from multiple meetings with distinct cadet groups, and even parent groups.

Mr. Garcia discussed his background as the Wing Honor Chairman when he was a cadet, reflected on a discussion with the class of '06's honor reps in February 2006, and asked about the Honor Code and the legalistic system that cadets no longer run. Lt Gen Regni agreed that it is now an honor system, a system cadets expend energy to learn how to manipulate, rather than focus on the simple Honor Code and to live honorably. USAFA will conduct an in-depth review of the system, including a study of the current cadet and high school culture, discussions with West Point regarding their system, and talks with the Virginia Military Institute regarding their system. The goal is to deliberately review the code, which he called the core of why USAFA exists, and the system to "smartly navigate through where it becomes less legalistic."

Mr. Garcia also addressed minority recruitment. He understood that significant legal barriers exist to getting the right folks into USAFA, and suggested a briefing on those barriers to the BoV might be useful. He recommended that USAFA look at laws passed to help the intelligence



services directly assess the right people for the right jobs to fight the war on terror, present the results to the BoV and see if similar language would enable USAFA to recruit a more diverse population. Lt Gen Regni's response centered on the limited number of qualified minority applicants, and the fierce competition for those applicants. Mrs. Kudla's comment acknowledged that USAFA's handling of challenging issues tends to end up in the press negatively, and she hoped that addressing the challenge of minority recruiting wouldn't find a similar audience, in that diversity recruiting is an Air Force and a military issue.

Religious Respect: Lieutenant General Brady, Deputy Chief of Staff, Manpower & Personnel, provided an update regarding the release of the Air Force's guidelines concerning religious respect. He reminded the board that, once again, the Academy and the Air Force were the leading edge on this issue, USAFA identified it themselves in the fall of '04, Lt Gen Brady led a team at Acting SecAF's request to review the USAFA response in May '05. The team completed their look, recognized that field commanders needed better guidance regarding the issue, and interim guidelines were released in August of '05. The feedback period lasted from August '05 until January '06, and the guidelines were tweaked as a result of the feedback.

Lt Gen Brady spent a few minutes discussing the feedback, from the public, Congress, 450 Airmen at eight bases, junior and senior commanders in the field, etc. Some commanders felt they could further restrict their folks based on the guidelines, and this is one instance where that isn't true. The Air Force discovered that some of the guidelines created misunderstanding rather than alleviate it. Discussion centered on peer-to-peer discussions and the role of the chaplaincy. To that end, Secretary Wynne wanted a one-pager be released to the Air Force first because it was on the scope of Airmen, second to clarify the language and mitigate the unintended messages of the first go 'round, and finally to make good on of the Air Force's promise to make adjustments based on feedback.

The Air Force is now continuing to consider comments, and rolling the guidelines into education and training venues. Feedback on the latest version has folks at both end of the spectrum with some concerns, suggesting that the truth is in the middle, and the guidelines probably struck the right balance between establishment and expression.

Governor Gilmore clarified that Rabbi Resnicoff was involved in this discussion, which Lt Gen Brady affirmed.

Senator Johnson asked about the fundamental change in the nature of the chaplaincy to one of an evangelical nature. Lt Gen Brady told him that that perception is inaccurate, on balance, there are less evangelical chaplains than before. Senator Johnson affirmed that there does need to be a diverse representation of the chaplain population at the Academy, to which Lt Gen Brady agreed.

Mr. Dorman recalled that the piece about imminent combat printed in the Rocky Mountain News was a good caveat for commanders, and Lt Gen Brady assured him that commanders have that latitude.

Senator Allard commented this took into account the balancing act of the Constitution, and the guidelines strike a similar balance.

HT Johnson asked how the DoD and other services were taking this on. Lt Gen Brady responded that the other services had different traditions, but that if they were to write a one-pager, it would probably look similar. He didn't believe the other services were going to publish guidance, however.

