
Report to the Chief of Staff, United States Air Force

By the

AIR FORCE ACADEMY

HONOR CLIMATE ASSESSMENT TASK FORCE

On the Honor Code and System

August 2001
Washington, DC



U.S. AIR FORCE

MEMORANDUM FOR THE CHIEF OF STAFF

SUBJECT: Air Force Academy Honor Climate Assessment Task Force Review of the Honor Code and System

The Air Force Academy Task Force has completed its climate assessment of the U.S. Air Force Academy Honor Code, the Honor System, and the conditions surrounding the Honor System at the Academy. The attached report contains our findings, conclusions, and recommendations for your consideration.

Through the extensive use of interviews and surveys, the Task Force found, in principle, broad support for the Honor Code among cadets, faculty, and staff at the Air Force Academy. In general, cadets at the Air Force Academy are a remarkable group of young people who are proud to be members of an organization that sets high standards of personal and professional conduct. We have no doubt that they will serve with honor and distinction as officers in the U.S. Air Force.

At the same time, based on evidence developed during our assessment, the Task Force has identified two overarching findings as persuasive and convincing. First, while the lecture format of honor instruction at the Air Force Academy adequately covers the rudimentary aspects of the Honor Code and Honor System, it fails to intellectually engage cadets in grasping the centrality and criticality of honor in discharging—or failing to discharge—the daunting responsibilities and authorities attendant to a commission in the United States Armed Forces. It is not enough, not nearly enough, to lecture only on the principle and virtue of honor to young adults; this vital building block of character must be understood and internalized as central to the credibility and effectiveness of the profession of arms.

A starting point for remedying this core deficiency is to teach honor at the Air Force Academy by case method. This teaching technique requires involvement on the part of all participants in the learning process and links theory with reality, expectation to experience, and moral choice to ethical consequence. Cadets, as future officers, must realize that lack of honor—or tolerating breaches of honor by others—leads to grave consequences for the individual, the unit, and the nation as a whole.

This initiative is but a waypoint on the long journey to return honor to the core of the cadet experience. While many would argue that it is there now, the Task Force would differ. Such practices as rendering of the “all right” report, attendance reporting (including as a section marcher), graded homework, major tests taken at different times, and so on all have a useful character-building role. Many of these practices have disappeared, some because of past scandals, others due to arguments that temptation must be curbed. These are false remedies. It is through confrontation of difficult choices—which could be phased in over time at the Academy—that one nurtures integrity and character and builds trust. At present, however, we are not there. In this respect, the honor environment and culture must be under constant scrutiny and frequent review by Academy leadership in its discharge of USAFA’s character-building mission.

Our second major finding, related to the first, is the regrettable realization that confidence in the Honor Code and Honor System at the Air Force Academy has declined. By failing to adequately understand the broader ramifications caused by honor violations and their degrading impact on integrity and professionalism, cadets have become very tolerant of honor violations by fellow cadets. We believe we have detected an “informal” cadet honor code at the Academy, whereby cadets appear to tolerate some violators, numbers and degree not determinable. At least in part, this behavior is derived from cadet questioning of the hard linkage between an honor violation and the presumptive sanction of dismissal. This cadet perspective effectively supplants the character-building intent of the formal Honor Code.

Our research also indicates that some of the members of the faculty and staff remain frustrated by the Honor System’s byzantine processes and the consequent strain placed on the Honor System’s ability to dispassionately prosecute alleged violations of the Honor Code in a timely fashion. The Task Force believes this is due to the overall growth of honor case process at the Academy, a phenomenon that has resulted in an Honor System that is overly bureaucratic, characterized by lengthy case administration and resolution, and a process that is no longer “owned” by the members of the Cadet Wing.

With these two overarching findings in mind, the Task Force recommends a series of measures aimed at strengthening the culture of honor at the U.S. Air Force Academy that should result in:

- Greater confidence in the Honor Code and Honor System
- Increased cadet ownership of the Honor System
- An enriched culture of honor and commitment across the cadet experience to enhance the development of honorable officers of character at the Air Force Academy.

The report’s recommendations should be viewed in a broad and comprehensive fashion. Their implementation as a coherent set, centered on intensified and enriched character development efforts at the Air Force Academy, will more clearly focus the Academy’s attention on its primary role of developing officers of character for service in the United States Air Force. In addition, implementing these recommendations should reduce and eventually eliminate the cynicism currently evident between the Cadet Wing and the faculty and staff. By strengthening confidence in the Honor Code and Honor System, emphasizing the centrality of honor and integrity as a professional virtue, reinvigorating the cadet sense of ownership of the Honor System, and strengthening the surrounding culture of honor at the Academy, the Academy cadet-officer relationship should be transformed from one of mutual suspicion to one of mutual respect.

If no other recommendation were to be implemented, the Task Force wishes to highlight the teaching of honor by case method as its chief recommendation. This recommendation forms the basis for ensuring greater cadet internalization of the Honor Code, which should provide both cadets and officers with the means to embrace a common perspective: Air Force cadets and officers—both present and future—are fellow members of the profession of arms, a profession that is characterized and sustained by lasting bonds of honor, integrity, loyalty, and trust.

Finally, this report is long and daunting. Nevertheless, I seek your indulgence in reading the Executive Summary portion. The Executive Summary contains a comprehensive overview of the main findings and conclusions of the Task Force, as well as what the Task Force believes are the necessary remedies to improve the internalization of honor and the Honor Code and to

strengthen the character development effort at the Academy. Internalization of honor, stimulated through cadet, faculty, and staff understanding of the core purpose and need for the Honor Code, is a matter of central importance to our profession of arms. This report is submitted in pursuit of that end.

The Task Force would like to acknowledge that we received the complete cooperation of the cadets, faculty, and staff at the Air Force Academy.

Sincerely,

A handwritten signature in black ink, appearing to read "Carns", with a long horizontal stroke extending to the right.

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U.S. AIR FORCE

Table of Contents

<i>Executive Summary</i>	ES-1
Overview.....	ES-2
Climate Assessment Area One: Confidence in the Honor Code/ Honor System	ES-3
Conclusions	ES-6
Recommendations	ES-6
Climate Assessment Area Two: Cadet Ownership of the Honor System.....	ES-11
Conclusions	ES-11
Recommendations	ES-12
Climate Assessment Area Three: The Culture of Honor at the Academy	ES-16
Conclusions	ES-17
Recommendations	ES-18
Conclusion	ES-25
 <i>Chapter I</i>	
Introduction	I-1
Purpose of This Study	I-1
Report Structure	I-2
 <i>Chapter II</i>	
Study Approach.....	II-1
Initial Academy Task Force Meeting	II-2
Interview Process at the Air Force Academy	II-3
Second Task Force Meeting	II-4
Third and Fourth Task Force Meetings	II-4
Senior Review Panel	II-4
Independent General Officer Consultation.....	II-5
Findings and Recommendations	II-5
 <i>Chapter III</i>	
Climate Assessment Area One: Cadet Confidence in the Honor Code and Honor System	III-1
Overview of the Academy Task Force Approach	III-1
Overview of Cadet and Faculty/Staff Views on the Honor Code and System	III-1
Findings.....	III-10
Conclusions	III-24
Recommendations	III-25
 <i>Chapter IV</i>	
Climate Assessment Area Two: Cadet Ownership of the Honor System.....	IV-1
Overview of the Academy Task Force Approach	IV-1
Overview of Cadet Views of Cadet Ownership of the Honor System	IV-2
Findings.....	IV-6
Conclusions	IV-7
Recommendations	IV-8

<i>Chapter V</i>	Climate Assessment Area Three: The Culture of Honor at the Academy.....	V-1
	Overview of the Academy Task Force Approach.....	V-1
	Overview of Cadet and Faculty/Staff Honor Education.....	V-2
	Findings.....	V-8
	Conclusions.....	V-22
	Recommendations.....	V-26
<i>Chapter VI</i>	Summary.....	VI-1
<i>Appendix A</i>	Task Force Member Biographies.....	A-1
	General Michael P.C. Carns.....	A-1
	Brigadier General Teresa Marné Peterson.....	A-2
	Colonel John Hesterman.....	A-2
	Colonel John Baxter.....	A-2
	Colonel Jan Marc Jouas.....	A-2
	Colonel Daniel S. Adams, Jr.....	A-3
	Lieutenant Colonel Glenn R. Payne.....	A-3
	Lieutenant Colonel Dana H. Born.....	A-3
	Major Patrick Kumashiro.....	A-4
	Major Kevin Toy.....	A-4
	Captain Kelly M. Martin.....	A-4
	Captain David A. Harris, Jr.....	A-4
<i>Appendix B</i>	United States Air Force Academy Questionnaire and Personal Interview.....	B-1
	United States Air Force Academy Questionnaire.....	B-2
	Academy Interview Questions.....	B-3
	USAFA Honor Interview Cover Sheet.....	B-7
<i>Appendix C</i>	The Honor Code and System.....	C-1
	Origins of the Honor Code.....	C-1
	The Evolution of the Current Air Force Academy Honor Code and Honor System.....	C-2
	The Current USAFA Honor System Process.....	C-5
	Comparison with the U.S. Military Academy Honor Case Process.....	C-8
	Comparison with the U.S. Naval Academy Honor Case Process.....	C-11
<i>Appendix D</i>	Honor Data.....	D-1
<i>Appendix E</i>	The Ethicist: Honor Bound.....	E-1
<i>Appendix F</i>	Teaching Case Method at the U.S. Air Force Academy.....	F-1

List of Figures

Figure 1.	Cadet Attitudes Toward the Honor Code.....	III-2
Figure 2.	Probationary Cadet Responses to Question 23.....	III-3
Figure 3.	Cadet Attitudes Toward the Impact of the Honor Code.....	III-3
Figure 4.	Cadet Attitudes Toward the Honor System.....	III-4
Figure 5.	Outcomes of USAFA Honor Actions: Demographic Comparisons.....	III-5
Figure 6.	Cadet and Faculty/Staff Comparative Responses to Questions 28, 27, 2, and 29.....	III-7
Figure 7.	Faculty and Staff Attitudes Toward the Fairness of the Honor Code Process and Procedures.....	III-9
Figure 8.	Graduate Officer (Faculty/Staff) Attitudes Toward Honor System Legalism.....	III-9
Figure 9.	Cadet Attitudes Toward Honor System Punishments.....	III-10
Figure 10.	Cadet Attitudes Toward Honor System Punishments for Different Classes.....	III-11
Figure 11.	Outcomes of Honor Cases by Cadet Class, 1990–1999.....	III-12
Figure 12.	Honor Case Processing Times.....	III-15

Figure 13.	Cadet Views on Timely Resolution of Honor Cases	III-16
Figure 14.	Cadet Attitudes Toward the Present Form of the Honor Code	III-16
Figure 15.	Source of Honor Allegations	III-17
Figure 16.	Total Honor Cases by Class, 1996–2000	III-18
Figure 17.	Allegations by Type (by Class), Academic Year 1996/1997–1999/2000	III-19
Figure 18.	Cadet Attitudes Toward Probation	III-19
Figure 19.	Probationary Cadet Attitudes Toward Honor Probation	III-20
Figure 20.	Outcomes of USAFA Honor Cases: Cadet vs. Officer Reporting	III-21
Figure 21.	Cadet and Faculty/Staff (Officers) Comparative Responses to Question 25	III-22
Figure 22.	Graduate Officers’ Responses to Question 41	III-23
Figure 23.	Cadet Responses to Question 11	III-23
Figure 24.	Revised USAFA Honor Case Process	III-27
Figure 25.	Current USAFA Honor Case Process	III-29
Figure 26.	Revised USAFA Honor Case Process: Major Administrative Process Steps	III-32
Figure 27.	Cadet Responses to the Issue of Officer Involvement in the Honor System	IV-2
Figure 28.	Cadet Comparative Responses to Questions 40 and 51	IV-3
Figure 29.	USAFA Wing Honor Board Composition	IV-3
Figure 30.	Cadet Responses to Question 50	IV-5
Figure 31.	USMA Honor Board Composition	IV-6
Figure 32.	USNA Honor Board Composition	IV-6
Figure 33.	Revised USAFA Wing Honor Board Composition	IV-9
Figure 34.	Current Organizational Structure of the Center for Character Development	V-6
Figure 35.	Faculty/Staff Responses to Question 30	V-18
Figure 36.	Cadet Cynicism With Respect to the USAFA Honor Code	V-24
Figure 37.	Revised Organizational Structure of the Center for Honor and Character Development	V-34
Figure 38.	Evolution of the USAFA Honor Code and System, 1954-Present	C-3
Figure 39.	Current USAFA Honor Case Process	C-6
Figure 40.	Current USMA Honor Case Process	C-9
Figure 41.	Current USNA Honor Case Process	C-11

List of Tables

Table 1.	Academy Task Force Members	II-1
Table 2.	USAFA Questionnaire and Interview Sample Size	II-3
Table 3.	Demographic Breakdown of Cadets Interviewed	II-3
Table 4.	What Do You Like Least About Living Under an Honor System?	III-5
Table 5.	Do You Think the Honor System Is “Fair”? (Cadets Who Responded “No”)	III-6
Table 6.	Do You Believe the Honor Code Helps Instill Honor? (Those Who Responded “Yes”)	III-8
Table 7.	Do You Believe the Honor Code Helps Instill Honor in Cadets? (Those Who Responded “No”)	III-8
Table 8.	Do You Feel Compelled to Report Cadets for Any Honor Violation You Witness or Probably Have Evidence of? (Those Who Responded “No”)	III-8
Table 9.	Do You Think the Honor Code Is Implemented Fairly? (Those Who Responded “No”)	III-9
Table 10.	How Would You Change the Honor Code/System If You Could?	III-10
Table 11.	Do You Think the Education/Training You Receive on the Honor Code Is Effective? (Those Who Responded “No.”)	V-12
Table 12.	Do You Think the Education/Training You Receive on the Honor Code Is Effective? Those Who Responded “No.”)	V-19
Table 13.	How Would You Improve the Honor Education/Training?	V-19



U.S. AIR FORCE

Executive Summary

In September 2000, General Michael E. Ryan, Chief of Staff of the U.S. Air Force, asked General (Ret) Michael P.C. Carns, former Vice Chief of Staff of the Air Force, to conduct an independent climate assessment of the Honor Code, Honor System, and the conditions surrounding the Honor System at the U.S. Air Force Academy (USAFA).

To facilitate this review, General Carns organized an 11-member Task Force consisting of active duty Air Force officers. Task Force members ranged in rank from Captain to Brigadier General, included a representative mix of genders and ethnic backgrounds, and represented the three primary Air Force commissioning sources. Members' backgrounds included fighter, airlift, space operations, helicopter, and reconnaissance pilots, navigators, and missileers, as well as support officers in medical, logistics, communications, acquisition, legal, and personnel fields. Many had combat experience.

Once organized, the Task Force met at four facilitated meetings. The first meeting, on October 2–3, 2000, allowed Task Force members to develop an understanding of the issues currently surrounding the Honor Code and System at the Air Force Academy.

During this meeting, the Task Force reviewed USAFA honor data compiled over

the past 10 years and heard briefings on both the social mores of contemporary adolescents and the current USAFA Honor Code and Honor System principles and practices. Following these presentations, members developed a series of climate assessment research areas and focus questions that they wished to have answered or clarified.

Research areas consisted of the following three main categories:

- Confidence in the USAFA Honor Code and Honor System
- Cadet Ownership of the Honor System
- The Culture of Honor at the Academy.

The contractor support staff used these research areas and questions as the basis for developing a questionnaire and set of interview questions that were subsequently administered to nearly 200 cadet, faculty, and staff members at the Academy between October 17 and November 4, 2000.

The results from these questionnaires and interviews were organized and presented to the Task Force at its second meeting on December 11–12, 2000. After extensive review of the data and considerable discussion, the members formulated several findings and recommendations. Task Force members subsequently refined the findings, conclusions, and recommendations of this report at the third and fourth meetings of this

study, occurring on January 11 and March 15, 2001. A Senior Review Panel was then convened on March 23, 2001, to review the findings and recommendations of the Task Force. Finally, three retired senior U.S. Air Force general officers provided independent comments to the Task Force for its consideration. The following discussion provides an overview of the Academy Task Force Honor Climate Assessment at the Air Force Academy, followed by associated findings, conclusions, and recommendations.

Overview

The Academy Task Force unanimously supports the Honor Code and believes it is the cornerstone of the U.S. Air Force Academy character development effort. The Task Force also believes in the importance of the Honor System as the main support mechanism for administering the Honor Code. The assessments and recommendations included in this report are meant to strengthen the character development effort at the Academy and thereby strengthen the culture of honor at the U.S. Air Force Academy.

However, the Task Force believes that this report should be viewed as a journey rather than a destination. We have developed a balanced road map of focused measures to strengthen the culture of honor at the Air Force Academy, yet these will only gain the desired result once a considerable amount of time, energy, and effort have been expended at the Academy. Honor and character development efforts are iterative processes and are dependent on the surrounding culture and environment both inside and outside the walls of the Academy.

Emblematic of the external culture is an article entitled “Honor Bound,” published in the weekly column of the “The Ethicist,” *New York Times Magazine*.¹ A young middle school student expressed concern over being

required to report incidents of cheating that he had witnessed. The response argued that:

...little good will come of compelling them (him) to police the behavior of their (his) schoolmates ...to punish only the occasional kid for failing to inform is arbitrary and capricious, and it undermines the sense of the school as a just community...[.]

This viewpoint reflects a perspective common in society today, a society from which current and future cadets are drawn. Because of this fact, the Air Force Academy is, and will continue to be, forced to grapple with this viewpoint, one that remains antithetical to the professional military ethic. Consequently, the Task Force believes that cadet honor education must persuasively state the need for not only the Honor Code but especially the cultural justification of, and the professional military need for, the non-toleration clause and its direct link with trust in the word and deeds of individuals and trust in the military organization as a whole.

As this report will later argue in greater detail, adoption of the case method as the primary tool for honor and ethics instruction is absolutely essential to success. Drawn from the operational military environment,² case studies must focus on actual situations and experiences where honor, integrity, ethics, and trust have been compromised due to improper guidance/direction from senior leadership and/or inappropriate behavior by subordinate military personnel. Through classroom discussion and reflection, students

¹ This article has been reprinted in full and is included in Appendix E of this report.

² Although the Air Force Academy currently uses the case method in its honor education program, this report will later argue that its failure to draw these cases predominantly from the operational military environment fails to build a persuasive defense of the need for honor, integrity, and upright character in the minds of cadets. This failure forms the basis of the Task Force’s recommended movement toward a more professional military-related focus in case method studies.

would be provided with the opportunity to grapple with the larger ethical and moral dilemmas raised by the facts/circumstances of the case under examination. This teaching tool and style thereby serves as the mechanism to build the case for honor and non-toleration, justify why it is a fundamental tenet of the military profession, and provide real world examples of its continued relevance within the profession of arms, the recent example of the U.S. Marine Corps experience with the V-22 Osprey test unit pertaining.³

The Task Force believes that honor and ethics education at the U.S. Air Force Academy should have the following four characteristics:⁴

Recommended Characteristics of the USAFA Approach to Case Method Honor and Ethics Instruction

1. Cases should be based on real-life military honor/ethics situations and would be composed in narrative form. By design, case method instruction looks to the students for views and perspectives and to confront the central case question: "What should ____ do?" or "What should ____ have done?"
2. Cases should be provided to students prior to class; students may study alone or in collaboration with others to help facilitate classroom discussion and identify second and third order issues.
3. Instructors serve as facilitators—not determinant guides—of discussion. Cadets explore the facts and outcomes of the case. Instructors summarize the session's discussion by further exploration of the honor and ethics implications of the views and judgments developed by the cadets. There is no "approved solution," per se, to a case.
4. Cases are intended for a limited life and could be reintroduced after a period of dormancy.

³ In this incident, it was alleged that the commander of the Osprey squadron falsified maintenance records of the aircraft. Although a recent Department of Defense report suggests that the falsification of the maintenance records played no role in subsequent crashes of the V-22, there was a breakdown in the chain of command as junior Marine Corps officers knew of the deception but took no action to report it.

⁴ A more in-depth discussion of the recommended Task Force approach to case method instruction is included in Appendix F of this report.

With case method instruction forming the nucleus, the findings and recommendations that follow are integral parts of the Task Force's systematic approach to strengthening the culture of honor at the Air Force Academy. However, in order to maximize the effectiveness and resultant outcome of the character development program at the Academy, the Task Force believes the Air Force Academy must make a commitment to continually assess, measure, and ascertain the health and status of honor at the Academy. This report is a journey, not a destination.

Climate Assessment Area One: Confidence in the Honor Code and Honor System

Focus Questions

Do members of USAFA's Cadet Wing, faculty, and staff recognize a persuasive commitment to honor, the Honor Code, and its centrality to the officer character development process? Are they fully supportive of the Honor System that administers the Honor Code?

Findings

First, while the climate of honor and the corresponding importance of the Honor Code continue to be outwardly supported by the Cadet Wing, confidence in the Air Force Academy Honor Code has seriously declined. This loss of confidence is rooted in cadet problems with the Honor Code's non-toleration clause and the Honor System's presumptive sanction of disenrollment. Cadets express serious frustrations with the non-toleration clause's requirement to turn in a peer, as this directly conflicts with their societal ethic and military training's focus upon unwavering loyalty to classmates. Basic Cadet Training continually stresses the extreme importance of teamwork and loyalty to peers, without a concomitant persuasive emphasis upon the importance of cadet loyalty to the virtues/values of the institution

and the profession of arms engendered by the non-toleration clause.

Similarly, the majority of cadets (60%) reject the Honor System's presumptive sanction of disenrollment, as they believe all cadets make mistakes and punishments at USAFA should better "fit the crime," a relativist philosophy. In addition, cadets also feel the system of punishments is excessive. This belief is borne of cadet recognition of the increased leniency with honor violations during the fourth and third class years, compared to the virtual guarantee of disenrollment for all validated honor violations during the second and first class years. This is a major source of cadet cynicism with regard to both the Honor Code and Honor System.⁵

The data indicates that this divergence in sanctioning, combined with the previously cited perception of an Honor System excessive in its sanctioning options, has led the majority of cadets (59%) to feel that there should be a "difference in punishments for offenses made by different classes." During interviews at the Academy, cadets expressed a desire for a more graduated system of punishments for valid honor violations depending on the severity of the violation. This viewpoint, however, reflects a misperception that honor violations are similar to legal/regulatory offenses, graduated in intensity and gravity, and should thus be subject to various levels of punishment. This perspective is a major barrier to cadet internalization of honor as a virtue/value. Under the Honor Code one is honorable or one is not—a breach of honor is a failure of personal integrity and a loss of trust and confidence in the individual.

⁵ Academy interviews show that only 43% of the cadets "like the Honor Code in its present form," 45% believe the Honor System is a good "learning laboratory" environment, and only 23% feel dismissal should continue as the presumptive sanction for an honor violation.

Perhaps more importantly, however, it is this dual recognition on the part of the Cadet Wing that has led to a serious compromise of the principles of the Air Force Academy Honor Code, as cadets are selectively opting out of adhering to the USAFA Honor Code, adopting an informal, unwritten "cadet honor code." This modified honor code features a highly tolerant Cadet Wing, willing to overlook individual violations of the Honor Code deemed minor or innocuous. Due to its informal nature, the extent of this practice could not be determined. However, data generated by Academy interviews indicates that almost 70% of cadets would tolerate or possibly tolerate honor violations "depending on the severity of the violation."

Analysis of USAFA honor data reveals there is a high probability that toleration is particularly widespread during the second and first class years (i.e., when cadets believe they will likely be separated for honor violations), as there have been no second or first class cadet-reported cases of toleration during the past four academic years. Due to the deep entrenchment of this highly tolerant mindset by the Cadet Wing, reflecting the current cadet view that most honor violations simply are not serious matters, officers have assumed primary responsibility for honor violation reporting and have reported the vast majority of cases over the last three years.⁶

An overwhelming majority of cadets (78%) interviewed said they would continue to tolerate as long as the presumptive sanction of disenrollment remains in place and the system of punishments continues in its rigidity. This has resulted in de facto cadet administration of both the informal honor code and honor system.

Secondly, cadet and faculty/staff's lack of confidence in the Honor System can be linked to considerable lengthening in the

⁶ Over the AY96/97–99/00 period, USAFA officers have reported approximately 65% of the total honor allegations (386 out of 587).

steps/procedures as well as the time required for adjudication of an alleged and confirmed honor violation. This growth in overall honor case process is primarily due to a shift toward an increasingly legalistic, bureaucratic approach within the Academy Honor System.

In conducting its examination of the USAFA Honor System, the Task Force learned of the two possible actions available for adjudicating an honor violation, depending on the suspected cadet's response to a given honor allegation. Whereas cases involving a cadet who chooses to deny all honor allegations undergo the formal administrative phases of the honor case process (a subject to be addressed in the following paragraph), those cases involving an "admit" or "self-report"⁷ proceed directly to a Cadet Sanctions Recommendation Panel (CSRP).⁸ Although this cadet-led panel was devised in the late 1990s as a means to expedite honor case processing times for those who freely admitted a transgression of the Honor Code,⁹ the Task Force believes the requirement for the convening of the CSRP only works to introduce an additional step to the honor case process. Given the fact that the CSRP must first determine if the suspected cadet violated/did not violate the Honor Code, prior to making a sanction

recommendation—precisely the same sequence and nature of assessments completed by the Wing Honor Board—the Task Force believes the CSRP fails to significantly improve the honor case processing times for those who admit to an honor transgression. Analysis of USAFA honor data appears to validate this assertion, as cases involving cadets who admit to Honor Code violations and would have thus appeared before the CSRP still require 60 days to adjudicate. Sixty days remains the Academy's goal for processing all honor cases, including those where cadets choose to deny the honor allegations and must have their cases administered through the formal Wing Honor Board.

What is more, the Academy honor case process has been greatly burdened by the ever increasing layers of legal and administrative review, a drastic growth in the number of individuals involved in the expanding honor case bureaucracy, a general increase in the steps required to complete an honor case, and a very substantial extension in the time required to resolve an honor case. Each honor case must undergo a series of reviews by multiple individuals (Wing Honor Chairman, Group Honor Chairman, Honor Officer, Case Investigative Chairman, Staff Judge Advocate), the majority of which conduct reviews both before and after certain legal, evidential, and administrative standards have been met. This, however, was not always the case.

In 1955, the vast majority of cases were dealt with and resolved within days, if not hours, of their occurrence. However, given the current System's weighty legal, evidential, and administrative requirements previously cited, honor cases now require an average of 100 days to complete all phases of the honor process, 40 days greater than the current Academy goal of 60 days. This has not only led to cadet complaints of a lingering "cloud of guilt," which can affect their reception within the Cadet Wing, but it has also resulted

⁷ A cadet "admits" to an honor violation when, after conducting the formal investigation into the alleged event, the cadet is confronted with the formal charges of violating the Honor Code and the cadet admits to the transgression. A cadet "self-reports" when he/she freely admits to a transgression of the Honor Code when no other cadet or faculty/staff member would have otherwise known of the transgression.

⁸ The CSRP is composed of three cadets: the CSRP Chairman (the Case Investigative Chairman), the Wing Honor Chair, and an honor representative at-large. With each meeting, the CSRP is required to (1) validate the admission of guilt regarding the honor violation (and must demonstrate that both act and intent were present with the violation) and (2) determine the recommended sanction in light of the honor violation.

⁹ See page III-13.

in Academy faculty and staff's questioning the System's capacity to deliver justice in a timely manner.

Members of the faculty and staff (100% of officer graduates, 48% of officer non-graduates) believe that the System has become excessively legalistic, rendering the Honor System seemingly impotent to dispassionately adjudicate honor violations by overly favoring the cadet. The result is similar to the cadets' choice to selectively opt out of the Academy Honor Code: selected Academy faculty and staff have taken (honor) matters into their own hands through the use of academic "hits" (primarily failing grades) as a means to secure justice (as they see it) in a system they assess to be increasingly unjust/overly biased.

Conclusions

The persistent erosion of cadet and faculty/staff confidence in both the Honor Code and Honor System has decreased the overall effectiveness of the Academy's character development effort. Cadets' problems with the non-toleration clause, when combined with the perception that the current system of sanctions with bona fide honor violations is excessive, has resulted in a de facto cadet rejection of both the Honor Code and System. Given the exigencies of adhering to the ethically demanding non-toleration clause, a clause that cadets perceive as contradictory to the military training-emphasized norm of "sticking together," cadets have selectively chosen to opt out of the non-toleration clause in particular, damaging the Honor Code in general. However, in so doing, cadets are also distancing themselves from the Academy's primary instrument for positive character development, which necessarily reduces the overall effectiveness and potency of the USAFA character development effort.

Similarly, the lack of faculty and staff confidence in the Honor System has resulted

in their circumvention of the formal channels of the Academy Honor System. This further degrades the character development effort at the Academy because it prevents the Honor System from operating according to its original intention: serving as the support mechanism for administering the Honor Code by taking account of fundamental deficiencies of character and, where appropriate, seeking to rehabilitate those in need of ethical/moral redirection. Bypassing these channels precludes the Honor System from functioning in this capacity.

When combined with the dominance of Honor System over Honor Code caused by the growing influence of legalism within the USAFA Honor System, cadets found guilty of an honor violation have turned to "gaming the System" by viewing honor violations as legal matters rather than failures of personal honor, integrity, and character. Cadets thus fail to recognize and understand the larger implications attendant to honor violations and simply choose to view the Honor System and its case processing as a means to circumvent the presumptive sanction of disenrollment and not a mechanism to expose fundamental deficiencies of character. Despite their far-reaching implications, the Cadet Wing is unduly impacted by these developments, developments that point to a misguided/inefficient character development effort at the Air Force Academy.

Recommendations

The Task Force recommends the following actions be taken by Air Force Academy senior leadership.

A1-R1

Expand the scope of assessment of the Wing Honor Board (WHB). Following a finding of a violation of the Honor Code and during the subsequent sanctions recommendation phase of the WHB process, members of the WHB will determine whether the "found" cadet is fundamentally honorable.

Recommendations

A1-R1

Expand the scope of assessment of the Wing Honor Board (WHB).

A1-R2

Eliminate the current Cadet Sanctions Recommendation Panel (CSRP) for those cadets who have admitted/self-reported to a violation of the Honor Code, and implement a standardized policy for handling all reports of suspected honor violations.

A1-R3

Increase the flexibility of the USAFA Honor Probation program by individually tailoring the tasks and duration of the cadet probationary program on a case-by-case basis.

A1-R4

Strengthen the honor investigative process by providing second class cadet honor representatives with formal, standardized investigative training.

Four main changes to the current WHB deliberative and sanctions recommendation processes are recommended:

1. Establish a new deliberative criterion for the WHB sanction recommendation phase: Is the cadet of fundamentally honorable character?
2. Expand the current set of factors used when addressing possible sanctions from four to six, adding: (a) Mitigating/extenuating circumstances and (b) Overall character and record of cadet at the Academy.
3. Lift the current restriction on the presentation of character evidence during WHB proceedings.
4. Eliminate the role of the Group Honor Chairman as the primary decision-maker¹⁰ during the WHB sanctions recommendation phase.

The Wing Honor Board would continue to perform in its dual deliberative capacity.¹¹

¹⁰ It is important to note that the Task Force is recommending the elimination of the GHC's role strictly within the sanctions recommendation phase of the WHB. All other rights, duties, and responsibilities of the GHC would be preserved.

¹¹ The WHB currently conducts two separate but related determinations. First, WHB members determine whether a violation of the Honor Code has

However, following the finding of a violation of the Honor Code by a three-fourths (6 of 8) majority of the WHB, the Honor Board would subsequently assess the adjudged cadet's overall character and record and would vote on the following deliberative question: Is this cadet of fundamentally honorable character? In conducting this examination, the Task Force recommends the Honor Board members use the following six sanction recommendation assessment factors to aid their assessment: (1) Time under the code, (2) Forthrightness of the cadet, (3) Egregiousness of the offense, (4) Type of report (e.g., self-report, admit, deny), (5) Mitigating/extenuating circumstances, and (6) Overall character and record of the cadet while at the Academy.

Regarding time under the code, the Task Force believes there should be no arbitrary groupings, such as fourth and third classmen in one cohort and second and first classmen in another. Each case should be considered on its merits.

occurred. If the WHB determines that a violation has occurred, then the WHB makes a secondary determination regarding the appropriate sanction to be applied for those found in violation of the Honor Code. (See also Appendix C.)

In order to facilitate these changes, the Task Force recommends (1) the formal inclusion of the question “Is the cadet of fundamentally honorable character?” to frame the sanction recommendation, along with (2) the addition of sanction recommendation assessment factors five and six from the preceding description. These modifications are suggested because they form the foundation of the Task Force’s recommended comprehensive character assessment to guide the sanctions recommendation phase.

After appropriate deliberation, the WHB would then cast votes for or against offering rehabilitation. A three-fourths (6 of 8) affirmative response to the question of the cadet’s honorability would result in a WHB determination to offer suspension of disenrollment proceedings, subject to a requirement to satisfactorily complete a rehabilitative regimen. A WHB vote of less than 6 of 8 would affirm the presumptive sanction of dismissal and initiate case disposition by the Commandant, Superintendent, and, if necessary, the Secretary of the Air Force.

Third, in order to introduce the recommended comprehensive character assessment into the WHB deliberations, the current restriction on the presentation of character evidence during WHB proceedings must be lifted. Under the rules applicable (i.e., that all relevant evidence is admissible during the WHB), character evidence should be allowed during the WHB deliberations. Lifting of this restriction is linked directly to the Honor Board’s ability to conduct the comprehensive character assessment recommended in this initiative.

Fourth, as a procedural matter, the Task Force recommends that the role of the Group Honor Chairman (GHC) be eliminated as the primary decision-maker in the WHB sanction recommendation process. Whereas the GHC currently solicits sanction recommendations from the eight WHB

members prior to proposing his/her own sanction recommendation to the Commandant, the Task Force recommends that the members of the Honor Board remain responsible and accountable for making the character assessment in order to strengthen the sense of cadet ownership of the Honor System and the centrality of the Wing Honor Board process. A WHB recommendation for rehabilitation would be binding on the Superintendent¹² and would result in the forwarding of the case to the Commandant, who would determine the precise nature of the rehabilitative regimen for the cadet found in violation of the Honor Code.¹³

The Commandant of Cadets would be responsible for individualizing the terms of rehabilitation according to his/her determination of the needs of the cadet¹⁴ and would also supervise the rehabilitative regimen. How the terms of the rehabilitation are derived is left to the discretion of the Commandant. The Commandant would also serve as the accountable official for assessing the cadet’s progress.

Successful completion of the rehabilitative program, a determination reserved to the Commandant, would result in the cadet’s reinstatement into the Cadet Wing as a Cadet in Good Standing. Unsuccessful completion (i.e., failed rehabilitation) activates the presumptive sanction of dismissal and

¹² A recommendation for rehabilitation by the recorded vote of a three-fourths majority vote of the WHB would be binding on the Superintendent. (Of course, such a recommendation by less than three-fourths would not be binding.) A recommendation for disenrollment, however, would not be binding on the Superintendent, who could opt for rehabilitation in any case.

¹³ The Task Force believes that the Commandant should determine the appropriate program for rehabilitation for those found to have violated the Honor Code. This ensures evenhandedness by a dispassionate observer (as regards the honor case), who is experienced in the imposition of rehabilitative schemes to correct potential deficiencies of character.

¹⁴ See Recommendation A1-R3.

would result in the cadet's prompt disenrollment from the Air Force Academy.

A1-R2

Eliminate the current Cadet Sanctions Recommendation Panel (CSRP) for those cadets who have admitted/self-reported to a violation of the Honor Code, and implement a standardized policy for handling all reports of suspected honor violations. All suspected honor violations, irrespective of the nature of the suspected cadet's response to formal honor allegations, would proceed through the following formal channels of the USAFA honor case process: initial discussion/reporting of an alleged honor violation with an honor representative; if unresolved, investigation of the suspected honor violation by an investigative party; if unresolved, a meeting of the Wing Honor Board to determine guilt or innocence, as well as the potential need for rehabilitative measures.

The purpose of this recommendation is to increase the overall efficiency of the USAFA honor case process by providing a common, standardized approach toward reporting, vetting, and administering suspected Honor Code violations. Each alleged honor case, including those involving "admitted," "self-reported," and "denied" honor cases, would undergo the three major steps outlined above. All major actors involved in this revised process (honor representative, the investigative party, and WHB members) would retain the authority to terminate a suspected Honor Code violation, provided that the honor allegations do not meet the conditions associated with alleged/valid honor violations.

Standardization of the USAFA honor case process preserves the intent of the CSRP through the transfer of administrative authority to the cadet-led Wing Honor Board.¹⁵ In addition, this recommendation enhances the Honor System's ability to

efficiently and effectively handle all formal honor allegations, by guaranteeing the following measures are present with each suspected honor violation: (1) a thorough, fair investigation by properly trained and skilled investigators and (2) an administrative review by the cadet-led Wing Honor Board properly trained to understand the requirements associated with bona fide honor violations.

This applies especially to those cases resulting from cadet-initiated self-reports of honor violations. Once the honor representative has been contacted and the investigative team collects and examines the relevant facts and material of the case, resulting in the forwarding of the case to the WHB, the WHB will be able to promptly adjudicate the case and begin the sanction recommendation process. These requirements, in turn, buttress the Academy's ability to (1) identify potential honor cases with evidential/administrative merit for later consideration by the Wing Honor Board and hence (2) guarantee the integrity of the honor case process by ensuring each case undergoes a thorough investigation prior to the meeting of the WHB, as well as an examination of the particular facts of the case during the WHB.

A1-R3

Increase the flexibility of the USAFA Honor Probation program by individually tailoring the tasks and duration of the cadet probationary program on a case-by-case basis.

The Task Force considers the Commandant of Cadets to be the appropriate accountable authority for determining the rehabilitative measures for cadets found in violation of the Honor Code and subsequently recommended for rehabilitation. However, the Task Force offers the following additional views to the Commandant in considering this recommendation.

The Commandant should individualize the duration and task performance

¹⁵ See Recommendation A2-R1.

requirements of the Honor Probation program according to the rehabilitative needs of the cadet found in violation of the Honor Code. Not only would probation be a viable option for cadets of all class levels (fourth through first), but it should vary in length and character commensurate with the nature and gravity of the offense, as well as the particular rehabilitative needs of the cadet. In addition, the following examples could also apply to the Honor Probation program: (1) first class cadets placed in an Honor Probation program could be extended beyond graduation to complete their rehabilitation requirements, or (2) in exceptional circumstances, cadet probation might be extended if the individual is unable to complete his/her requirements in the originally established timeframe.

The Task Force also suggests the Commandant consider one of the possible task performance requirements for probationary cadets be the accomplishment of substantial research related to the creation and development of USAFA honor/ethics case material. Probationary cadets would aid senior officials from the Academy's research center¹⁶ in developing and compiling these case method studies and, where possible, assist with cases under development related to the honor violation of the probationary cadet.

Individualizing the terms of the probation program helps to better meet the particular rehabilitative needs of cadets who have violated the Honor Code, which will eliminate complaints of the excessive rigidity of the current probationary program and strengthen the character development result at the Air Force Academy.

A1-R4

Strengthen the honor investigative process by providing second class cadet honor

representatives with formal, standardized investigative training. Two major changes are recommended:

1. Create a team of 14–17 second class cadet honor representatives to serve as the Air Force Academy's core body for investigating suspected violations of the Honor Code.
2. Provide this team with formal, focused investigative training from external sources such as the Office of Special Investigation and the Federal Bureau of Investigation.

To streamline and increase the efficiency of the honor investigative process, the Task Force recommends formal, standardized investigative training to second class cadet honor representatives responsible for conducting investigations of all suspected violations of the Honor Code.

Quality investigative training is available from external sources such as the U.S. Air Force Office of Special Investigation and/or the Department of Justice's Federal Bureau of Investigation. The training could be accomplished during the second class summer. As noted earlier, the Task Force recommends training approximately 14–17 second class cadet honor representatives to serve in this capacity.

Based on successful implementation of this concept by the United States Naval Academy (USNA), this initiative would significantly raise the quality of alleged Honor Code violation investigations and would further strengthen confidence and trust in the fairness of the investigative process. Further, this recommendation would materially improve credibility of the administration of the Honor System and promote an increased sense of cadet ownership of the Honor System.

¹⁶ See Recommendation A3-R3.

Climate Assessment Area Two: Cadet Ownership of the Honor System

Climate Assessment Questions

Does the Cadet Wing feel that it “owns” the Honor Code and Honor System and feel primarily responsible for its rules, regulations, and procedures throughout all phases of the honor case process? Are Academy cadet honor representatives viewed as an elite cadre of peer group leaders who consider the appointment an important professional responsibility rather than a routine cadet duty?

Findings

The majority of cadets feel there is excessive officer involvement in the administration of the Air Force Academy Honor System. This belief tends to negatively impact cadets’ perceptions of “owning” the Honor Code. Although cadets did not mention specific areas of concern, in analyzing the current Air Force Academy Honor System, cadet apprehension with officer involvement may stem from two possible areas. First, the Air Force Academy is the only service academy with an officer as a full voting member of the Honor Board.¹⁷ This officer is mixed in among seven cadets who compose the WHB and has full voting rights and authority during honor deliberations. Secondly, officers from the Honor Staff, part of the Center for Character Development, maintain an overarching presence in all phases of the honor case process. According to the *Honor Code Reference Handbook*, these individuals

¹⁷ Although the U.S. Military Academy does have an officer (SJA) present during Honor Board deliberations, this individual is present only to ensure the legal sufficiency of a given honor case, and is not vested with any voting rights. The U.S. Naval Academy does not have any officer present during its honor proceedings; the entire process is administered by midshipmen.

function in an “advisory and support” capacity for members of the WHB, assist the Cadet Honor Committee in seeking approval and implementing cadet initiatives related to honor, advise cadets on honor sanction procedures, review all honor cases in conjunction with the Wing Honor Chairman and Group Honor Chairman, serve as the primary point of contact for post WHB/Cadet Sanctions Recommendation Panel sanction actions and requests from outside agencies, as well as “[oversee] all aspects of the honor process” and provide feedback on honor cases. This pervasive officer involvement has led to cadet cynicism regarding officers’ role in the honor process. Fully 50% of probationary cadets (i.e., those with the most familiarity with the Honor System) feel there is too much officer involvement in the System and feel officers have too much influence on Honor Code issues.

This perception of excessive officer involvement has also adversely impacted cadets’ desire to serve as honor representatives. Cadets do not aspire to serve as honor representatives due to the perception of limited opportunity to affect honor matters, resulting in their relative disinterest on honor representative matters. The high levels (up to 40%) of cadets expressing no opinion on several interview questions related to honor representative selection methodology suggest that cadets remain uninterested in this aspect of the Honor System. Interviews with USAFA cadets noted that the majority tend to vote for prospective honor representatives who “know the System best,” not ones characterized as personifying honor, a finding reinforced by their current preference for probationary cadets to serve as honor representatives.

Conclusions

The Honor System has slipped out of the hands of the members of the Cadet Wing at the Air Force Academy. Cadets simply do not feel they are true owners of the Honor

Recommendations

A2-R1

Remove the officer as a full voting member of the Wing Honor Board.

A2-R2

Create a new senior officer position at the Air Force Academy entitled “Academy Honor Officer” with the responsibility for understanding, overseeing, and continuously assessing the spirit of honor and practice of the Honor Code at the Air Force Academy.

A2-R3

Raise the standards and prestige of honor representatives by placing high emphasis on selecting/electing “cadet peer group leaders” as honor representatives.

A2-R4

Compose a team of senior representatives from the Air Force Academy; the Deputy Chief of Staff, Personnel; Secretary of the Air Force/MI; Air Force JAG, SAF General Counsel; and the Office of the Secretary of the Air Force to examine and recommend remedies for (1) the currently excessive time required for cadet separation processing and (2) the administrative status of cadets contesting disenrollment from the Air Force Academy. All policy recommendations/revisions would be approved and promulgated by no later than the entrance of the class of 2006.

System. This appears related to the membership of a commissioned officer as a full voting member of the cadet Wing Honor Board, as well as the perception of both the over-involvement and undue influence exerted by officers within the USAFA honor case process. This officer presence is due to (1) expressed concern with cadet rights’ protection, seeking to ensure that no cadets are improperly handled within the Honor System or unjustly disenrolled from the Academy, as well as (2) a mid-1980s decision to include an officer as a full voting member of the WHB.¹⁸ These two developments have displaced cadets from their traditional role as overseers—and hence “owners”—of the Honor System. What is more, data indicates cadets do not particularly aspire to serve as honor representatives, likely based on their perception of excessive officer involvement and the resultant lack of cadet opportunity to oversee the Honor System. Given this lack of prestige of the honor representative position, the Academy is sub-optimizing its capacity to fill the honor representative ranks with peer

group leaders because cadets fail to recognize any incentive/value associated with their participation. Simply stated, cadet peer leaders do not perceive the honor representative position as an important cadet role. This perception materially impacts the cadet sense of ownership of the Honor System as well as the culture of honor within the Cadet Wing.

Recommendations

The Task Force recommends the following actions be taken by Academy senior leadership.

A2-R1

Remove the officer as a full voting member of the Wing Honor Board (WHB). Replace the officer with a cadet, vested with full voting privileges, as a member of the WHB. The WHB would continue to be composed of eight voting members.

The purpose of this recommendation is to increase the cadet sense of ownership of the Honor System by placing sole responsibility for WHB proceedings in the hands of cadets.

¹⁸ See pages IV-4–5.