Congressman Hefley asked Lt Gen Brady for a gut check on how the commanders in the field would implement this. Lt Gen Brady's sense was, this wasn't much of an issue. With confidence in the commanders the Air Force fields, the Air Force culture encourages all Airmen to speak their mind on any given subject, and if a commander strays too far from this guidance, one way or the other, it'll become known to the appropriate levels of leadership.

Mrs. Kudla asked whether the new guidelines would push USAFA in another direction, and Lt Gen Brady said "no." She then asked if the Air Force training would take its cue from USAFA's RSVP experience. Lt Gen Brady indicated "yes."

Governor Gilmore highlighted the Board's responsibility to safeguard the faith, or decision not to choose a faith, in the cadet wing, and commended Lt Gen Brady's efforts on this topic.

Association of Graduates (AOG) update: Mr. Jim Shaw, President of the Association of Graduates thanked the Air Force Academy leadership for going across the country communicating the positive progress of the Academy and bringing the hope and confidence in the Academy back to its graduates. He highlighted that ESPN ran a USAFA-produced, award winning video that conveyed the Academy message, "It's only the beginning, it's not just a college, and it's commitment to the Air Force." He stated Academy graduates continue to be involved with the Academy and have helped raise \$26 million towards the \$100 million goal for the Academy comprehensive campaign. Out of this is a \$4.5 million memorial pavilion in the cemetery, which will improve how the dead are honored, that will be unveiled in May 07. He highlighted to the board some of the concerns of Academy graduates revolve around "Force Shaping" of graduates and new accessions, but Lt Gen Brady and the Air Force are taking the right steps. On the other end of the spectrum, he stated almost 17,000 retired graduates are concerned with the rising costs of TriCare.

## **NEW BUSINESS**

Open Floor: Governor Gilmore opened the floor to the public for 3-minute statement periods. During this time, Dr. Bash (USAFA '79, medically retired as a 2LT) asked to address the board. He stated he perceived a problem with recruitment and the admissions process for children of deceased and disabled veterans (CODDVs), that the 65 slots allocated for that category weren't being well-used, and he was concerned that cadets didn't have access to legal advice. He also felt that since USAFA wasn't forthcoming with data about his son's rejected application, that there might be deeper problems (privacy act concerns notwithstanding). Finally, he thought a thorough after-admissions look at the process might be helpful. Lt Gen Regni responded by discussing the law, reminding Dr. Bash that his son needed to get in competitively, and stating that he wasn't competitive. He told Dr. Bash that no other cadet entered USAFA who was equal or below his son's qualifications. He agreed to look in to access to legal advice, but assured him that two defense counsels have offices in the cadet area, and the entire law department of the faculty was also available. Finally, Lt Gen Regni detailed the after action review the admissions department does prior to the admission of the next cadet class.

2005 Service Academies Sexual Assault Survey: Dr. Anita Lancaster, Defense Manpower Data Center (DMDC), debriefed the results of the congressionally-mandated 2005 Service Academy Sexual Assault Survey. Administered in April 2005, it was similar to the DoD Inspector General survey due to the short period of spin-up given DMDC. Some changes were implemented including adjusting from a prevalence rate to an annual incidence rate, added items about training, and measured in terms of rates and percentages rather than raw numbers. This voluntary survey was paper and pencil because cadets mistrusted the anonymity of computers. Return rates were lower for USAFA than other academies, probably because of over-surveying.

Dr. Lancaster, who has been doing these surveys for 11 years, indicated many like to compartmentalize the various pieces of the sexual harassment continuum, but stated it is key to understanding the larger issue to gather data along the entire continuum, from sexually suggestive comments to assault.

Dr. Lancaster's conclusion regarding USAFA is that Air Force cadets are being better trained, their perception of the situation indicates it is improving, and that undesired behaviors are on the decrease.

Governor Gilmore asked if Dr. Lancaster could tell if the improvement resulted from the Agenda for Change, or some other factor, and Dr. Lancaster responded that she could not. There were two themes cadets hit on, one that there were too many surveys, and two, that there was too much training on the topic. They were also very unhappy about the open door policy regarding members of the opposite sex being in the room.

Mrs. Kudla asked about some of the inappropriate comment behaviors. After a discussion, it seemed that male-on-male, female-on-female, and opposite sex comments that were crude, rude, and offensive, were prevalent. It pointed back to the atmosphere of respect that Lt Gen Regni discussed as a root cause.

Mr. Doman observed that, overall, the Academies were very similar, and asked why. Dr. Lancaster and others suggested the populations were similar, recruiting techniques were the same, and that all the services have had "their" scandals regarding sexual harassment, and therefore, all the services had invested time and money in the last decade to change the culture and address inappropriate behaviors.

Mrs. Kudla's last question touched on training for this issue, and asked if there is specific training that prepares cadets to address this as commanders. Lt Gen Regni answered in the affirmative, that elements of this understanding were woven into the curriculum across the mission areas especially to equip future leaders to ascertain that these issues exist, and how to address them.

Commandant's Time: Brigadier General Desjardins, Commandant of Cadets at the Air Force Academy said as Wing Commander at Charleston AFB, "I supported the Global War on Terrorism and it continued to show me that officers of character are the kind of future leaders we need and this is what we are producing at the Air Force Academy." She assessed such training events as the Commandant's Challenge, which is an exercise similar to an expeditionary wing operational readiness inspection. Cadets take great pride in doing well in such events as the Commandant's Challenge. Participation is encouraged across all four classes because the events exercised are Air Force skills from the Airman's Manual; combat arms, combat rescue, small arms fire and a chemical air drill. Personal appearance inspections and in-ranks inspections wrap up the event and this year the top squadron earned F-16 orientation rides and a visit to the Special Operations Wing at Kirtland.

In the Officer Development System (ODS) each of the four classes has its roles to master and internalize and cadets seem to understand they need to hold one another accountable. Mrs. Kudla said, based on her own personal experience, she thought the four class training program was a positive change but it seemed to weaken cadet training and disciplinary programs because these programs were taken out of the cadet's hands, thereby producing a laissez faire kind of attitude. She said she looks forward to the balance that will be struck between the new system and the old of using demerits for breaches of cadet training and areas of discipline, which actively involves cadet enforcement of discipline.

BG Desjardins continues to ensure training is relevant to the expeditionary Air Force, and teaches those skills to build combat-ready leaders. Another training event, Pinnacle, takes place in the Spring and operationally compares to the Unit Compliance Inspection in the operational Air Force.

Driving these programs are our high quality AOCs and AMTs who are doing an awesome job leading and mentoring the cadets through these events and are using the leadership skills they hone here, in the great jobs they get in the Air Force.

In the area of climate and sexual assault prevention, Col Deb Gray is the Academy response team coordinator and responds to every call on the installation, not only cadets. The

Academy response team responded to 19 calls, 3 of which involved cadets. The approach to sexual assault issue is similar to the approach to safety – it's never over.

With problems such as these we must emphasize building officers of character. To place more emphasis on character throughout all mission elements, the Center for Character Development will be aligned directly under the Superintendent as part of strategy and policy. To foster this climate of respect and character across the pillars, 30 to 40 speakers from around the country will speak at USAFA's national character and leadership symposium in late February 2006.

Schedule of Future Meetings: The next BoV meeting will be 28-29 April at USAFA in Colorado Springs, Colorado.

#### **SUMMARY OF MOTIONS**

- The motion was made, seconded and passed unanimously to accept the minutes of the 6 October 2005 USAFA BoV meeting as presented.

#### **SUMMARY OF FOLLOW-ON ACTIONS**

- Update on admissions strategic plan and diversity IPT
- Update on facilities modernization plan, replacement and extension
- Tour the Center for Character Development at the next BoV



PAUL A. PRICE, Colonel, USAF  
Executive Secretary

**APPROVED:**



Dr Dionel Aviles  
Chairman  
USAFA Board of Visitors