The removal of the officer as a full voting member of the WHB will be compensated by the creation of a new senior officer position at the Air Force Academy, discussed in the recommendation that follows.

A2-R2

Create a new senior position at the Air Force Academy entitled “Academy Honor Officer.” This person would be responsible for understanding, overseeing, and continuously assessing the spirit of honor and the practice of the Honor Code at the Air Force Academy.

During the initial phases of implementing the substantial changes recommended in this report, the Task Force recommends the “Academy Honor Officer” be a newly promoted colonel, **preferably below the zone**, of extreme high quality, with a background in U.S. Air Force line operations, combat experience especially desired; a graduate of a military academy is highly desirable but not mandatory. This individual would be assigned to the personal staff of the Superintendent. The officer would have no official voting rights in honor matters. Specific Academy Honor Officer duties would be to:

1. Advise the Superintendent on honor matters and serve as the Academy staff focal point for policy and oversight of honor matters.
2. Understand the “pulse” of honor at the Air Force Academy through extensive contacts with Academy personnel: cadets, faculty, athletic, and military departments and staff.
3. Advise and mentor cadet honor representatives on honor matters. The Academy Honor Officer could be consulted during the WHB sanctions recommendation phase if/when requested by the Honor Board members.
4. Provide policy guidance and oversight to the restructured Center for Character

Development¹⁹ and to the USAFA Character Development Commission²⁰ in the new areas of (a) curricula for cadet honor instruction, (b) preparation and certification of officer and cadet honor instructors to teach honor and the case method, and (c) development and quality control of case method instructional materials.

5. Serve as a resource from the operating Air Force to provide his/her insights on honor or any other related topic to cadets and other Academy personnel.
6. Maintain frequent communication with Air Officers Commanding to ensure selection/election of peer group leaders as Academy honor representatives.
7. Be the focal point and principal person responsible for providing honor education (as compared to training) for newly selected cadet honor representatives and BCT officer honor instructors.²¹ This designated responsibility of the Academy Honor Officer serves as a major quality control and uniform knowledge standard for the cadre of cadet honor representatives.

This seven-part job description recommendation is an adaptation and expansion of the current responsibilities discharged by the Academy Honor Officer at the United States Military Academy (USMA), a designated colonel billet.

By creating this senior officer position and placing this individual on the personal

¹⁹ The issue of restructuring the Center for Character Development will be addressed in A3-R3.

²⁰ At present, the Character Development Commission, commonly referred to as the “architect” of USAFA character development efforts, is responsible to the Superintendent for designing, monitoring, and controlling the Academy’s character development plans and programs. As the “carpenter,” the Center for Character Development reports to the Commandant and is responsible for carrying out the Commission’s direction by designing, conducting, coordinating, and advising on character-related operations.

²¹ See Recommendation A3-R1, paragraph nine.

staff of the Superintendent, the Air Force Academy should expect the following results: (1) a coordinated, high-level focal point and a “chief operating officer” for overseeing the Superintendent’s honor agenda; (2) a bona fide, mature resource for cadets to turn to²² and discuss the meaning and central importance of honor, integrity, and trust in the professional Air Force; and (3) an improved Air Force Academy ability to understand both the health and status of honor at the Academy, as well as the issues potentially frustrating the USAFA attempt to inculcate honor as a value/virtue in the Cadet Wing. In addition, this recommendation preserves the Task Force’s central commitment to cadet ownership of the Honor System by providing cadet members of the Wing Honor Board with the authority to determine if/when they will call upon the Academy Honor Officer to provide insight and advice during Honor Board deliberations. In this respect, the Academy Honor Officer serves strictly as a resource to be utilized by honor representatives and the WHB at the Honor Board’s request, thus maintaining cadet ownership of the Honor Board and the Honor System, while still allowing for outside mentorship and response to queries from the cadet members of the WHB.

The Task Force understands that the duties and responsibilities of the Academy Honor Officer may overlap those of other positions. While this is not a recipe for organizational neatness, the Task Force believes having a well-informed senior officer accountable for a high-level appreciation of

the status of honor at the Academy is critically important to the Academy’s mission, the Superintendent, and other senior Academy officers. With the proviso that the Task Force believes the Academy Honor Officer should be the command focal point for honor policy and oversight matters, the Task Force looks to the Superintendent to determine how best to reconcile and integrate the work of the Academy Honor Officer with that of others engaged in cadet character development.

The Task Force notes that the responsibilities, functions, and tasks of the Academy Honor Officer are not learned by on-the-job training. The Task Force urges that the Academy Honor Officer, once selected for assignment, be required to proceed en route PCS to USMA and USNA for one to two weeks at each location for orientation before assuming duties as the USAFA Academy Honor Officer. If some overlap with his/her predecessor is possible, it is strongly recommended for constancy and continuity purposes in supporting and administering this vital U.S. Air Force Core Value at the Air Force Academy.

Finally, in order for a below the zone officer serving as the Academy Honor Officer to remain competitive, his/her tour of duty at the Air Force Academy must be appropriately tailored to compete for future key command and staff billets.

A2-R3

Raise the standards and prestige of honor representatives by placing high emphasis on selecting/electing “cadet peer group leaders” as honor representatives by: (1) implementing a new model for the selection of honor representatives and reducing the number by half; (2) establishing minimum academic/military proficiency conditions for service as an honor representative; and (3) reconsidering the policy of allowing former probationary cadets to serve as honor representatives. In

²² In his/her interaction with cadets, the Academy Honor Officer not only serves as a resource for cadets from the entire Wing to talk to and discuss various examples of the need for honor, integrity, and trust within the profession of arms, but in a very practical way the Academy Honor Officer serves as a resource for cadet members of the Wing Honor Board. Operating in accord with the duties outlined in duty #3, the mature point of view provided by the Academy Honor Officer will likely compensate for the loss of the commissioned officer as a member of the WHB.

addition, the Task Force recommends the following additional measures: (4) preserving the Wing Honor Chairman's (WHC) position as a personal member of the Cadet Wing Commander's staff and (5) expanding the WHC's responsibilities to include service as a liaison between the cadet honor representatives and the Academy Honor Officer.

Cadet peer group leaders should be selected/elected as honor representatives in accordance with the following five criteria:

1. Peer credible
2. Highly respected
3. Highly trusted
4. Highly approachable
5. View the role of honor representative as a professional appointment, not a routine cadet duty.

By selecting/electing cadets as honor representatives who possess the respect and prestige of their peers, the Academy raises the respect for the Honor Code and System and strengthens the sense of cadet ownership of both the Honor Code and System. However, in order to achieve this goal, the Task Force also recommends serious reconsideration of the current number of honor representatives. The Task Force recommends reducing current levels by half, followed by implementation of a new model for honor representative selection.

The Task Force recommends reducing honor representatives to two per squadron—one first classman and one second classman—for each of the 36 squadrons. At the discretion of the Commandant, should an honor representative be selected for an appointment out of the squadron (e.g., Wing or Group Staff), he/she could remain as an honor representative and the number could be temporarily increased so as to maintain two total per squadron. By decreasing the total number of honor representatives, a clear message is sent to the Cadet Wing of the

importance of service as an honor representative.

As a corollary matter, the Task Force also recommends Academy senior leadership sustain the current organizational link between honor and leadership by preserving the Wing Honor Chairman's position as a personal member of the Cadet Wing Commander's staff. This type of formal, structural linkage conveys the important message of the linkage between honor and leadership characteristics required of U.S. Air Force officers. The Task Force strongly suggests that Academy senior leadership reverse the current push to remove the Wing Honor Chairman from the Cadet Wing Commander's staff.

In addition, the Task Force recommends expansion of the Wing Honor Chairman's responsibilities to include serving as a liaison between the cadet honor representatives and the Academy Honor Officer. This establishes an important linkage between the Wing Honor Chairman, who serves under the Commandant, and the Academy Honor Officer, who serves under the Superintendent.

In implementing the recommendations noted above, the Task Force defers to the judgment of the Commandant of Cadets regarding the most effective means to select/elect peer credible cadets to serve as honor representatives.

A2-R4

Compose a team of senior representatives from the Air Force Academy; Deputy Chief of Staff, Personnel; Secretary of the Air Force/MI; Air Force JAG; SAF General Counsel; and Office of the Secretary of the Air Force to examine and recommend remedies for (1) the currently excessive time required for cadet separation processing and (2) the administrative status of cadets contesting disenrollment from the Air Force Academy. Subject to Secretary of the Air Force approval, this senior review team would

have the authority and direction to redesign the policy and process for cadet separations resulting from violations of the Honor Code. All policy recommendations/revisions would be approved and promulgated by no later than the entrance of the class of 2006.

The goal is to reduce overall honor case processing times at the Academy without compromising quality of justice, minimize the period of “cloud of guilt” experienced by cadets, and increase cadet confidence in the Honor System. Toward this end, this team would evaluate current USAFA administrative policy, which assigns divergent administrative status to cadets from different class levels,²³ and devise new and revised methods to provide prompt, just outcomes and prompt separations for those found guilty of an honor violation.

Climate Assessment Area

Three: The Culture of Honor at the Academy

Climate Assessment Questions

Is the Academy honor education process successful in instilling honor as a professional virtue of cadet character and lifestyle, both in theory and in practice? Are those who come into official contact with cadets sufficiently knowledgeable of the cadet Honor Code and the Honor System? Is the Center for Character Development strengthening the culture of honor at the Academy by fulfilling its intended role in the character development process?

Findings

The current USAFA honor education program needs considerable strengthening. Given the Center for Character Development’s (CCD) role as chief “builder” of the Air Force Academy honor education program, the Task Force believes it is less than effective in fulfilling this role.

²³ See pages IV-13.

Analysis of the cadet honor education curriculum reveals that the description of honor and the Honor Code proves highly technical, especially during Basic Cadet Training and the fourth class academic year. Cadets receive only a limited understanding of the concept of honor as a result. When the lack of persuasive examples/instructional methods of the need for honor in the professional Air Force is linked to the redundant nature of cadet honor education during the upper class years, cadet complaints of the ineffectiveness of the honor education program²⁴ should come as no surprise. Perhaps most importantly, the ineffectiveness of cadet honor instruction fails to mitigate cadet cynicism with regard to the Honor Code. Data indicates that cadets seek to fill the perceived contextual gap through the addition of “real world”/personal officer interaction/stories in the current curriculum.²⁵

Academy faculty and staff honor education is similarly ineffective. Air Force Academy faculty/staff/personnel “formal” honor training consists of a generic 1–2 hour briefing covering the basics of the Honor Code and System during in-processing to the Academy plus periodic training by Honor Liaisons. This lack of standardized, ongoing honor training throughout their experience at the Academy has resulted in demonstrated “gaps” in faculty/staff/personnel understanding of honor issues.²⁶

²⁴ During Academy interviews, of the 57% who believed honor instruction was actually ineffective, they generally felt it concentrated too much on how to avoid trouble and not enough on actually instilling honor. Only 35% of cadets felt honor education was effective.

²⁵ As an aside, the Task Force notes with interest the omission of the value of “trust” in the Honor Code’s “positive principles.” Based on its core role within the profession of arms, the Task Force seeks to incorporate this value into the honor education program and the Air Force Academy Mission Statement. The specifics are included in Recommendations A3-R1 and A3-R5.

²⁶ When asked to respond to the question, “I fully understand what constitutes an honor violation,” 80%

It is the Task Force's opinion that the locus of the problems regarding the culture of honor at the Academy is the approach to character development taken by the Center for Character Development (CCD). Considering the CCD's role as executor of the character development program and system of honor education at the Academy, as well as the assorted problems and inadequacies noted in previous climate assessment areas, the inappropriate focus of the USAFA character development effort must lie within the Center.

Since its initial creation in 1993, the CCD has drifted from its original charter. Envisioned as the Academy's single-point focus on honor and character development, the Center is, at present, overly involved in an excess of activities, some of which are not strictly concerned with character development. Human relations training is an illustrative example.²⁷ This has made the CCD overly concerned with the process of honor and not the active/effective inculcation of honor as a value/virtue at the Air Force Academy. The CCD lacks any effective assessment mechanisms to gauge the success of the character development program,²⁸ which contributes to the growing perception that the Center is more concerned with its external image (e.g., organizing honor symposia and seminars) versus the core task of effective character development within the Cadet Wing.

of Graduate Officers at the Academy responded in the affirmative, compared to 61% of Non-Graduate Officers.

²⁷ The Human Relations Division was originally included as part of the CCD in order to redress the sub-par treatment of females in the Cadet Wing.

²⁸ In its May 2000 report, the Character Development Review Panel made the following observation: "The Academy's character development program is handicapped by the absence of any method for assessing (character development) results. In the absence of results, the character development program is measured by effort. More effort is assumed to be better. In a field which is not well understood—character development is such—this can lead to much wasted work."

Conclusions

The Task Force believes the Center for Character Development has a preoccupation with the process of honor and has been ineffective in its honor education program, thereby decreasing the overall effectiveness of the Air Force Academy's character development program. Cadet honor education's limited, myopic discussion of honor and the Honor Code, as well as cadets' belief that honor education overemphasizes discussion of the Honor System over the Honor Code, results in a failure to persuasively distinguish between the positive character-building aspects of the Honor Code and its attendant Honor System. This neither provides members of the Cadet Wing with the contextual knowledge to understand the professional military requirement for honor, nor does it provide them with the philosophical commitment to support the non-toleration clause.

Moreover, failing to recognize the Code's absolute relevance to their lives as future Air Force officers, a failure that begins with cadets' initial introduction to the Academy during BCT and continues throughout the remaining four years, cadets lack the proper motivation to fully embrace the value of honor and, hence, "own" the Honor Code.

Lastly, the inadequacy of Academy faculty and staff honor education has poorly equipped these individuals to support the importance of honor before cadets. This current weakness and inconsistent level of understanding across the Academy faculty, staff, and personnel community has not provided them with the tools or understanding to infuse discussion of honor into various aspects of cadet life at the Academy. This not only decreases the potential strength of the USAFA culture of honor, but most importantly, it degrades the ability of cadets to internalize the Honor Code.

Recommendations

A3-R1

Reorient cadet honor instruction to emphasize full cadet ownership and internalization of the Honor Code.

A3-R2

Implement a uniform standard of instruction for all USAFA faculty/athletic/military staff and all new Academy personnel having direct, official contact with cadets.

A3-R3

Restore the Center for Character Development to its original status as the Air Force Academy's single point focus on honor and character development. While maintaining organizational unity under the Commandant of Cadets, the Task Force recommends the Center be recomposed as the "Center for Honor and Character Development."

A3-R4

Eliminate the current USAFA recoupment policy for cadets who have been disenrolled from the Academy following the finding of an honor violation.

A3-R5

Rewrite the Academy's Mission Statement to include references to the U.S. Air Force's Core Values of honor, integrity, and selfless career service.

A3-R6

Compose and distribute an "Air Force Academy Honor Packet" to all newly accepted cadets prior to their arrival at the Air Force Academy. This honor packet would cover the Honor Code (but not the Honor System), its origins, history, and development, as well as its functional importance both to the profession of arms and to cadets as future officers in the U.S. Air Force.

A3-R7

CSAF should direct a review within 12 months of approval of this report to ascertain progress in strengthening the health and status of the USAFA Honor Code and Honor System. The review will produce a written report of the findings of the review for the U.S. Air Force Chief of Staff within 14 months of approval of this report.

Recommendations

In order to strengthen the culture of honor at the Academy, significant improvements must occur to the system of honor education. The Task Force recommends implementation of the following items to achieve this end.

A3-R1

Reorient cadet honor education to emphasize full cadet ownership and internalization of the Honor Code by:

1. Using case method analysis as the primary teaching instrument throughout all levels of cadet education, with particular

emphasis upon the principles of non-toleration and trust.

2. Conducting a comprehensive overhaul of the focus of cadet honor education; focus must be upon the positive, character-building aspects of the Honor Code.
3. Expanding the Honor Code's "positive principles" from six to seven,²⁹ adding the value of "trust."
4. Providing BCT squadron cadet military training instructors with training on how to "militarily train" new cadets on the importance of both team and peer loyalty.

²⁹ The Task Force is also considering the fifth and sixth principles arising from the Honor Oath—duty and integrity.

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5. Allowing for supplemental officer honor instruction during formal cadet honor education to increase its “real world applicability,” especially during BCT.
 6. Increasing both the amount and frequency of formal and informal honor instruction at the Academy.

Use Case Method in Cadet Honor Education. *After fourth class BCT, use of case method analysis as the primary teaching technique is strongly recommended.* Personal engagement and intellectual involvement in the subject matter cannot be avoided when employing this method of instruction. Role-playing and other instructional techniques designed to further engage cadets in active participation are also suggested. *The Task Force considers the shift to case method-based honor and ethics instruction to be its most important recommendation.*

The Task Force fully appreciates the tremendous initial burden placed on the Air Force Academy to reorient honor presentations from the lecture format to predominantly case method instruction. Cases are hard to identify, can be difficult to research, take great skill to write, require reoriented teaching techniques in the classroom, and need constant refreshment to remain viable and useful.

However, honor is more than theoretical, more than an academic discipline taught at a military academy. It is a U.S. Air Force and military professional core virtue and a way of life central to the profession. Consequently, honor must be taught and lived in the context of military culture, seen to be central to the military mission, and understood as fundamental to the role and responsibilities of an officer. Case method instruction is both necessary and a fundamental requirement for the Task Force’s recommended transition toward a predominant focus upon the positive aspects of honor and the Honor Code at the Academy.

Comprehensive Overhaul of the Focus of Cadet Honor Education. The focus at all levels of cadet honor education should be upon the meaning/relevance of the Honor Code as a code of personal conduct of intrinsic importance to the professional Air Force. Although an emphasis would be placed upon the Honor System during BCT in order to baseline cadets’ perceptions and expectations of cadet behavior while at the Academy, the predominant focus of the remaining four-year cadet honor education must be upon the positive, character-building aspects of the Honor Code.

The cases developed for cadet honor teaching should (1) allow for development and discussion of the principles mentioned earlier, particularly trust (discussed below) and non-toleration, and should include the addition of case situations external to the Academy to illustrate their importance and (2) emphasize honor’s role and importance in maintaining loyalty to peers as well as loyalty to the principles honored by the profession of arms. Cadets must understand and embrace the fact that tolerating the conduct of an officer (cadet) who violates the principles of honor and trust contaminates the integrity of the organization, risks compromising mission effectiveness, and jeopardizes public confidence in the military profession.

Expand the Current Set of “Positive Principles” via Incorporation of the Value of “Trust.” The Task Force recommends the addition of “trust” as the seventh positive principle underlying the Honor Code. Cadet honor education, in its emphasis of Honor Code over Honor System, should necessarily discuss the principles underlying the Honor Code and the Honor Oath: honesty, fairness, respect, support, duty, and integrity. In so doing, cadet honor instruction should also make the case that trust is the end result of these principles of honor; when properly functioning in unison (i.e., when honesty, fairness, respect, support, duty, and integrity are commonly shared by those inside the Air

Force), trust is the salutary outcome. Cadet honor education should ultimately emphasize trust as the key outcome of the character-building effort: trust that there is honesty and integrity in the officer corps, trust that matters will be handled fairly, and trust that what will be done is proper, moral, and ethical. This will form the basis of cadet understanding of the ultimate outcome of trust within the military profession: entrusting one's life to another while engaged in defending the national security interests of the United States.

Military Training. Teach BCT squadron cadet military training instructors how to "militarily train" new cadets on the importance of team and peer loyalty, yet at the same time, the importance of honor and non-tolerance. The focus should emphasize the consistency between team/peer loyalty and the Honor Code's basic tenet of commitment to honor and non-tolerance. This matter should be reemphasized to all fourth classmen after "Recognition/Spring Break" to prepare them for their third class role as assistants to second class military trainers and should continue throughout the third class year. This will help prepare third class cadets for their second class role as primary military trainers for incoming fourth classmen. Officer honor instructors (see below) participating with the cadet honor instructors would also receive this military training prior to their instruction of cadets during BCT. This approach should largely eliminate the cadet-perceived contradiction between the ethic of loyalty to peers and loyalty to the institution/profession of arms.

Basic Cadet Training (BCT) Honor Instruction by Cadet Honor Representatives with Supplemental Officer Instruction. Given the focus of BCT honor instruction upon the meaning/relevance of the Honor Code, cadet honor representatives would remain the primary honor instructors, supplemented by officer instruction to augment cadet instruction and increase "real

world applicability" of BCT honor instruction. The Academy Honor Officer would be responsible for designating officers, preferably field-grade with operational/leadership experience, to function as "guest lecturers," using actual cases and situations to provide BCT cadets with "real world"/practical examples of the fundamental importance of honor in the U.S. Air Force. This relationship between cadet honor representatives and officer honor instructors serves as the foundation for an enriched sense of cadet ownership by providing for a more positive understanding of honor.

However, time will be critical in enabling this recommendation to unfold, and a transition period³⁰ will be necessary to put this broad and encompassing sub-recommendation in place. During the next several months and likely extending over one to two years, the following issues must be addressed prior to the complete realization of cadet-led BCT honor instruction: (1) cadet honor representatives and Academy officers must be retrained in order to articulate the positive aspects of honor to the Cadet Wing as well as the functional military requirement for honor in the profession of arms, and (2) cadet and faculty/staff honor education must undergo a comprehensive overhaul in order to reflect the Task Force's recommended focus upon the Honor Code as a code of personal conduct.

This latter issue requires the incorporation of an improved (1) balance between Honor Code and Honor System discussion, (2) understanding of the Honor Code's main principles, and (3) ability of cadets and officers to articulate the message of the fundamental relevance of honor to BCT cadets. The Task Force also recommends

³⁰ The Task Force recognizes that both the decision and necessary time table for implementation of this initiative is the province of the USAFA Superintendent. However, the Task Force offers a one-to two-year time table, considering the issues noted in the discussion that follows.

supplemental officer honor instruction to assist in this transition. This officer-led instruction recommendation is separate and distinct from the earlier recommendation for periodic “guest lecture” instruction by officers, as outlined above. The Superintendent, on the advice of the Academy Honor Officer, will determine how this recommendation is to be implemented and will similarly decide when it is to be terminated, presumably as soon as practicable.

Once cadet honor education is reoriented and cadet honor representatives are appropriately trained, cadets would once again assume full responsibility for cadet honor instruction during BCT. This is in keeping with the Task Force and Senior Review Panel’s strong feelings that the Honor Code should and must be cadet-owned and administered.

The Task Force seeks to emphasize the point that supplemental officer honor instruction would remain a viable instruction option with cadet honor education, outside the recommended usage during BCT. This is based on officers’ proven ability to provide “real world applicability” to the value of honor and cadets’ expressed desire for increased interaction and discussion with officers who possess operational Air Force experience.

Increase the Amount of Honor Instruction. In addition to a revised honor curriculum, both the amount and frequency of honor instruction, formal and informal, must be increased. Further, the notion and role of honor must be actively inculcated into all aspects of cadet life, (i.e., academic classes, athletics, etc.). This is vital in order to infuse honor into the entire cadet experience.

A3-R2

Implement a uniform standard of honor instruction for all USAFA faculty/athletic/military staff and all new Academy

personnel having direct, official contact with cadets. Three major changes are recommended:

1. Separate the New Faculty Honor Orientation briefing from the general slate of in-brief topics, and provide a separate venue for in-depth discussion of the Cadet Honor Code and System.
2. Refocus faculty and staff honor instruction toward the intent and principles of the Honor Code.
3. Establish and maintain an ongoing, standardized honor dialogue throughout the entire faculty/staff experience at the Academy, which not only informs them on the Honor Code and System but also emphasizes their role model responsibilities.

The New Faculty Honor Orientation briefing must be separated from the general slate of in-brief topics and should be followed by the creation of a separate honor instruction venue. This venue would be oriented toward establishing a solid working knowledge among Academy faculty/staff/personnel required to work directly with cadets and would provide for an expanded examination and discussion of honor, the Honor Code, and the Honor System.

The focus of faculty/staff/personnel honor instruction must also be reoriented. Instruction should be focused upon the intent and principles of the Honor Code using the case method of teaching to emphasize key principles. This instruction should also include familiarization with the duties and responsibilities of the Wing Honor Board. Cadet honor representative instruction of Academy faculty/staff/personnel and athletic coaches is also recommended.

After initial orientation, the Academy must also maintain ongoing, standardized honor dialogue throughout the faculty/staff experience at the Academy in order to:

- Ensure faculty/athletic/military staff members are up-to-date on the latest honor issues.
- Provide continuing dialogue as required to bring faculty/staff up to a uniform level of knowledge; additional instruction may be required for non-graduate faculty/staff.
- Assist/support academic, athletic, and military departments in developing venues and opportunities to address honor in all aspects of cadet life, (e.g., academic classes, athletics, informal settings, and recruiting).
- Provide a formal Dean of Faculty-sponsored forum for faculty understanding of the difference between limiting cadet “temptation” opportunities and testing cadets’ honor. Order and discipline matters need to be clearly distinguished from honor matters and understood by everyone—cadets, faculty, and staff.
- Ensure faculty/athletic/military staff understand their roles and responsibilities as the “living litmus test” against which the members of the Cadet Wing will measure honor instruction. For instruction to be effective and for the Cadet Wing to fully embrace the concepts and ideals underlying the Honor Code, they must see that what is taught has real-life application beyond the exhortations of outside speakers and is fully reinforced in the conduct of Academy officers.

The above measures help ensure consistent levels of understanding among faculty/staff/personnel at the Academy, enable them to articulate and support the importance of honor before cadets, and thereby strengthen the USAFA culture of honor.

A3-R3

Restore the Center for Character Development (CCD) to its original purpose as the Air Force Academy’s single point organizational focus for honor and character

development. Four major changes are recommended:

1. Rename the organization as the “Center for Honor and Character Development.”
2. Combine the Honor and Honor Education Division with the Character and Ethics Division.
3. Remove the human relations function and division from the CCD and transfer it to the USAFA Directorate for Personnel.
4. Eliminate the Curriculum and Research Division of the CCD; reconstitute the Division as a robust honor and character development research function tasked with developing the studies for case method instruction.

Rename the Center for Character Development as the Center for Honor and Character Development (CHCD).

Renaming the Center to the Center for Honor and Character Development signals leadership commitment to change and the intent to assign new responsibilities. Combining honor and character development in the title also signals leadership’s view that honor and character development have an inextricable relationship. Reorganization also allows leadership to review and reconsider all other responsibilities previously assigned.

The intent of the reorganization is to fuse honor and character development work at the Academy, focusing the expertise under one directorate. This new division would work closely with the newly created research division as well as provide general oversight in the development of cases, case materials for curriculum use, and skilled facilitators for instruction using the case method. In this revised organizational structure, the Center for Honor and Character Development would be solely concerned with those programs and processes that relate specifically to the honor curriculum, case research and development, and the teaching of honor, character, and ethics—the three integral facets of the USAFA character development effort. As a

corollary matter, it is important to note that the Character Development Commission (CDC) would continue to function as the “architect” of the larger USAFA character development effort, maintaining present organizational ties and responsibilities.

The Task Force suggests that the new Center be tasked to perform the following functions:

- Combine the Honor and Honor Education Division with the Character and Ethics Division.
- Develop cadet written honor cases and other cadet instructional material.
- Perform research in support of developing written honor case material.
- As directed, maintain records and statistical materials, including metrics and other cadet honor performance-related data.³¹
- Oversee the cadet honor case process on behalf of the Commandant.
- Provide and staff a “laboratory” for the development of facilitators skilled in case method instruction.

It is important to note the intended role of the Academy Honor Officer in this revised edition of the Center for Honor and Character Development. Under the overall supervision of the Superintendent, the Academy Honor Officer would be responsible not only for (1) providing policy guidance and oversight to the CHCD, (consistent with the Academy Honor Officer’s duties noted in A2-R2), but he/she would also (2) serve as the

Superintendent’s agent for oversight of the program and process of the CHCD. The Director of the CHCD would be accountable to the Commandant but would keep the Academy Honor Officer informed. This relationship ensures cross-communication between the Office of the Commandant of Cadets (the organizational leader of the CHCD) and the Superintendent, ultimately accountable for Academy honor matters.

Eliminate the Human Relations Division of the Current CCD. It is the Task Force’s understanding that the original reason for including human relations within the CCD was related to the challenge of accepting women into the Cadet Wing. We believe that this challenge is well behind the Academy and no longer justifies its being assigned as a Cadet Wing function. Accordingly, the Task Force recommends reassigning human relations instruction and administrative functions and tasks to the USAFA DCS/Personnel. This function should be performed under the USAF function umbrella rather than within the AFCW structure.

Eliminate the Curriculum and Research Division; Create a Strong Case Research Division. The Curriculum and Research Division would be eliminated as part of the organizational structure of the CHCD, followed by the creation of a robust honor and character development research function. Key to the Task Force’s strongest recommendation to provide all honor and character development instruction employing the case method format is the creation and effective functioning of a robust case research and writing function and the capability to teach case method in the classroom. The tasks of researching and developing case material and their writing in an instructional format to bring out the desired learning outcomes have already been noted as challenging and difficult processes. Effectively implementing and discharging this function is the foundation of the recommended Task Force transformation.

³¹ In order to achieve much of the performance-related focus of the Center for Honor and Character Development, the Task Force recommends, in accordance with the views and opinions expressed in the May 2000 Character Development Review Panel, the development of various character and honor performance-related assessment mechanisms to measure the status and health of the Air Force Academy character development program. The specific assessment mechanisms are further described in Chapter V.

Special leadership focus and selective initial manning will be required to maximize chances for successful implementation of case method instruction.

A3-R4

Eliminate the current USAFA recoupment policy for cadets who have been disenrolled from the Academy following the finding of an honor violation.

It is the strong opinion of the Task Force that the current recoupment policy utilized by the Academy, one requiring financial compensation by cadets who have been disenrolled from the Academy, is of limited utility and improperly assigns financial liability to dismissed cadets whose only financial “commitment” was indirectly acquired by their admission to the Air Force Academy. More importantly, this policy fails to strike at the heart of the core purpose and mission of the Air Force Academy: developing honorable officers of character for a lifelong commitment of service to the nation. A cadet determined to have not met the honor and ethics standards at USAFA should be dismissed without further prejudice; he/she is unsuited to further United States Air Force service. Accordingly, given the Academy’s commitment to the Air Force’s Core Values of Integrity First, Service Before Self, and Excellence in All We Do, the Task Force believes the most prudent policy in handling cases where cadets have been disenrolled from the Academy for honor/ethics cause is to provide for their prompt dismissal from the Air Force Academy and the U.S. Air Force and release them from any recoupment liability of educational costs incurred while at the Academy.

A3-R5

Rewrite the Academy’s Mission Statement to focus on the U.S. Air Force’s Core Values of honor, integrity, and selfless career service.

This revision would include references to the importance of honor and integrity in preparing cadets for a career of selfless service in the Air Force and a lifelong commitment to serving the nation. The intent is to create a direct link to the Air Force’s Core Values, buttress the Academy’s commitment to the development of honorable officers of character, and eliminate the perception that the Air Force Academy’s primary role is the development of pilots for U.S. Air Force service. Previous comments regarding “trust” also pertain.

A3-R6

Compose and distribute an “Air Force Academy Honor Packet” to all newly accepted cadets prior to their arrival at the Air Force Academy. The purpose of this honor packet would be to baseline prospective cadets’ understanding of the importance, purpose, and relevance of honor to the profession of arms, and the Honor Code at the Air Force Academy. Two main suggestions are involved in this recommendation: (1) distribution of this packet would occur prior to prospective cadets’ arrival to the Air Force Academy, and (2) the Packet would cover the Honor Code (but not the Honor System), its origins, history, and development, as well as its principle importance to the profession of arms and to cadets as future U.S. Air Force officers.

The packet would be distributed separately from all other informational packets currently distributed to newly identified cadet candidates and would serve as a means for prospective cadets to reflect on honor and the Honor Code prior to reporting to the Air Force Academy for BCT.

A3-R7

CSAF should direct a review within 12 months of approval of this report to ascertain progress in strengthening the health and status of the USAFA Honor Code and Honor

System. The review will produce a written report of the findings of the review for the U.S. Air Force Chief of Staff within 14 months of approval of this report.

Conclusion

The Task Force strongly recommends that these recommendations be viewed and implemented in a broad and comprehensive fashion. The Task Force believes that implementing these recommendations as a coherent set will more clearly focus the Academy's attention on its primary role of developing officers of character for service in the United States Air Force while improving

the character development outcome at the Air Force Academy. In addition, these recommendations should serve as the primary means for reducing and eventually eliminating the cynicism currently evident between the Cadet Wing and the members of the faculty and staff. This will help alter current cadet-officer interaction from mutual suspicion to respect and admiration, and should provide both groups with the understanding that U.S. Air Force officers—both present and future—are members of one body, of which honor, integrity, character, and trust form the lasting foundation for our association in the profession of arms.



U.S. AIR FORCE

Introduction

From its very beginnings, Honor has been an important part of cadet education and development at the United States Air Force Academy (USAFA). In 1956, members of the Cadet Wing, realizing the importance of honor, voted to permanently adopt the Honor Code then in use by the cadets at the U.S. Military Academy (USMA) at West Point, New York. Over time, the Code was modified slightly to its current formulation:

We will not lie, steal, or cheat, nor tolerate among us anyone who does.

The Honor Code represents the minimum standard of acceptable behavior for all U.S. Air Force Academy cadets. The Honor Code helps instill in future Air Force officers the professional military ethic and prepares them to live the Air Force's Core Values:

Integrity First, Service Before Self, and Excellence in All We Do.

In an interview conducted for this study, former Air Force Chief of Staff, General (Ret) Ronald R. Fogleman, who implemented the Core Values during his tenure as Chief of Staff, stated:

“Core Values are a reflection of fundamental character. Without character, you cannot teach honor. With their introduction into the military, young people need to understand why it is important that

your word is your bond, and the importance of a job performed well.”

Purpose of This Study

The Honor Code was originally instituted by the cadets, to be administered by the cadets, as a means of maintaining high personal standards for the cadet corps and inculcating the professional military ethic required of Air Force officers. However, recent events at the Academy have raised concerns in senior Air Force leadership concerning the health and status of the Honor Code and System at the Air Force Academy.

In January 2000, Secretary of the Air Force F. Whitten Peters overturned the expulsion from the Air Force Academy of a first class cadet.

This cadet was twice accused of violating the Honor Code by lying but was exonerated in both cases by the Wing Honor Board. He was later expelled from the Academy for poor academic performance. In his appeal to the Secretary, the cadet contended his academic performance had suffered because he was forced to spend an inordinate amount of time and effort refuting his alleged violations of the Honor Code. An internal review conducted after the incident found negative attitudes by some members of the Air Force Academy faculty toward the Honor System

and a conflict of interest by a professor who brought allegations against this cadet and then sat in on his Honor Board. In response to this incident and its aftermath, Secretary Peters ordered that professors who allege violations recuse themselves from Honor Board proceedings and requested more training for faculty, as well as an independent review of the Honor System.

In September 2000, the Chief of Staff of the Air Force (CSAF), General Michael E. Ryan, asked General (Ret) Michael P.C. Carns, former Vice Chief of Staff of the Air Force (VCSAF), to lead this independent study of the Honor Code and System, as well as the conditions surrounding them, at the Air Force Academy. General Carns was asked to provide any and all recommendations that he deemed necessary to restore cadet, faculty, staff, officer graduate, senior Air Force leadership, and public confidence in the Honor Code and System.

Report Structure

This report contains six chapters and six appendices. Chapter I contains an overview of the U.S. Air Force Academy Honor Climate Assessment study. Chapter II contains a discussion of the methodology employed by the Academy Task Force in conducting this study. Chapters III, IV, and V

provide an in-depth analysis of the specific findings, conclusions, and recommendations of the Academy Task Force. Chapter VI contains a summary statement of the Academy Task Force, including the main points the Task Force seeks to emphasize as well as the recommended guidelines for implementing the initiatives included in this report.

Appendix A contains the biographies of the Academy Task Force members. Appendix B contains a sample questionnaire and personal interview sheet used in the cadet, faculty, and staff interviews at the Air Force Academy. Appendix C contains background information covering the origins of military honor codes, the history and evolution of the USAFA Honor Code, and an in-depth explanation and comparison of the honor case processes at the U.S. Air Force Academy, U.S. Military Academy, and U.S. Naval Academy. Appendix D contains U.S. Air Force Academy honor data covering the 1989–2000 time period compiled by the Academy’s Center for Character Development. Appendix E contains an article from the *New York Times Magazine* entitled “The Ethicist: Honor Bound” by columnist Randy Cohen. Appendix F contains an in-depth examination of the Task Force’s recommended approach to case method instruction at the Air Force Academy.

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Appendix A contains the biographies of the Academy Task Force members. Appendix B contains a sample questionnaire and personal interview sheet used in the cadet, faculty, and staff interviews at the Air Force Academy. Appendix C contains background information covering the origins of military honor codes, the history and evolution of the USAFA Honor Code, and an in-depth explanation and comparison of the honor case processes at the U.S. Air Force Academy, U.S. Military Academy, and U.S. Naval Academy. Appendix D contains U.S. Air Force Academy honor data covering the 1989–2000 time period compiled by the Academy’s Center for Character Development. Appendix E contains an article from the *New York Times Magazine* entitled “The Ethicist: Honor Bound” by columnist Randy Cohen. Appendix F contains an in-depth examination of the Task Force’s recommended approach to case method instruction at the Air Force Academy.

Study Approach

Following the directive of the Air Force Chief of Staff, General Michael P.C. Carns assembled an Air Force Academy Task Force composed of eleven active duty Air Force officers from the Washington, DC, area to advise him over the course of this study. These officers, listed in **Table 1**, represent different ethnic, racial, and religious backgrounds; range in rank from Captain to Brigadier General; represent all three major commissioning sources (Air Force Academy,

Officer Training School and Reserve Officers' Training Corp) and include fighter pilots with combat experience, airlift, helicopter, and reconnaissance pilots, space operations, and missileers; as well as support officers in medical, logistics, communications, acquisitions, legal, and personnel fields. These officers were involved in all Task Force meetings. (Brief biographies of each Task Force member are located in Appendix A.)

Table 1. Academy Task Force Members

Member	Sex	Comm Source	Eth	Title / Duty Title
Gen (Ret) Michael P.C. Carns	M	USAFA	Cau	Academy Task Force Chairman / Former VCSAF
Brig Gen Teresa M. Peterson	F	ROTC	Cau	Director, Transportation / C-141 Pilot
Col John W. Hesterman	M	USAFA	Cau	Special Assistant, ACJCS / F-15 Pilot
Col Jan Marc Jouas	M	USAFA	Cau	Chief, Euro NATO Division / F-16 Pilot
Col John S. Baxter	M	ROTC	Cau	CC, Aerospace Medical Flight / Physician, Law Degree
Col Daniel S. Adams	M	USAFA	Black	Dep Div Ch, Weapons Sys Div / Missileer
LtCol Glenn Payne	M	USAFA	Black	AO, Def Info Sys Network / Communications Officer
LtCol Dana Born	F	USAFA	Cau	CC, 11 MSS / Personnel Officer
Maj Patrick Kumashiro	M	OTS	Asian	Chief, Maint Integ Log Trans / Maintenance Officer
Maj Kevin Toy	M	OTS	Asian	Aircraft Engine CIP PEM / Acquisition Manager
Capt Kelly Martin	F	ROTC	Cau	Air Force Intern / KC-135 Pilot
Capt David Harris	M	ROTC	Cau	Air Force Intern / AC-130 Navigator

Initial Academy Task Force Meeting

On October 2–3, 2000, the Academy Task Force assembled for its initial meeting. After members reviewed their tasking and project work plan, they heard a series of presentations from the following distinguished ethicists and legal experts inside and outside the Air Force in order to gain insight into the potential issues that may be frustrating the Air Force Academy's attempt to inculcate a sense of virtue and honor within the Cadet Wing:

- **Father John Langan**, Rose Kennedy Professor of Christian Ethics, Kennedy Institute of Ethics, Georgetown University, Washington, DC.
- **Dr. James Toner**, a distinguished author on military ethics and Professor of International Relations and Military Ethics, U.S. Air War College, Maxwell AFB, AL.
- **Major General Thomas J. Fiscus**, Deputy Judge Advocate General, The Pentagon, Washington, DC.
- **Lieutenant Colonel Ken Stavrevsky**, Professional Programs Officer, Office of Chaplain Services, Bolling AFB, DC.

Based on these presentations, Task Force members learned of the basic shift in social mores and contemporary American values from the 1950s to the present. This shift is reflected in the entrenchment of the ethical relativist point of view within U.S. society, a point of view manifested in the relative strength of the American anti-institutional bias, commitment to tolerance, wide cynicism regarding moral possibilities, and adolescents' general non-desire for accountability. These factors combine to produce an adolescent mindset that remains fundamentally hostile to the basic spirit of an Honor Code, due to the Honor Code's strict requirements for non-toleration by individuals who hail from a fundamentally tolerant society. This

preexisting mindset was identified as an element potentially frustrating the U.S. Air Force Academy's (USAFA) attempts to inculcate a sense of honor within the Cadet Wing.

Also identified was the basic influence and penetration of legalism into the USAFA Honor Code. The rise of legalism poses a problem because it provides cadets the opportunity to evade the specific behavioral prescriptions contained within the Code, thereby degrading the Honor Code's ability to facilitate morally upright behavior. When combined with cadet fears of making a mistake due to the perceived severity of sanctions under the current Honor System, Task Force members learned that cadets would adopt an informal "don't ask, don't tell" policy as regards honor violations, similarly eroding the character development capacities of the USAFA Honor Code as well as the overall effectiveness of the Honor System.

In addition, Task Force members received extensive presentations on Honor Code trend data. These presentations documented several areas of concern regarding the current health and status of the Honor Code. Specifically, Task Force members viewed data documenting the following: (1) over 40% of cadets currently believe the health of the Honor System is "marginal" or worse; (2) since 1996 (when data for this particular trend was first available), cadets have increasingly viewed the non-toleration clause of the Honor Code as ineffective in instilling ethical responsibility and accountability in the Wing; (3) over 50% of cadets at least slightly believe the Honor System has too much officer involvement, and, on average, approximately 28% of cadets agree or strongly agree there is too much officer involvement; (4) there is a decreased tendency for cadets to be accused of an honor violations after they transition into their second class year; (5) third and fourth class cadets are more likely to get

probation, while second and first class cadets are more likely to be disenrolled if found in violation of the Code; (6) virtually no cadets have been reported for “tolerating” since 1988 (with the exception of the 1996–1997 academic year), and there have been no toleration cases by cadets from all class years since the 1996–1997 academic year; (7) the proportion of honor violations reported by Academy staff has increased over the last five years, while the proportion of violations reported by cadets has decreased over the same period; and (8) of the honor violations reported by academic department personnel, by far the most are reported by the Computer Science, Law, Chemistry, Athletic, Aeronautics, and English Departments.

As a consequence of the above findings, the Task Force then outlined a series of prospective areas of research, or climate assessment areas, including the following four issues: (1) the basic focus of USAFA honor instruction; (2) cadet attitudinal shifts, with specific emphasis placed on toleration, expectation of leniency, probation/rehabilitation, ownership of the Honor Code, and allegiance to friends versus the Honor Code; (3) philosophical congruence between the USAFA and U.S. Air Force regarding the instruction of honor and commitment to honor as a core value; and (4) the average “prosecution” time for an honor case. The Task Force then determined the need to conduct interviews with cadets, faculty, and

staff at the Air Force Academy and enlisted contractor support staff to aid in this process.

Interview Process at the Air Force Academy

The contractor support staff developed a questionnaire and open-ended interview questions for use in determining cadet, faculty, and staff attitudes toward the Honor Code and System (see Appendix B). Contractor personnel administered the questionnaire and conducted interviews at the Air Force Academy between October 17 and November 4, 2000. **Table 2** presents an overview of the cadets, faculty, and staff used in the interviews.

Table 2. USAFA Questionnaire and Interview Sample Size

Cadets – First Class	32	Faculty	17
Cadets – Second Class	37	Staff	15
Cadets – Third Class	45		--
Cadets – Fourth Class	33		--
Total Cadets	147	Total Sample	179

Every effort was made to ensure that the cadet sample was representative of the Academy as a whole. The overall sample size is statistically significant. **Table 3** illustrates the demographic breakdown of the 147 cadets interviewed for this study.

Table 3. Demographic Breakdown of Cadets Interviewed

	Male	Female	White	Black	Hispanic	Asian/Pacific	Native American	Other	Athlete	Honor Rep	Probationary*	Attended Prep School
Cadets – First Class	27	5	28	0	4	0	0	0	4	4	4	4
Cadets – Fourth Class	28	5	29	1	1	2	0	0	7	0	0	8
Cadets – Second Class	30	7	31	3	1	1	0	1	7	3	6	4
Cadets – Third Class	41	4	38	2	1	1	0	3	16	1	7	6
Total	126	21	126	6	7	4	0	4	34	8	17	22

*The term “Probationary Cadet” refers to those cadets who were either currently enrolled in or had previously been enrolled in the Honor Probation program at the Air Force Academy.

Following the completion of the questionnaire/interview process, data was developed for analysis and subsequent presentation to the Task Force. (Data from these activities can be found in the subsequent chapters of this report.) The contractor support team also completed a comparative analysis of the Honor Systems at the Air Force Academy, U.S. Military Academy, and U.S. Naval Academy using open source information (see Appendix C).

Second Task Force Meeting

The Academy Task Force reassembled December 11–12, 2000, and reviewed the research findings from the questionnaires, interviews, and comparative analysis of Honor Systems of the three major service academies.

The data from the USAFA interviews was divided into the following eleven focus areas:

1. Overall Honor Code/System
2. Impact of the Honor Code on the Academy
3. Reason the Honor Code Works
4. Fairness: Gender, Minority, Athlete Issues
5. Officer Involvement
6. Honor System: Legal and Time Issues
7. Non-Toleration Clause
8. Punishments for Violations
9. Honor Representatives
10. Honor Education and Training
11. Impact on the Air Force

Following presentations on each of these focus areas and the comparative analysis of the three primary service academies, Task Force members developed preliminary recommendations and arranged them within the following climate assessment areas:

1. Cadet Confidence in the Honor Code and Honor System

2. Cadet Ownership of the Honor System
3. The Culture of Honor at the Academy

Following the meeting, contractor support staff continued to develop and refine the recommendations in close consultation with the Task Force Leader.

Third and Fourth Task Force Meetings

The Task Force reassembled for a one-day meeting on January 11, 2001, to review and further refine the recommendations. This was followed in March 2001 by a brief meeting to allow Task Force members to review and comment on the final draft recommendations.

Senior Review Panel

General Carns organized a meeting of retired Air Force senior leaders on March 23, 2001, to examine the findings and recommendations of the Task Force. The following individuals were part of the Senior Review Panel:

- **John Michael Loh**, General, USAF, Retired
- **Trevor Hammond**, Lieutenant General, USAF, Retired
- **Susan Pamerleau**, Major General, USAF, Retired
- **Sheila Cheston**, Former Air Force General Counsel.

Members of the Senior Review Panel listened to the findings, conclusions, and recommendations of the Task Force and provided input to both General Carns and the contractor support team. The Review Panel was in general agreement with the Task Force.

Independent General Officer Consultation

As a final step in the review process, the Task Force consulted with three retired senior U.S. Air Force general officers. The following individuals made up the review team:

- **Robert J. Dixon**, General, USAF, Retired
- **Larry D. Welch**, General, USAF, Retired
- **Bradley C. Hosmer**, Lieutenant General, USAF, Retired, Former Superintendent of the U.S. Air Force Academy.

These individuals provided independent comments to the Task Force for its consideration. All three of the retired senior Air Force leaders were in general agreement with the findings, conclusions, and recommendations of the Task Force.

The following three chapters, divided along the previously cited climate assessment areas, contain the main findings, conclusions, and recommendations of the Academy Task Force.

Findings and Recommendations

The following three chapters contain the findings and recommendations organized by major climate assessment area:

- Climate Assessment Area One: Cadet Confidence in the Honor Code and Honor System
- Climate Assessment Area Two: Cadet Ownership of the Honor System
- Climate Assessment Area Three: The Culture of Honor at the Academy

The members of the Air Force Academy Task Force unanimously support the Honor Code and believe it is a critical part of the development of cadets at the Academy. Honor is a timeless and necessary quality for those serving in the armed forces – it serves as the fundamental basis for the professional military ethic. Fundamental to the professional military ethic is the requirement for officers to self-regulate. Unlike nearly every other profession, members of the military are authorized by the government to use deadly force in the conduct of their operations. In this capacity, they may be called upon to take human life and may put their lives and those of their personnel in harm's way. In a profession with such sober overtones, officers' character must be above reproach, their word must be their bond, and their actions must reflect the highest levels of integrity.



U.S. AIR FORCE

Climate Assessment

Area One: Cadet Confidence in the Honor Code and Honor System

This chapter contains the Task Force's findings from Climate Assessment Area One: Cadet Confidence in the Honor Code and Honor System.

Overview of the Academy Task Force Approach

The Task Force sought to assess the level of cadet and faculty/staff confidence in both the Air Force Academy Honor Code and Honor System. Recognizing the fundamental importance of the Honor Code as a means of integrating cadets into the professional military ethic, and the Honor System as the main support mechanism of the larger character development intentions of the Honor Code, a high level of confidence in both these areas was deemed integral to the overall success of character development efforts at the Academy.

Prior to conducting the cadet, faculty, and staff interviews at the Academy, the Task Force began this assessment by posing the following questions:

1. Do the USAFA's Cadet Wing, faculty, and staff recognize the importance of a persuasive commitment to honor and the Honor Code?
2. Do they recognize its centrality to the officer character development process?

3. Are they fully supportive of the Honor System that administers the Code?

Following these questions, a series of shorter, more specific questions were developed and administered to cadets, faculty, and staff during the questionnaire and personal interview portions of the October 2000 interviews at the Academy.

The following sections summarize the cadet and faculty/staff responses.

Overview of Cadet and Faculty/Staff Views on the Honor Code and System

Cadets' Views of the Honor Code

During the Academy interviews, cadets responded with general support for the USAFA Honor Code. **Figure 1** depicts the level of this support.

In general, cadets are outwardly supportive of the Air Force Academy Honor Code. The vast majority of cadets (93%) personally value the Honor Code, recognize its linkage to the Air Force's Core Values (86%), and generally believe the Honor Code is a valuable part of their experience at the Air Force Academy. In addition, cadets generally feel the Honor Code has a good impact on order and discipline at the Academy. Cadets appear to know the level of behavior expected of them under the USAFA Honor Code.

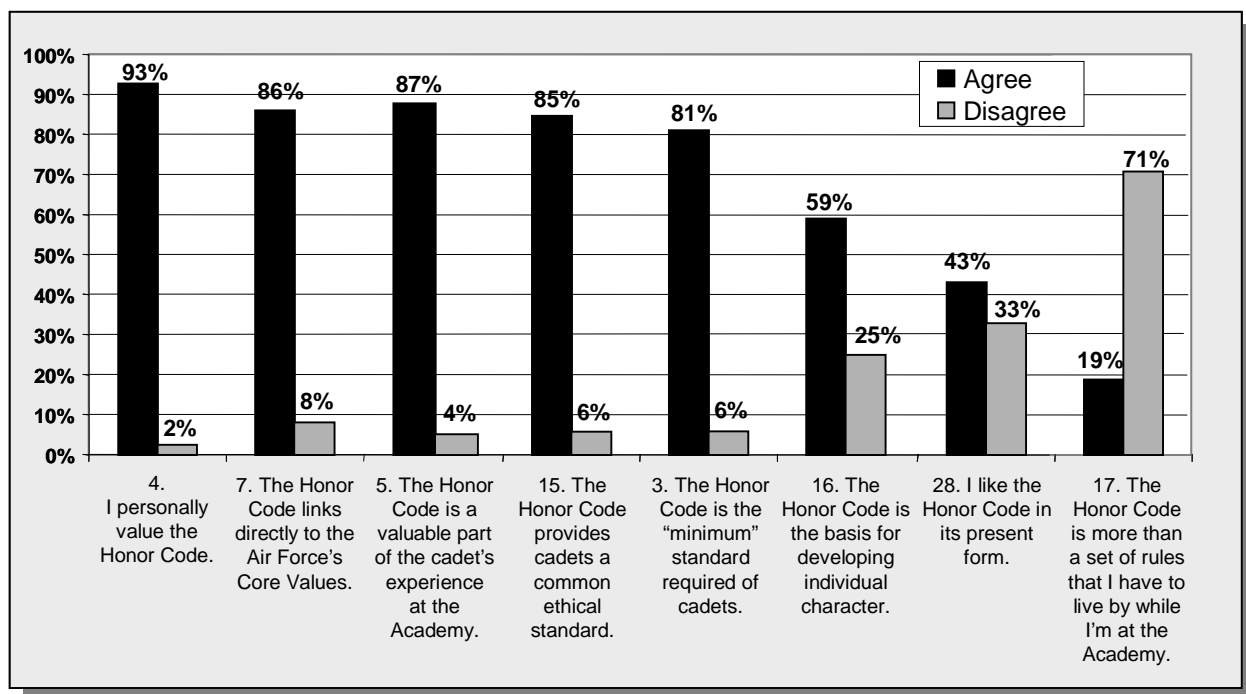


Figure 1. Cadet Attitudes Toward the Honor Code

Cadets feel that the presence of an Honor Code contributes to the high level of trust felt among members of the Cadet Wing. When asked what they like most about living under an Honor System, the response offered by all cadets was the pervasive trust experienced at the Academy. Repeatedly, cadets expressed positive feelings about the Honor Code by saying things like: “What a great feeling it is to be able to leave my door unlocked or my backpack lying around undisturbed.”³² Cadets demonstrate a clear knowledge of the behavioral demands imposed upon them by the Honor Code and enjoy the resultant level of trust that springs from this.

Additionally, cadets who have been on probation tend to be more inclined to see the

overall value of the Honor Code (**Figure 2**). When responding to the statement, “The Honor Code has made me a more honorable person than when I arrived at the Academy,” 75% of cadets who were/had been on probation agreed with the statement compared to only 49% of all cadets agreeing. This could be viewed as a testament to the positive impact that probation has on cadets who undergo it.

Despite the appearance of genuine cadet support for the Honor Code, members of the Cadet Wing expressed simultaneous frustration with the Code as well. This frustration was evident on three main issues. First, even though cadets recognized the benefits of living under an Honor Code, due to the Code’s provision of the highly praised “common ethical standard,” only 43% of cadets indicated they liked the Code in its present form (see **Figure 1**). Second, as noted in **Figure 3**, many cadets see the Honor Code as working against group cohesion and do not see it as having a positive impact on cadet morale.

³² Due to a recent rash of thefts, many cadets responded “Trust” and then qualified it by adding something like, “At least it was until I had all my money stolen out of my wallet recently.” Even then, most cadets like to believe it was an “outside worker” rather than a cadet doing the actual stealing. (USFA currently has a large number of contractors doing work on the buildings.) The Academy has subsequently directed all cadets to lock their doors because of the thefts.

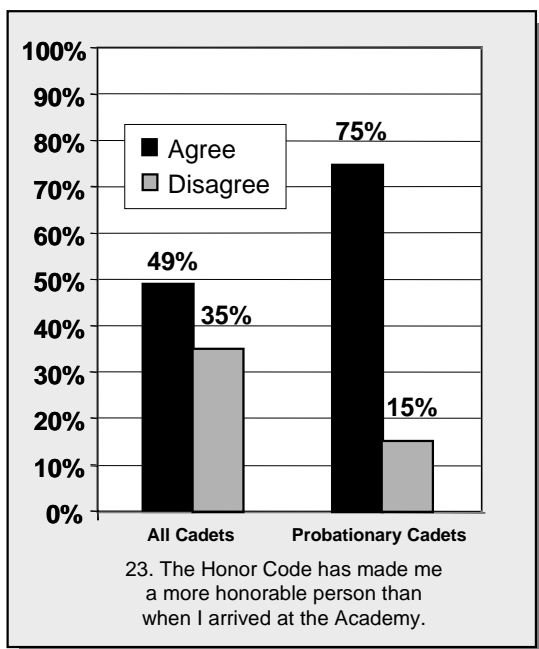


Figure 2. Probationary Cadet Responses to Question 23

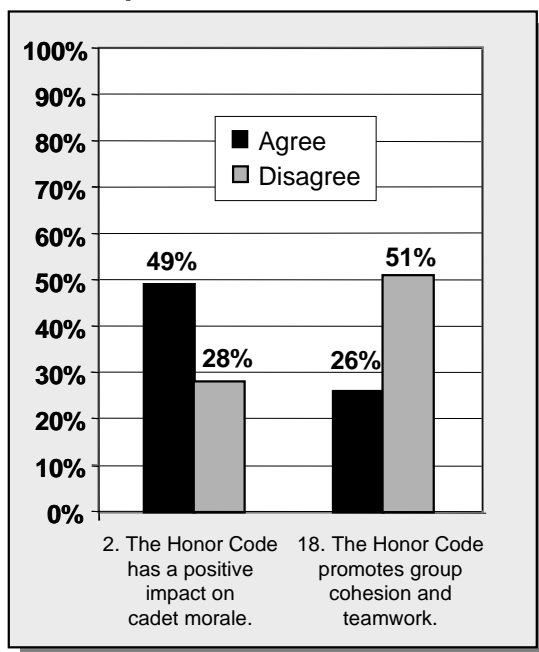


Figure 3. Cadet Attitudes Toward the Impact of the Honor Code

Third, many cadets expressed frustration with the living environment produced by the Honor Code. This would appear to contradict cadets' previous responses regarding many of the practical benefits of life under the Honor Code at the Air Force Academy. In responding to the question of whether the environment at the Academy was conducive

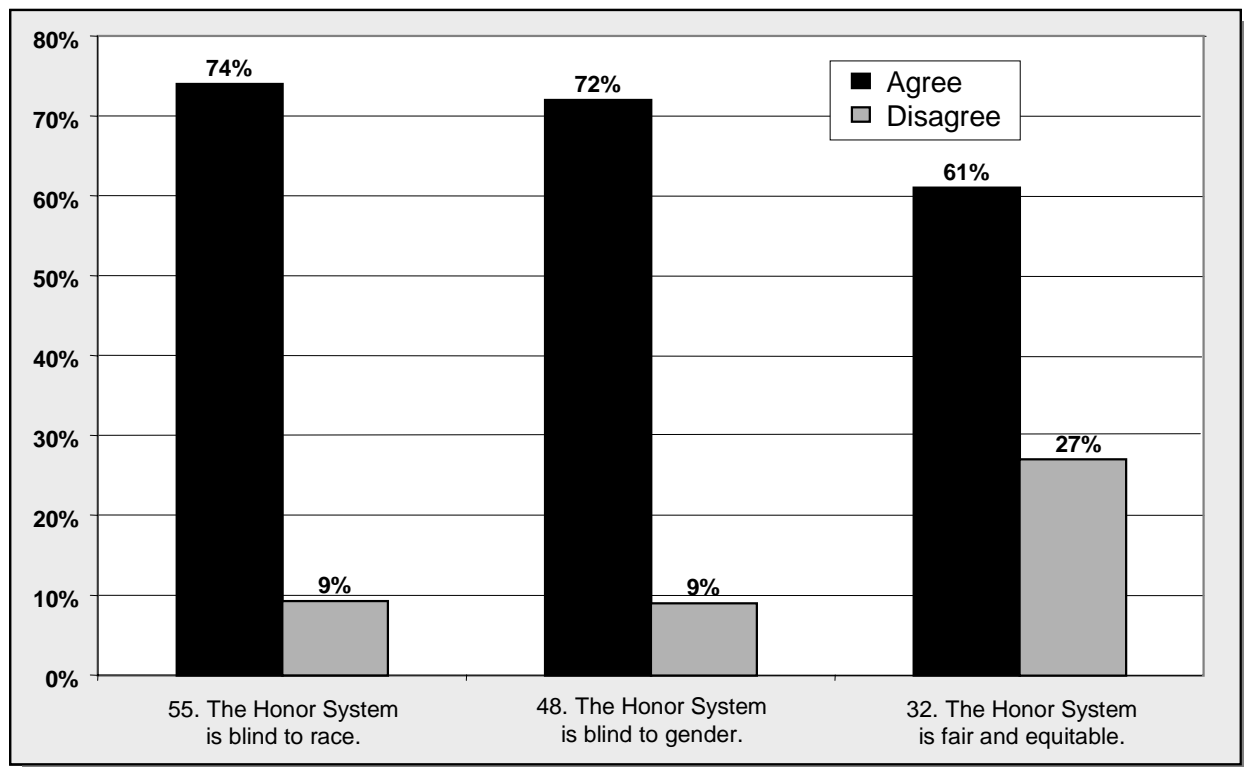
to living by the Honor Code, only 51% of cadets polled were in agreement. However, although the reason for this response is hard to determine, it appears as though the cadet response, as well as the seeming contradiction, is related to cadet concerns with the following two issue areas: (1) the non-toleration clause of the Honor Code (a subject to be addressed in a later portion of the report) and (2) various issues surrounding the Honor System. The following section discusses cadet views of the Honor System.

Cadet Views of the Honor System

Similar to cadet opinions of the Honor Code, USAFA cadets outwardly support the Air Force Academy's Honor System. Cadets seem to enjoy the sense of security that comes from living under an Honor System primarily because of the sense of trust felt within the USAFA community. In cadet responses to why they like living under an Honor System, the number one response by all four classes focused on this pervasive sense of trust felt by cadets at the Academy.

In addition, most cadets appear to believe in the fundamental "fairness" of the Honor System. During the interviews, 68% of the cadets believed the Honor System to be fundamentally fair. A total of 21% answered "depends," and another 10% believed the System was "unfair." Less than 1% were "not sure." Those who responded that they were "not sure" were primarily third and fourth classmen who had no prior experience with the honor case process or felt they did not have adequate information to answer this question.

As can be seen in **Figure 4**, cadets overwhelmingly believe the USAFA Honor System is blind to race (74%) and gender (72%). This finding was verified by author John H. Craigie, Major, USAF (Ret), an individual who has been studying both the United States Military Academy and Air Force Academy Honor Systems for the last



*Figure 4 graphs responses to the written survey given to cadets prior to individual interviews. The difference between the 61% who indicated the System was fair in the survey and the 68% who indicated they believed the Honor System was fair during the interview is believed to be negligible.

Figure 4. Cadet Attitudes Toward the Honor System*

three years. One of Major Craigie's central findings was that the Honor System at the Air Force Academy proved incredibly fair. According to Major Craigie, "...it did not matter what you were – male, female, Protestant, Catholic, athlete, or not – the outcome for cadets coming up on honor cases was the same." This finding is reflected in **Figure 5**.

Additionally, cadets seem to take comfort in the Honor System's "checks and balances" which ensure that those who are innocent will not be found in violation.

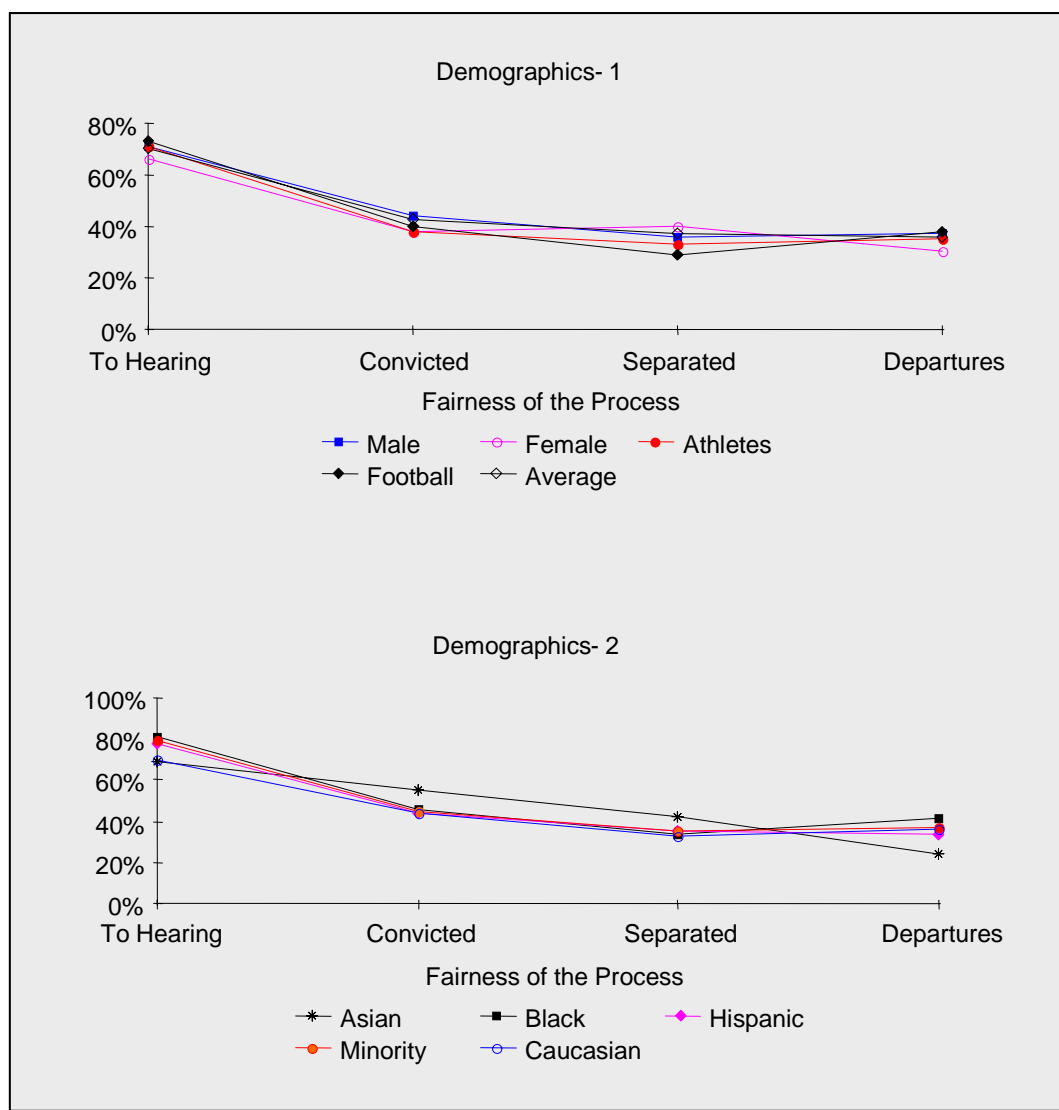
Although cadets expressed many positive sentiments about the Honor System, they also expressed some reservations, which are laid out in **Table 4**.

Many cadets felt they "live in fear" because of the System. They are afraid of making an unintentional "slip up." This is especially notable since only 25% of cadets indicated that "fear of retribution/

punishment" was a primary reason they followed the Honor Code. Cadets also expressed significant concern with "having to choose between friendship and honor" and thereby having to "turn in a friend."

Another issue raised by some cadets is related to the fairness of the System. Although 68% of the cadets believed the Honor System to be fundamentally fair, 31% answered either "depends" or "no" when asked if the System is fair. For these cadets, two of the main issues cited were the lack of guaranteed objectivity on the Wing Honor Boards and the belief that punishments were excessively harsh, especially for "minor" honor violations. **Table 5** documents these responses.

An additional fairness-related issue discussed by cadets was a perception of undue advantages conferred upon Academy athletes during the Honor Board process. Cadets from the fourth, second, and first classes felt that



*In this figure, "Separated" refers to those sanctions resulting in a cadet being ordered to leave the Academy. "Departed" includes cadets who have either been separated or resigned following the finding of an honor violation.

Figure 5. Outcomes of USAFA Honor Actions: Demographic Comparisons*

Table 4. What Do You Like Least About Living Under an Honor System?

Ranking of Responses	First Class	Second Class	Third Class	Fourth Class
1	Fear	Fear	Fear	Fear
2	People getting around the System	Having to turn someone in	Cynicism	Having to turn someone in
3	"Double checking" your intentions	Having to choose between friendship and honor	Creates a harsh climate	Toleration clause
4	Gives false sense of security	Cynicism	Too strict	Makes life harder
5	Consequences are too harsh	Code is pure, process is flawed	People misuse the Code	"Power tripping" people
6	Toleration clause	Too much ambiguity	Toleration clause	Not everyone is treated the same – athletes

**Table 5. Do You Think the Honor System Is “Fair”?
(Cadets Who Responded “No”)**

Ranking of Responses	First Class	Second Class	Third Class	Fourth Class
1	Honor Boards not always objective	Different standards for different classes / Toleration Clause	Boards not always objective	Punishments too harsh, particularly for minor offenses
2	Cadets are guilty until proven innocent / Not enough options for probation / System so complicated, impacts cadets academics, etc.	Too much officer involvement / Process bogged down in paperwork	Toleration clause	Toleration clause

“athletes have different rules” and receive an “unfair advantage” over other cadets at the Academy. However, when pressed on this issue, the majority of cadets stated that the issues with athletes centered on “other benefits” they believe athletes receive (e.g., not having to march or do their PFT in season, getting to stay in nice hotels days before a game to mentally relax, separate team tables in the dining hall, etc.).

Cadets also expressed concern with the legalistic disparities existent within the Honor System. Some cadets noted their displeasure with the way they see cadets using the “act versus intent” legalities to justify their actions. Others believed greater controls needed to be placed on screening Wing Honor Board members, including officers sitting on the Honor Board, to ensure that they act in a fair and impartial manner. During the interviews, cadets skeptical of the “fairness” of the Honor System noted the undue cadet and/or officer influence on the Wing Honor Board. Some cadets (including high-ranking honor representatives) stated that they observed noticeable differences in Honor Board outcomes “depending on who was sitting on the Board.” (Of course, some cadets liked the fact that they had a better chance of being found not in violation of the Honor Code if they had “friends” on the Honor Board.) Finally, some cadets expressed concern that officers have too much influence on the Honor Board (see Chapter

IV) and make the process more legalistic than it needs to be.

Faculty and Staff Views of the Honor Code

Academy faculty and staff demonstrated a tendency to view the Honor Code in fundamentally different ways from the Cadet Wing, highlighting both their “golden view” of the Honor Code and the high level of disassociation from cadets at the Academy.

As shown in **Figure 6**, cadets and faculty/staff disagree on many issues. More than cadets, faculty and staff like the Honor Code in its present form and do not recognize many of the problems cadets traditionally associate with the USAFA Honor Code. As seen by responses to Question 27, Academy faculty and staff (officers) do not believe that the Honor Code is focused excessively on the “negatives,” and when asked their opinion on the issue of the Honor Code’s impact upon cadet morale (Question 2), Academy officers maintain a fundamentally different view,³³

³³ It is also important to note the corollary role of faculty and staff’s “golden view” of the Honor Code in explaining this divergence in opinion with the Cadet Wing. During the interviews, faculty and staff generally believed the Honor Code was “better when they were at the Academy.” This belief, however, is only partly responsible for the difference in opinion, making most of the expressed disagreement a result of the high level of faculty and staff cynicism on the above issues.

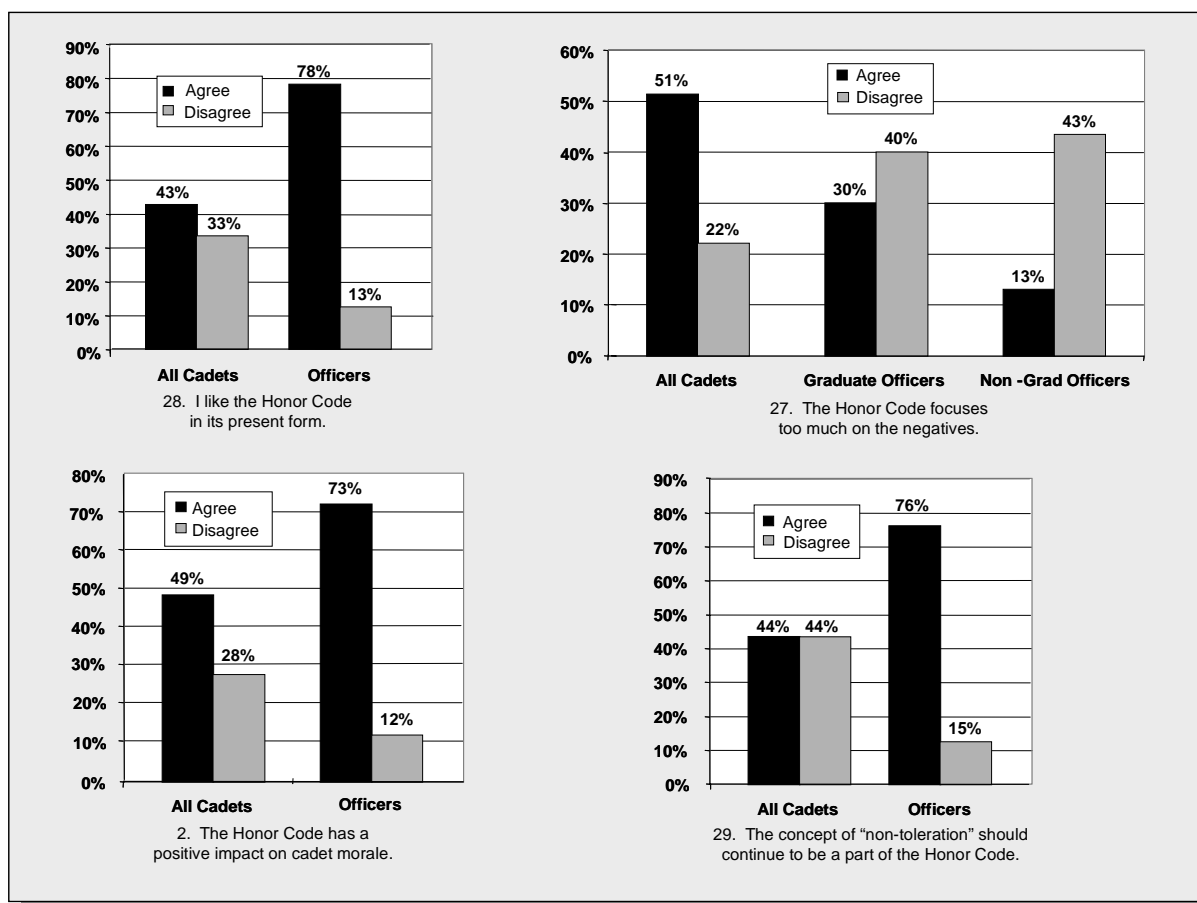


Figure 6. Cadet and Faculty/Staff Comparative Responses to Questions 28, 27, 2, and 29

with an overwhelming majority (73%) believing that it has a positive impact on cadet morale at the Academy. Consequently, Academy officers' desire to see the non-toleration clause continue as a part of the USAFA Honor Code, noted in Question 29, is completely consistent with the demonstrated difference of opinions between both groups at the Air Force Academy.

Additionally, responses to interview questions showed that 53% of the faculty and 75% of the staff view the Honor Code as an effective instrument for instilling honor in cadets. **Table 6** shows a breakdown of specific responses.

It appears that a fairly large percentage of the faculty/staff at the Air Force Academy believes that cadets abide by the Honor Code because they are forced to, not because of an

"inner desire to do the right thing." (Eighty-nine percent of cadets agreed that "inner desire" was the driving factor compared to 64% of faculty/staff agreeing.) In fact, almost half (47%) of the faculty and 25% of the staff responded that they do not believe that the Honor Code helps instill honor in the cadets (emphasis added). These individuals expressed the views shown in **Table 7**.

Despite the apparent negativity with respect to the Honor Code's ability to instill honor in the Cadet Wing, when faculty and staff were asked if they felt compelled to report a violation of the Honor Code, 65% of the faculty and 69% of the staff responded that they did, provided they witnessed or had specific evidence of such a violation. In general, USAFA faculty and staff felt it was their duty and responsibility to support and

**Table 6. Do You Believe the Honor Code Helps Instill Honor?
(Those Who Responded “Yes”)**

Ranking of Responses	Faculty	Staff
1	Scares them into changing	Sets standards and rules
2	Instills habits	Environment forces them to be honorable / Instills habits
3	Probation is life changing experience / Sets standards / Provides rewards and punishments / Simple guidelines / Provides good training environment / Talked about a lot	Instills group honor / Gives moral compass / Puts fear of God into them / Probation process changes lives

**Table 7. Do You Believe the Honor Code Helps Instill Honor in Cadets?
(Those Who Responded “No”)**

Ranking of Responses	Faculty	Staff
1	Already come here with character – can reinforce but not instill	Too legalistic
2	Sets their priorities but doesn't change them / Because of all the legalistic loopholes – “act and intent” / If don't have honor, can't instill / Not conducive to living honorably – teaches cadets how to “cut corners”	Too harsh and punitive

enforce the Honor Code, based on the Code’s practical benefits for cadets at the Academy.

Some faculty and staff, however, prefer to think of the Academy as a “learning laboratory,” so they make allowances for what they consider “minor mistakes.” These members demonstrated a preference to resolve potential violations at their own level using their own discretion to mete out necessary counseling/punishments. The responses shown in **Table 8** were given during the interviews as rationale for this opinion.

Faculty and Staff Views of the Honor System

In terms of the Honor System, although faculty and staff responded on the

questionnaire that the System was fundamentally fair and equitable (depicted in **Figure 7**), a significantly different response was noted during the personal interviews.

Specifically, during these interviews, the majority (59%) of Academy faculty expressed serious reservations about the “fairness” of Honor Code implementation compared to 31% of the cadets expressing the same reservations. This discrepancy may be the result of several factors, including (1) the staff’s lack of interaction with cadets and thus less experience with the Honor System; (2) most faculty never having been involved in or known someone who was involved in an honor case; (3) inconsistencies in faculty and staff honor education and training (a subject explored in Chapter V); and (4) rumors,

Table 8. Do You Feel Compelled to Report Cadets for Any Honor Violation You Witness or Probably Have Evidence of? (Those Who Responded “No”)

Ranking of Responses	Faculty	Staff
1	Would have to be blatant	Too legalistic
2	Feel compelled to address but not report / Give benefit of the doubt / Would try to resolve first, last resort go to honor rep / Not for minor mistakes / Faculty not held to toleration clause / Prefer to use Form 10s	Has to be blatant / Must prove beyond shadow of doubt / Not much interaction with cadets / Everything situational

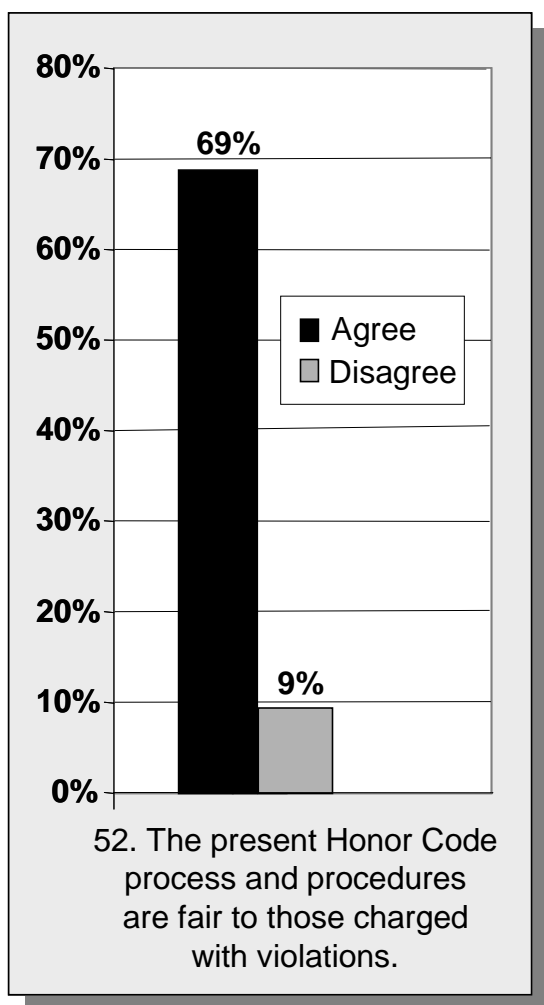


Figure 7. Faculty and Staff Attitudes Toward the Fairness of the Honor Code Process and Procedures

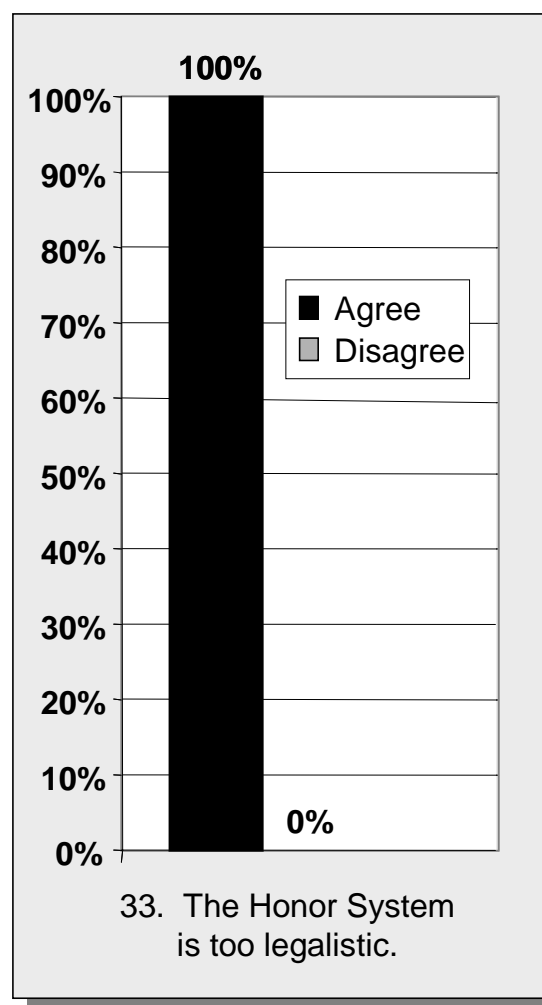


Figure 8. Graduate Officer (Faculty/Staff) Attitudes Toward Honor System Legalism

Table 9. Do You Think the Honor Code Is Implemented Fairly? (Those Who Responded “No”)

Ranking of Responses	Faculty	Staff
1	Too legalistic	Too legalistic
2	Overly fair and ineffective	Overly fair / Probation is good
3	Cadets “work” the System / Run by smart, hardworking cadets	Should be more strict / Too judgmental / As fair as it can be / Just a set of rules for cadets to get around / Impressed with the cadets who run it / Cadets protecting each other / Process too long and drawn out
4	Cadets hesitant to “pull the trigger” / A lot of subjective interpretation / Cadets use to weed out undesirables / Not strict enough / Fair as can be / Everyone aware, so adhere / Faculty don’t understand Code – use inappropriately	–

especially attributed to a particular cadet's honor case. Faculty and staff provided the responses shown in **Table 9** about the fairness of Honor Code implementation during interviews.

Many faculty and staff noted that cadets can “work” the Honor System by using legal loopholes using the “act and intent” and “Beyond a Reasonable Doubt” legal standards currently utilized by the Academy. **Figure 8** shows graduate officer (faculty/staff) responses to the issue of the Honor System's legalism.

Faculty and staff responses appear to be frustrated with the subjectivity in the current USAFA Honor System and the previously cited standards of proof. They have expressed a belief that the excessive evidentiary requirements inherent in the Honor System render many of their reports of alleged honor violations impotent. Many faculty and staff seem frustrated with the current inability of the Honor System to “properly” handle suspected violations of the Honor Code. They seem to hold the opinion that Honor Boards are overly “fair,” that is, too heavily weighted toward “letting cadets off.” Consequently, Academy faculty and staff advocated changes to the Honor System, noted in **Table 10**, during the interviews at the Academy.

Findings

Finding 1: Current punishment regimens for honor violations may be counterproductive.

As seen in **Figure 9**, many cadets perceive the current Honor System sanctioning options as excessive. At present, the presumptive sanction for any violation of the Honor Code is disenrollment from the

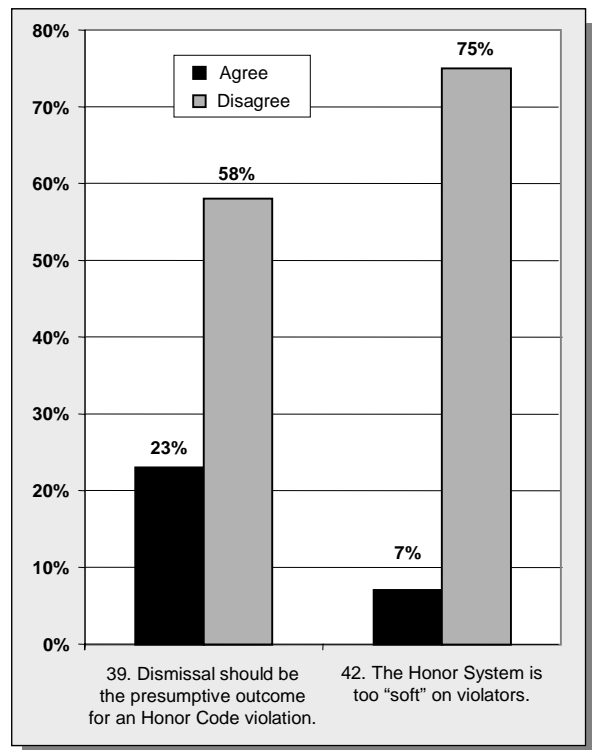


Figure 9. Cadet Attitudes Toward Honor System Punishments

Table 10. How Would You Change the Honor Code/System If You Could?

Ranking of Responses	Faculty	Staff
1	Add prosecuting attorney to System, Honor Board / Make it less legalistic – cadets willing to go to Board and take chance / Not sure – don't know enough about it	Wouldn't change
2	Wouldn't change it at all / Have casual Lieutenants run first class Boards	Should be more of a learning laboratory
3	Better educate all involved / Keep more cadet-run / Make Boards less subjective / Add functional expert to Board to explain “technical” jargon to Board members	Less officer involvement in the process – too much influence / More use of probation

Academy. However, the Honor System also allows for a cadet to be placed on Honor Probation if, after examining a series of interrelated factors,³⁴ USAFA sanctioning authorities (primarily the Commandant of Cadets) believe in the ability of the cadet to live honorably in the future. However, even though Honor Probation is widely used, cadets tend to believe the Honor System is too strict on violators. There was overwhelming disagreement with the statement that “the Honor System is too ‘soft’ on violators” (75%), and strong disagreement with the need for a continuation of the Honor System’s presumptive sanction of disenrollment (58%). The majority of cadets (59%) expressed a desire for a difference in punishments for offenses made by different classes (**Figure 10**). According to cadet responses during the interviews, cadets wanted an Honor System based on a progression of punishments adjusted to better “fit the crime.”

Cadets perceive a fundamental distinction between sanctions offered to cadets of the fourth and third classes (primarily Honor Probation) versus the second and first classes (primarily disenrollment). Although it is part of Air Force Academy philosophy to grant greater lenience during the first two years, based on cadets’ recent association with the Code and the consequent need to gain experience and understanding of their expectations under the System, cadets from the upper two classes feel that the current Honor System fails to distinguish between “major” and “minor” violations of the Honor Code and thereby guarantees their disenrollment if found in violation of the Honor Code. Consequently, cadets believe there are “unwritten rules” regarding the system of sanctions at the Air Force Academy with a verified Honor Code violation. These

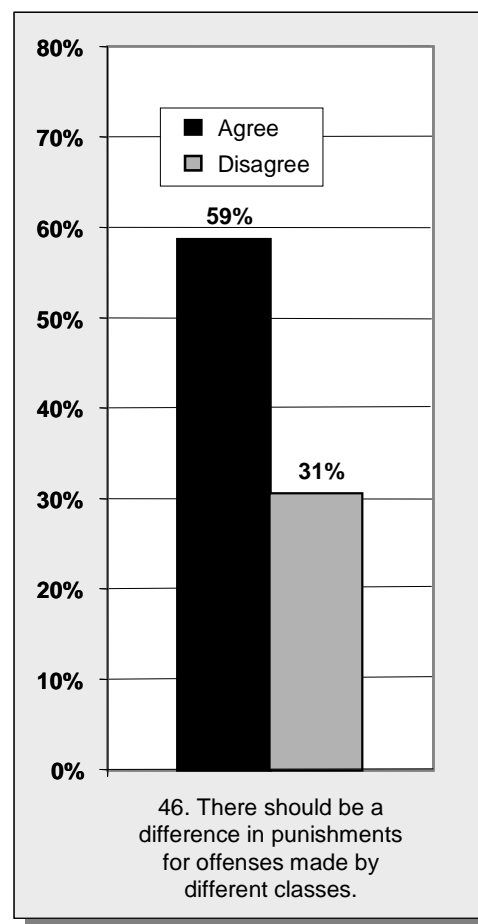


Figure 10. Cadet Attitudes Toward Honor System Punishments for Different Classes

“rules” state that, whereas third and fourth class cadets are virtually guaranteed enrollment in the Honor Probation program, first and second class cadets are virtually guaranteed disenrollment from the Academy. Although the data supports a slightly mitigated form of this cadet perception, the following trend (noted in **Figure 11**) in honor violation sanctioning is apparent at the Air Force Academy.

Approximately 70% of those third and fourth class cadets found in violation of the Honor Code were offered probation/deferred disenrollment from the Air Force Academy during the period 1990–99. Likewise, approximately 60% of cadets from the first and second classes were disenrolled from the Academy during the same time period.

³⁴ The factors that USAFA sanctioning authorities currently assess prior to determining the recommended sanction are as follows: (1) Time Under the Code, (2) Fortrightness, (3) Egregiousness, and (4) Type of Report.

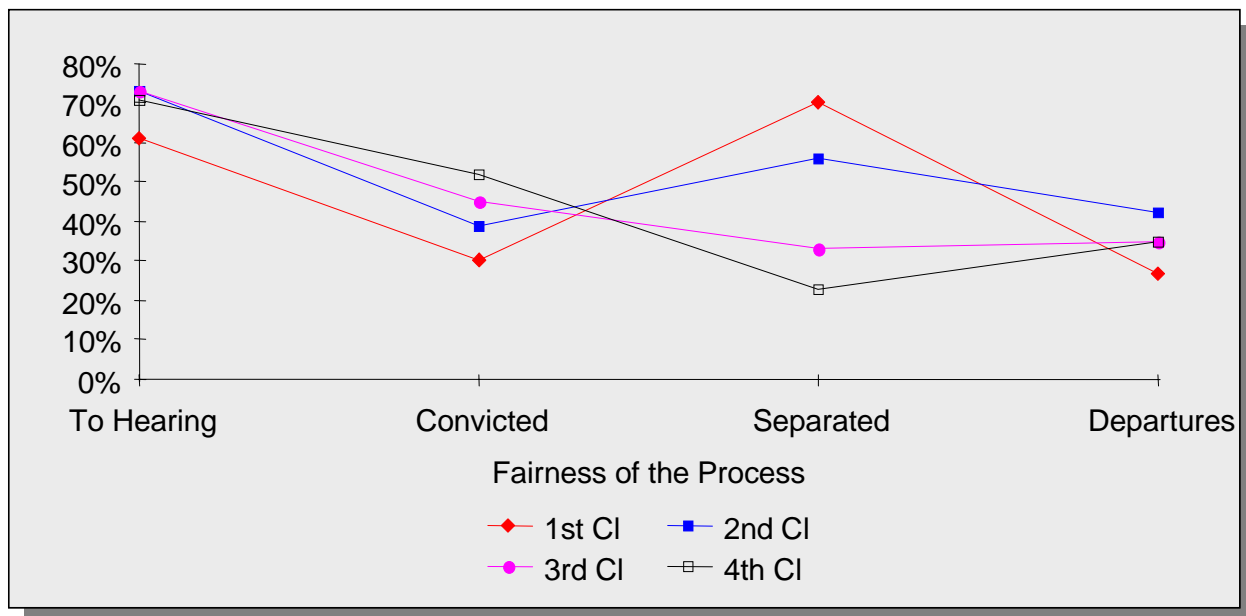


Figure 11. Outcomes of Honor Cases by Cadet Class, 1990–1999

During the interviews, cadets voiced their belief that minor violations should not be punished the same as serious violations. They expressed a desire for punishments to “fit the crime” for all classes. This view is shown in **Figure 10**.

Several cadets stated that, until changes are made to the severity in punishments, cadets will remain unwilling to report honor violations they view as “minor.” This viewpoint, however, reflects a misperception that honor violations are similar to legal/regulatory offenses. In examining legal and/or other statutory offenses, predominant emphasis is placed on the severity of the crime committed during the penalty phase of a trial once it has been established that a crime was committed; more heinous acts receive more severe punishment. However, this viewpoint fails to recognize the notion that honor violations represent individual failures of personal integrity, and inappropriately accords a greater relative importance upon the severity of the honor violation committed. This perspective is a major barrier to cadet internalization of honor as a virtue/value, for under the Honor Code, one is either honorable or one is not.

Finding 2: Current honor training during BCT may work against effective implementation and internalization of the Honor Code.

With cadets’ initial introduction to the Academy during Basic Cadet Training (BCT), they are immediately taught the importance of teamwork and the need to develop strong bonds of loyalty with their peers in order to overcome the significant physical and mental obstacles encountered at BCT. However, cadets are simultaneously learning of the Honor Code and its elevated moral requirements. Thus, at the same time they are learning of the professional military need for loyalty to peers and the importance of teamwork, they are also being taught the necessity to maintain loyalty to the institution and the profession of arms through their observance of and adherence to the USAFA Honor Code. New cadets describe these messages as “contradictory” to one another.

During interviews, cadets noted that the number one message given them during military training was the overriding importance of developing and maintaining

strong bonds of loyalty with their peers. Based on the acute functional need for teamwork during BCT, a need that persists throughout the four academic years at the Academy, cadets expressed significant difficulty in overcoming the non-toleration clause's requirement for cadets to "turn in a friend." Cadets expressed difficulty in understanding how "society and the Academy can inculcate loyalty to fellow cadets/classmates as a primary virtue and at the same time require [cadets] to inform on fellow cadets for potential honor violations." Consequently, cadets demonstrated a preference for counseling perceived violators of the Honor Code and would either like to see the non-toleration clause removed from the Honor Code altogether or developed into a version similar to the more informal version at the U.S. Naval Academy.³⁵ In addition, the majority of cadets expressed an opinion that "toleration" should not lead to disenrollment as a sanction for violating the Honor Code.

Finding 3: The current Honor System provides two possible avenues for administering an honor violation, depending on the nature of the suspected cadet's response to a given honor allegation. In the opinion of the Task Force, this introduces unnecessary and inefficient repetition into the Honor System.

The Air Force Academy offers two administrative options for alleged honor violations, according to the nature of the suspected cadet's response to a given honor allegation. Cases involving cadets who

choose to deny all honor allegations (termed a "deny") undergo the formal administrative channels of the honor case process. (Discussed in Appendix C of the report, this option will be addressed in later findings and conclusions contained in this chapter.) However, in those cases involving cadets who choose to admit to honor allegations following a formal confrontation and opportunity to respond to allegations of violating the Honor Code (termed an "admit") or in instances where cadets choose to report a violation when no one else would have otherwise known (termed a "self-report"), a Cadet Sanctions Recommendation Panel (CSRP) is convened. The CSRP was created in response to the growth in honor case processing times experienced at the Air Force Academy in the latter part of the 1990s. Following the recommendations of the Honor Process Action Team convened to examine the issue of increased case processing length, the CSRP was devised as a means to expedite the USAFA honor case process by allowing those cadets who admitted to an honor violation to proceed immediately to the sanctioning phase of the administrative process. However, prior to determining the recommended sanction for those cadets who admit to an honor violation, the CSRP must first establish that a particular admission of guilt was, in fact, valid.

Toward this end, the CSRP, composed of the CSRP Chairman (the Case Investigative Chairman), the Wing Honor Chair, and an honor representative at-large, reviews all case evidence compiled during the honor investigation and formally questions the cadet concerning the honor allegation(s). For an admission of guilt to be valid, a cadet must be admitting to both act and intent, the evidential standard used by both the CSRP and Wing Honor Board in conducting this preliminary examination. If the CSRP Chairman believes that a respondent is not admitting to the honor allegations, the case is treated as a "deny" and is forwarded to the Wing Honor Board. If,

³⁵ Although the Naval Academy does not have a formal non-toleration clause in its Honor Concept, it has an informal requirement for the non-toleration of lying, cheating, or stealing. The Naval Academy makes the toleration of such acts a conduct violation and not a violation of the Honor Concept.

however, the Chairman believes that act and/or intent were not present at the time of the violation, the cadet is returned to the Cadet Wing as a Cadet in Good Standing, and nothing is presumed because of his/her meeting with the CSRP. Those cases where both act and intent are established and the CSRP thus determines that a violation of the Honor Code did, in fact, occur (thus validating the respondent cadet's admission of guilt), the CSRP provides the Commandant of Cadets with a sanction recommendation for the cadet found guilty of violating the Honor Code. However, in conducting a review of the procedural requirements and mandatory assessments/examinations of the Wing Honor Board (WHB), the Task Force believes that the current requirement for the CSRP only works to introduce an additional step into the honor case process.

In analyzing the procedural requirements identified in the Air Force Academy's *Honor Code Reference Handbook*, the Task Force determined that the WHB and CSRP conduct precisely the same assessments with each case forwarded for review. Following both the preliminary clarification step, where the cadet suspected of violating the Honor Code is formally questioned by an individual who witnessed the alleged event, and the formal honor investigation into the alleged event, both the WHB and CSRP are required to determine if (1) a violation of the Honor Code did, in fact, occur and, if so, (2) the recommended sanction in light of the validated honor violation. Similar to the CSRP, if the WHB determines there is insufficient evidence to establish both act and intent "beyond a reasonable doubt" (the second evidential standard used in WHB/CSRP proceedings), the WHB is vested with the authority to return the cadet to the Wing as a Cadet in Good Standing. Perhaps more importantly, once the WHB has determined that the suspected cadet did, in fact, violate the Honor Code, the WHB then conducts the same sanction recommendation assessment as

completed by the CSRP. Although the Task Force fully recognizes the rationale for creating the CSRP (i.e., the desire to expedite the honor case process by providing those who admit/self-report to honor violations to proceed directly to the sanctioning phase of the process), the Task Force believes this procedural requirement fails to significantly enhance the efficiency of the honor case process. According to data contained in **Figure 12**, this appears to be the case as the average honor case processing time for those who admitted to an honor violation during Academic Years 1997–2000 (i.e., those who went before the CSRP) was 60 days. Although significantly shorter than the average processing time for those who choose to deny honor allegations (see Finding 4), 60 days remains the Air Force Academy's goal for processing all honor cases – both "admit"/"self-report" and "deny" cases – and fails to provide a significant improvement to overall honor case processing length as originally intended. What is more, the requirement for the CSRP also results in a decidedly non-standardized process for administering Honor Code violations. In lieu of having one formal method for which all suspected honor violations are processed, the CSRP introduces a second step into the already byzantine processes of the present honor case process, all without realizing the added benefit of significant honor case process time enhancement.

Finding 4: Current processing times for honor violations negatively impact perceptions of the Honor Code and System.

The Honor System's guaranteed "checks and balances" have led to a dramatic increase in honor case processing time. This "slowness" of the System appears to have impacted perception, across the board, of the entire Honor System.

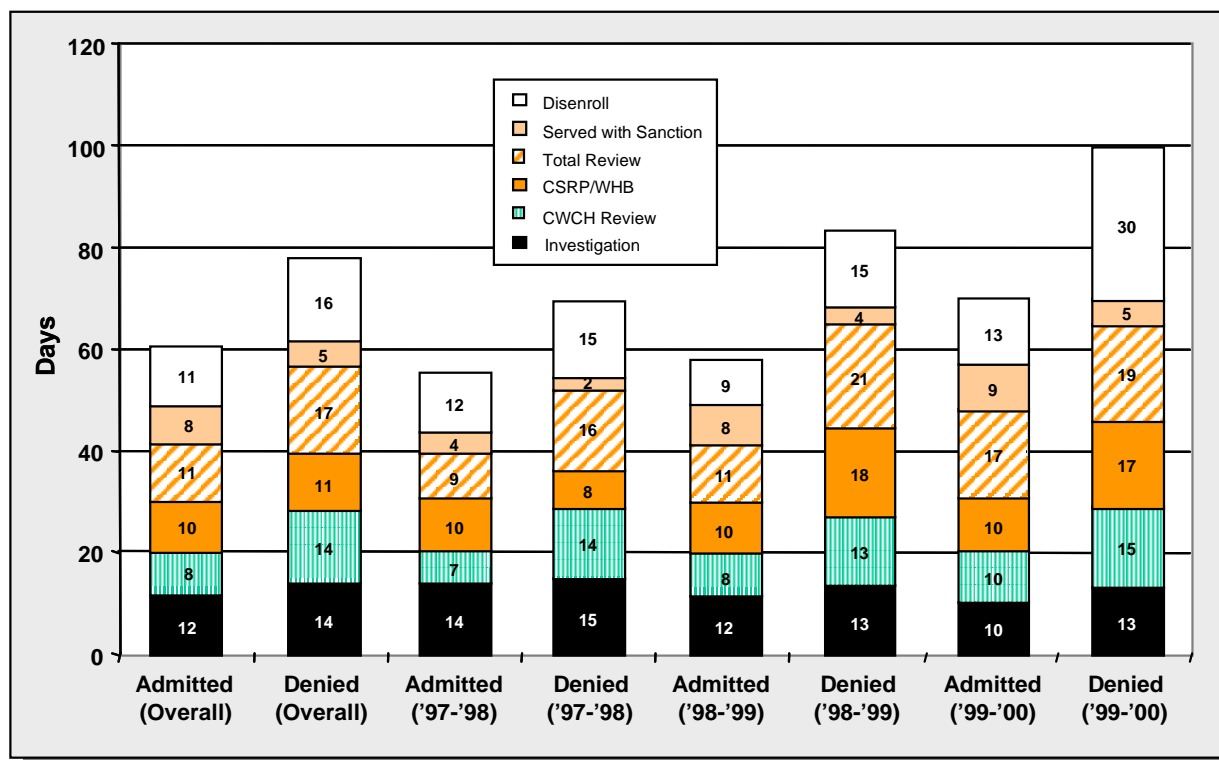


Figure 12. Honor Case Processing Times

Transitioning from the 1950s, where the entire honor case investigation-adjudication-sanction process required a maximum of 24 hours and required limited cadet involvement (not to mention the complete lack of officer involvement in the System), the present honor process involves a series of multiple legal and administrative reviews and incorporates many individuals (especially Academy officers) throughout the process. Beginning with the earliest stages of the USAFA honor case process, once an honor allegation becomes a case, an Academy officer (the head of the Honor Division) becomes involved in the process. Following a cadet-run investigation, the head of the Honor Division conducts one of the three reviews of the Case Evidence Package. The case then undergoes a review by an officer from the Staff Judge Advocate's office. This is followed by a cadet-run Cadet Sanctions Recommendation Panel or Wing Honor Board, where officers from the Honor Division may be present at deliberations in order to ensure that the process is being conducted in accordance with

applicable policies and regulations. After this, the case becomes the de facto property of Academy officers; the case is effectively removed from the hands of the Cadet Wing and placed firmly within the hands of various officers at the Academy. Officers from the Center for Character Development (34 TRW/CWC), the 34 TRG/CC, and the 34 TRW/CV review the honor case and provide sanction recommendations for the Commandant, who subsequently makes sanctions recommendations for the Superintendent. This, however, has raised two fundamental issues for the Cadet Wing at the Academy.

Obviously, the process can be very lengthy. In fact, as shown in **Figure 12**, USAFA honor case processing times have increased from a "recommended" goal of 60 days to an average time requirement of approximately 100 days.

This lengthy process may be a source of frustration for cadets, based on the perception that, while they are being processed in the

System, they remain under a “cloud of guilt.” During interviews at the Academy, cadets complained that this “cloud of guilt” can adversely impact their academic, military, and social status with the Wing. This frustration is evident in **Figure 13**.

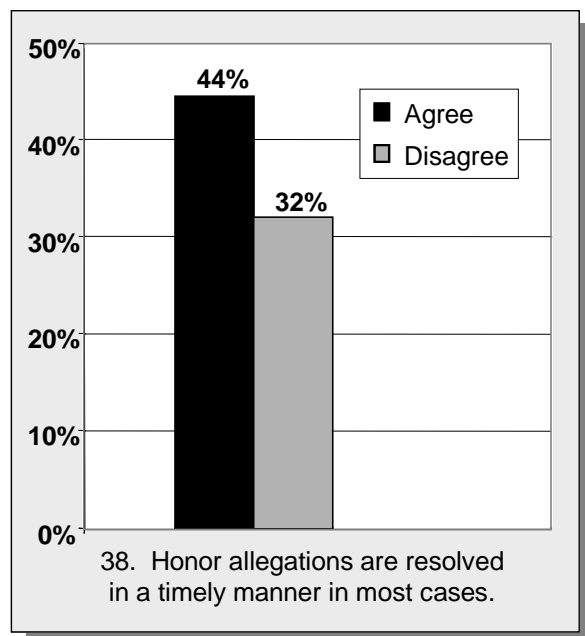


Figure 13. Cadet Views on Timely Resolution of Honor Cases

Cadets recognize the negative implications the honor case process has for cadets undergoing the investigation, adjudication, and sanctioning phases of the honor case process and feel they carry this “cloud” with them until the results of the Honor Board are announced. Cadets noted the adverse impact this excessive honor case process length can have upon their academics, in addition to the perceived psychological toll and time requirements associated with preparing their cases.

Finding 5: The non-toleration clause of the Honor Code has a serious impact on how cadets view the Honor Code.

As shown in **Figure 14**, although a slight plurality of cadets say they “like” the Honor Code in its present form, they are evenly split when it comes to the non-toleration clause.

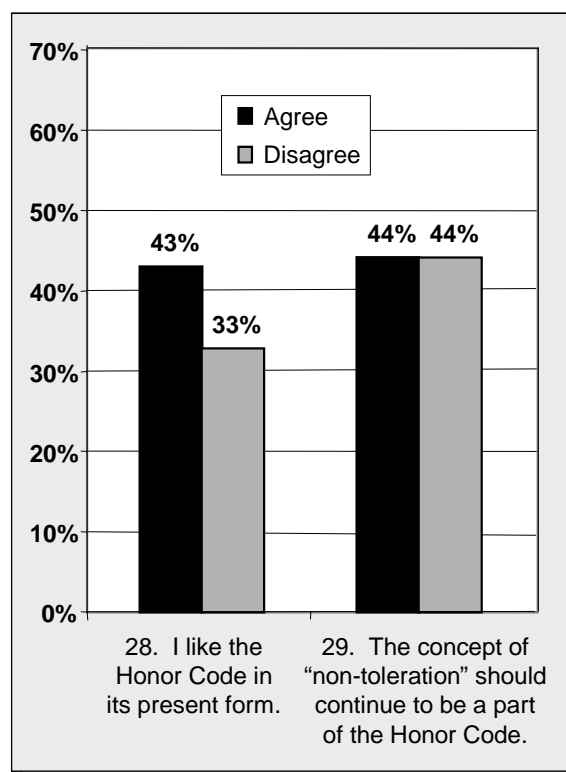


Figure 14. Cadet Attitudes Toward the Present Form of the Honor Code

Cadets generally believe toleration is not the same type of ethical lapse as lying, cheating, and stealing. Consequently, many cadets feel toleration should not be equally weighted to the other three honor violations and should be treated as a conduct offense or, as a minimum, be punishable through enrollment in the USAFA Honor Probation program while eliminating disenrollment as the presumptive sanction. Cadets’ frustration with the non-toleration clause appears to stem from their difficulty in overcoming what they perceive to be the contradictory messages of the Air Force Academy.

Additionally, when it comes to turning people in, this rejection of the concept of non-toleration becomes even more pronounced. During interviews, many cadets talked of a propensity among cadets to actively circumvent the USAFA Honor Code through adherence to an informal, unwritten “cadet honor code,” one that features a highly tolerant Cadet Wing, willing to tolerate

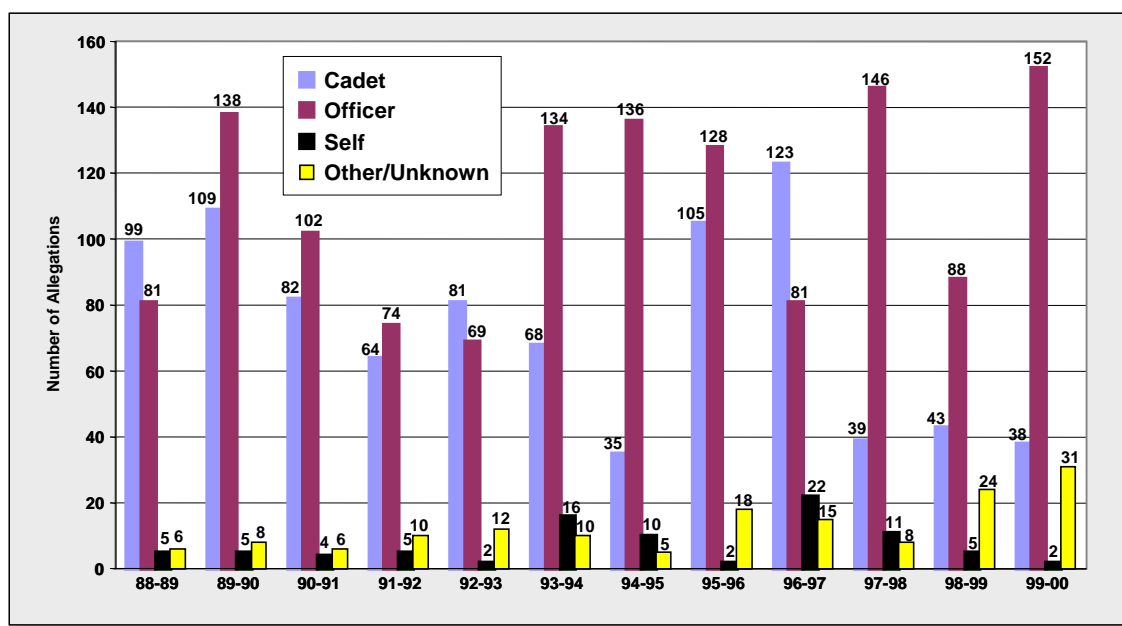


Figure 15. Source of Honor Allegations

honor violations deemed innocuous by its members – a code that does not require them to “turn in a friend” except for the most grievous honor violation.

Cadets believe that the requirements of the non-toleration clause prove inherently contradictory to one of the main themes of the Air Force Academy: the importance of teamwork and unswerving loyalty to peers. Due to the maintenance of this perception by the Cadet Wing, cadets feel the non-toleration clause, and hence the Honor Code, may have an adverse impact upon the living environment at the Academy.

When this apparent dislike of the non-toleration clause is combined with cadets’ considerable frustration with the current system of sanctions within the Honor System, it appears that a large number of cadets have become unwilling to report individual violations of the Honor Code at the Academy. As evidence, during cadet interviews, although some 30% of USAFA cadets said they would turn in their roommate or best friend for an honor violation, a full 70% of cadets said they would tolerate or possibly tolerate what they perceived to be “minor” violations of the Honor Code.

Further analysis of the data supports the observation that the Cadet Wing has become increasingly tolerant of honor infractions. As can be seen in **Figure 15**, over the last decade and especially over the last three years, the proportion of overall honor allegations reported by cadets has decreased.

For Academic Years (AY) 1988/89–99/00, cadets reported a total of 886 suspected honor violations, compared to 1,329 reported by officers and staff at the Academy. This discrepancy is even greater over the last three years, with officer/staff reports exceeding cadet reports by some 266 reports.³⁶ Additional data indicates an apparent reluctance of cadets from the second and first classes to report on one another. **Figure 16** shows that there has been a significant decrease in the total amount of honor cases³⁷

³⁶ Over AY97/97-99/00, cadets reported 120 suspected honor violations. Over the same period, officers initiated 386.

³⁷ A distinction has been made between honor cases and honor allegations. An honor case is a formalized version of an honor allegation. An honor allegation is a suspected violation of the Honor Code that has not yet undergone the investigation, review, and adjudication process.

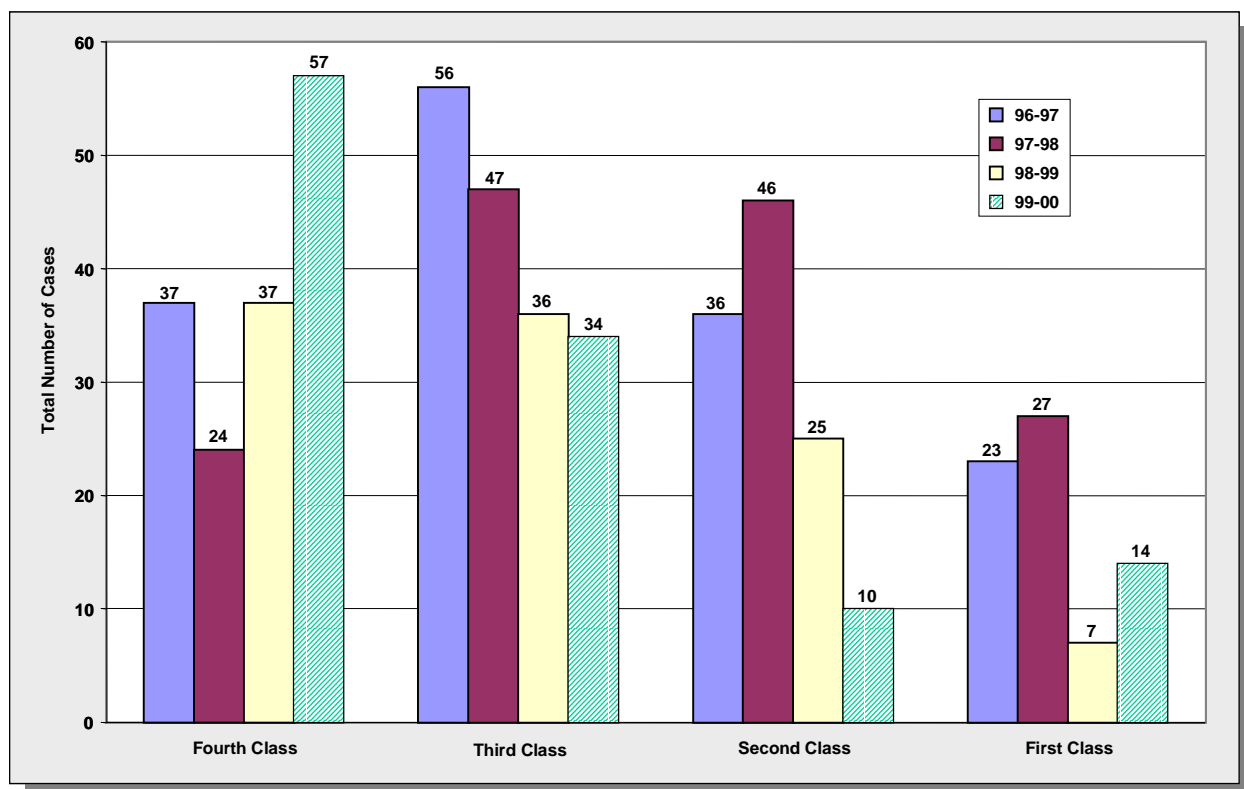


Figure 16. Total Honor Cases by Class, 1996–2000

reported as cadets progress from the third class to the second class year.

For example, during AY96/97–99/00, total honor cases decreased from a high of 173 during the third class year to subsequent lows of 117 and 71 during the second and first years, respectively. This could be caused by the fact that “dishonorable cadets” have all left the Academy by the start of second class year, or it could be caused by a reluctance of upper classmen to report on one another. It appears that the second explanation is more likely and that this reluctance is caused by the perception that first and second class cadets can expect to be disenrolled from the Academy if found in violation of the Honor Code. Because disenrollment ensures the end of their USAF careers, fellow cadets remain unwilling to report these violations. **Figure 17** shows their reluctance to report on another cadet, especially when non-toleration cases are isolated.

Additionally, the data appears to validate cadet concerns with the current system of sanctioning at the Air Force Academy. Since cadets recognize the severe implications of reporting possible honor violations and consequently “live in fear” according to cadet responses noted in previous sections, cadets appear to be tolerating individual violations of the Honor Code. Indeed, it seems that unless cadets believe the individual violation of the Honor Code is extreme (a judgment traditionally reserved for individual acts of cheating), cadets are willingly turning a blind eye to honor violations.

Finding 6: Cadets believe the Honor Probation program is very effective. They do, however, believe the program’s time requirements are inflexible.

Cadets overwhelmingly support the current Honor probation program. This support is

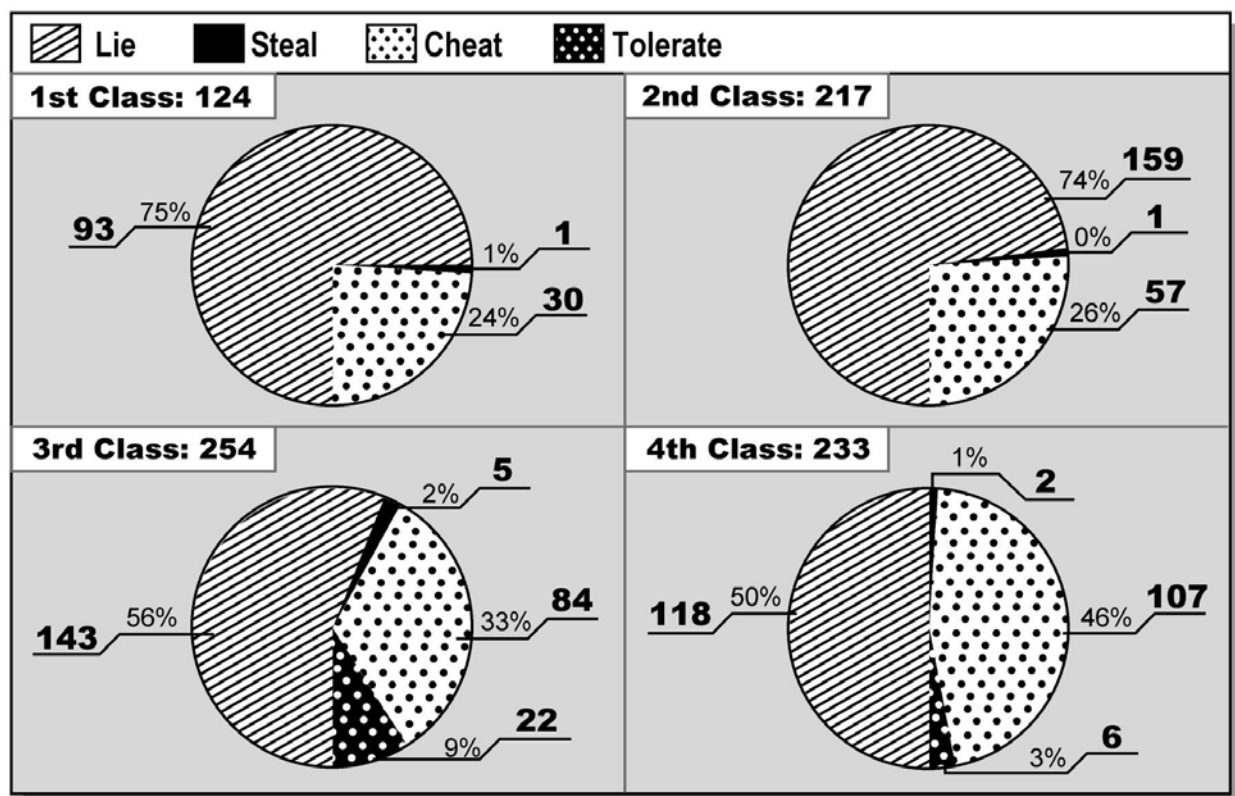


Figure 17. Allegations by Type (by Class), Academic Year 1996/1997–1999/2000

Honor Probation program. This support is shown in **Figure 18**. As seen in this figure, the majority of cadets (61%) believe in the effectiveness of the Academy's probation program. This belief appears to be due to a recognition of the transformative capacities of the program. The current probation program, lasting either three or six months in duration,³⁸ is composed of six parts, including a cadet presentation, journal, mandatory counseling, assignment and interaction with a mentor, an honor project, and a planning calendar. The nature of this program is highly reflective, forcing cadet introspection to focus upon the importance of honor in the professional Air Force. Cadets recognize the

³⁸ The length of the Honor Probation program is primarily based upon the type of reporting of an honor violation. For cadets who self-report (report themselves for violations no one would have known about), the three-month option is usually used. All others usually receive the six-month option.

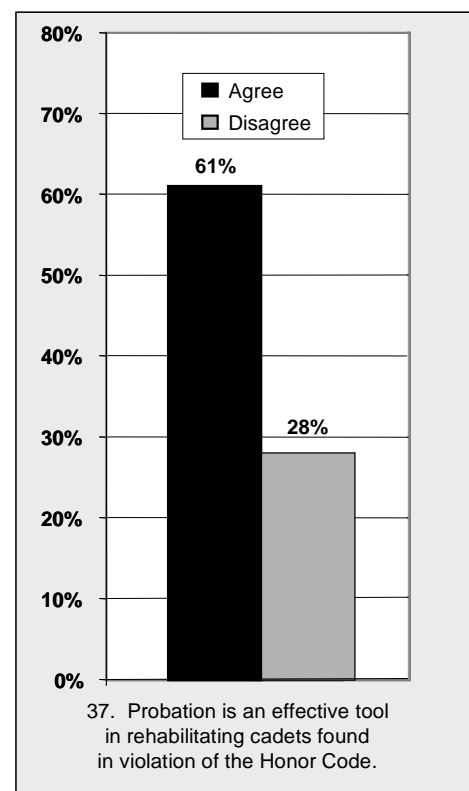


Figure 18. Cadet Attitudes Toward Probation

effectiveness of this program, based on the demonstrated success of probationary cadets at the Academy. Cadets generally recognized the probationary cadets' greater internalization of the Honor Code's main principles due to the program's requirements for introspection and self-reflection. What is more, probationary cadets recognize the program's success as well, as is evident in **Figure 19**.

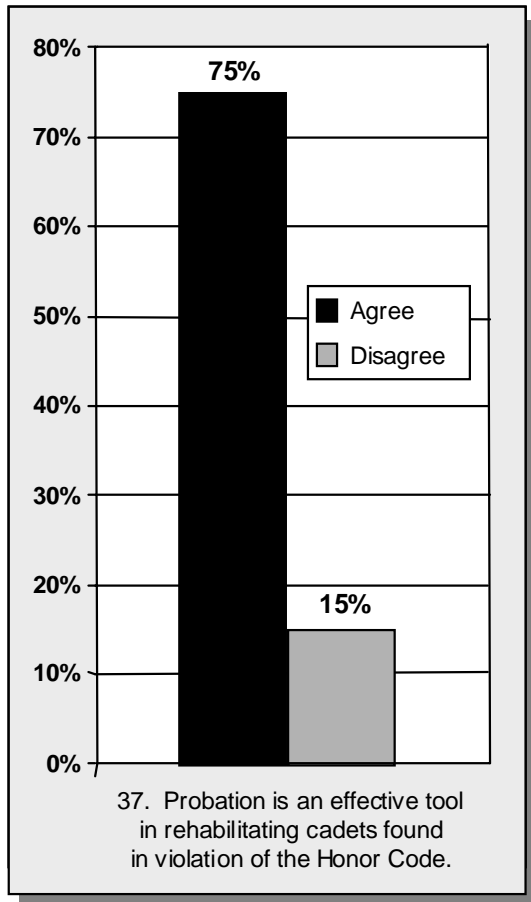


Figure 19. Probationary Cadet Attitudes Toward Honor Probation

However, despite the overwhelming agreement by both cadets and probationary cadets for the Honor Probation program, cadets recognized a major problem with the current length of the probation program. Cadets responded that the current strictness in time requirements of both the three-month and six-month options might hinder the probation program from optimizing its

effectiveness. Many of the probationary cadets interviewed expressed feelings of frustration with the inflexibility of the program, noting that significant time was wasted after the first month of counseling, yet due to the mandatory time requirements of the program, cadets were forced to continue to attend these meetings without gaining much from the experience. Consequently, cadets expressed a desire for gradations of the number of months of probation a cadet receives beyond the generally accepted three- and six-month programs. Many cadets believe that everyone will make a mistake at one time or another and should be offered a second chance – even first and second class cadets.

Finding 7: Faculty and staff appear to have lost confidence in the current Honor System and are circumventing it.

Although Academy faculty and staff have not voiced similar concern for the increase in honor case processing times, the general, correlated increase in the honor case process (i.e., the rules, regulations, and procedures of the Honor System) appears to have impacted the faculty and staff's overall feelings for the System. Specifically, faculty and staff have expressed an overt concern with the Honor System's provision of "legal loopholes" that allow cadets to "game the System" to their advantage. Based on the insertion of highly technical legal phraseology into the USAFA Honor System, faculty and staff explicitly noted their frustration with the Honor System. Referencing faculty and staff responses to the issue of the Honor System's legalism noted in the above section, fully 100% of graduate officers of the faculty and staff believe the Honor System is excessively legalistic (see **Figure 8**).

The Academy faculty and staff seem to believe that the Honor System has become so encumbered by legalism that the fundamental purpose of the Honor System has been

altered. Whereas the Honor System was intended as the main support mechanism for administering the Honor Code, empowered by its ability to expose individual violators of the Honor Code, many faculty and staff believe the penetration of legalism into the System has indirectly taught cadets that lying, cheating, and stealing are **legal** issues to be overcome versus **fundamental issues of honor** to be exposed and resolved in the appropriate manner. Indeed, given the belief in the massive influx of legalism into the Honor System, Academy faculty and staff believe cadets are overtly “clouding” evidence with what they have termed the “legalistic hairsplitting” of the current USAFA Honor Code. Although cadets may have committed a bona fide honor violation, the System’s highly technical legal and evidential requirements provide cadets with both the means and incentive to “work” the Honor System to their advantage. Consequently, members of the faculty and staff believe cadets view the Honor System as just another “regulatory haze” instead of a support system for internalization of the “spirit” or character-building intention of the Honor Code.

In addition, Academy faculty and staff view the dual evidential requirements of establishing “act and intent” beyond a “reasonable doubt” with each violation of the Honor Code as one of the major pitfalls of the USAFA Honor System. During the interviews, faculty and staff faulted both of these evidential requirements because of the perception that they contribute to the current impotence of the Honor System. Indeed, with the necessity to establish and meet both of these requirements, faculty and staff felt that the subjectivity inherent in these requirements renders the Honor System unresponsive to faculty and staff honor allegations and, therefore, fundamentally incapable of dispassionately prosecuting suspected violators of the Honor Code. Analysis of USAFA honor case data, contained in **Figure 20**, appears to highlight this phenomenon among faculty and staff (officers) at the Air Force Academy.

As seen in this figure, whereas a similar amount (approximately 68% of cadet-initiated reports versus 73% of officer-initiated reports) of honor allegations ultimately proceed to an Honor Board, the historical trend is that only 30% of officer-initiated

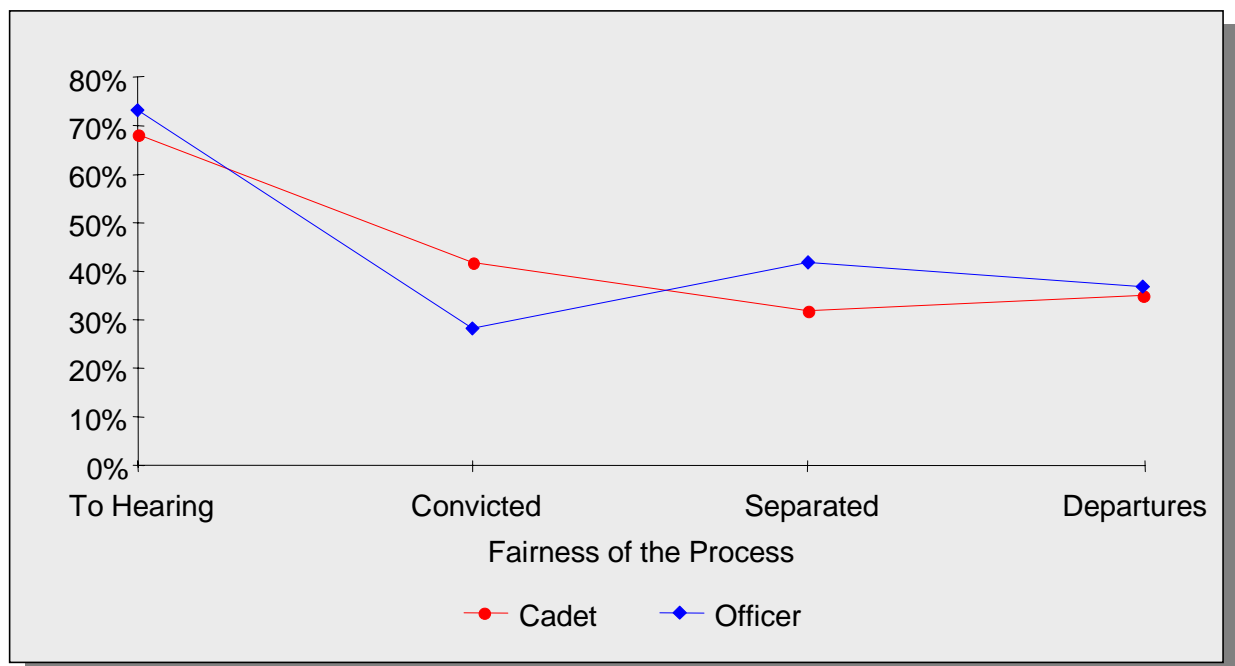


Figure 20. Outcomes of USAFA Honor Cases: Cadet vs. Officer Reporting

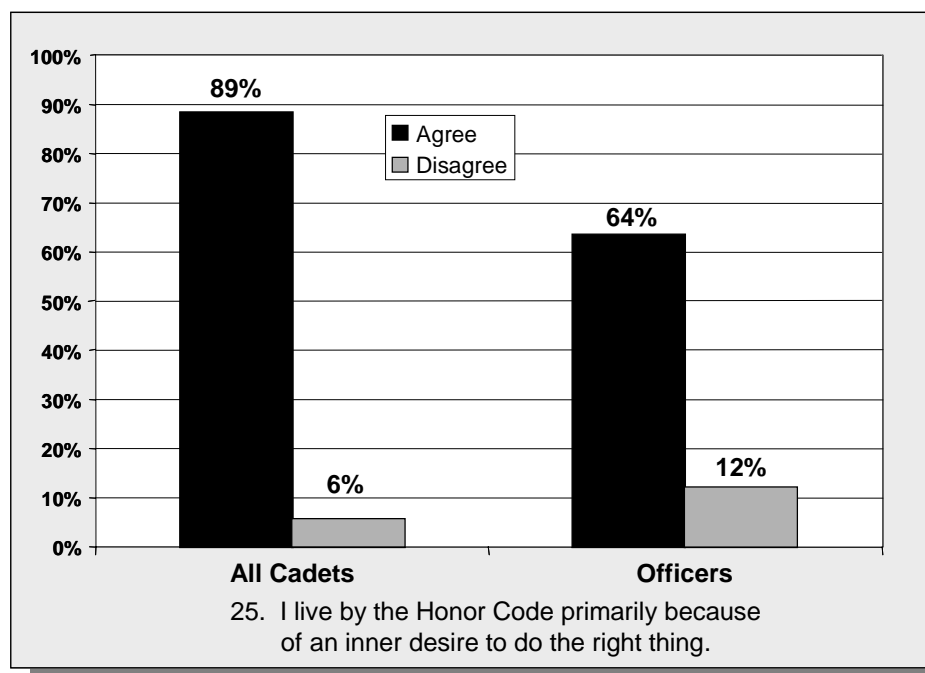


Figure 21. Cadet and Faculty/Staff (Officers) Comparative Responses to Question 25

reports gain “found”³⁹ verdicts at the Air Force Academy, versus approximately 50% of honor allegations initiated by cadets. Consequently, Academy faculty and staff appear to have lost confidence in the USAFA Honor System and have begun actively circumventing it through the use of academic “hits” in lieu of the formal honor case process. Instead of using the standard reporting procedures with suspected cadet violations of the Honor Code, Academy faculty and staff have used the primary means at their disposal (failing grades) to reinsert balance into an Honor System they assess to be both incapable of delivering the proper justice required for bona fide violations of the Code as well as one overly favoring cadets.

Based on the reservations expressed by faculty and staff regarding the Honor System

and its incapacity to “deliver justice,” members of the faculty and staff question the motivation of cadets to follow the Honor Code. Whereas the vast majority (89%) of cadets felt they followed the Honor Code “primarily because of an inner desire to do the right thing,” a significantly smaller percentage (64%) of officers at the Academy were inclined to agree with that statement. Cadet and faculty/staff (officers) responses to this issue are noted in **Figure 21**.

What is more, due to the fact that Academy faculty and staff remain skeptical of both the Cadet Wing and the Honor System’s capacity to secure justice with violators of the Honor Code, faculty and staff also demonstrate fundamentally different opinions regarding the Honor System. When asked whether unanimous votes should be used during Wing Honor Board proceedings, faculty and staff were twice as likely to disagree with the statement as cadets. The response of faculty and staff (graduate officers) to this issue, shown in **Figure 22**, was the second of two times that all officers interviewed responded with unanimity of opinion.

³⁹ “Found” refers to a three-fourths majority finding (6 of 8) by the Wing Honor Board that a cadet, in fact, violated the Honor Code. The “found” cadet must have committed both the act and had the intention (state of mind) to violate the Honor Code. This must be proven “Beyond a Reasonable Doubt” for the members of the Honor Board.

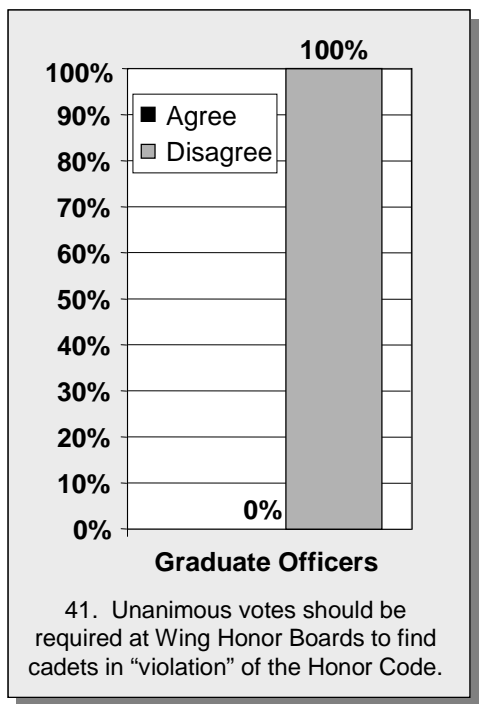


Figure 22. Graduate Officers' Responses to Question 41

Based on Academy faculty and staff skepticism with respect to both the Cadet Wing and the Honor System, they actually sought an increase in the amount of officers involved in the Honor System at the Academy in order to reestablish balance in what they view as an overly cadet-favored Honor System. Although this difference of opinion would not appear noteworthy per se (based on the difference in perspectives between the two groups, in addition to the fact that cadets are living under the Honor Code and would thus be more inclined to view the more "harsh" aspects of the Code than the officers), the difference remains important because the resultant level of distrust and skepticism manifested between both groups at the Academy may possibly explain cadet questions of faculty and staff ulterior motives in utilizing the Honor System.

When asked to respond to the question of a potential difference in view of the Honor Code between cadets and faculty/staff, cadets highlighted two possible differences in opinion. Although the first dealt with faculty

and staff "taking the Honor Code more seriously" than cadets, the second main response focused on cadets' belief that USAFA officers "use the Code as a weapon" against the members of the Cadet Wing. From the examples given, most cadets perceived that this form of honor "targeting" could be traced to a particular high visibility cadet honor case, as well as to specific academic departments. Indeed, the Department of Computer Science, in particular, was cited due to its real or perceived use of a software program that specifically looks for cheating on cadet exams. The persistence of this belief has fueled a high level of cynicism within the Cadet Wing as cadet interviews revealed the belief that faculty members believe cadets are dishonorable until proven otherwise. In responding to the statement, "Cadets are assumed to be honorable until proven otherwise," only 55% of the Cadet Wing was in agreement. Cadet responses are noted in **Figure 23**.

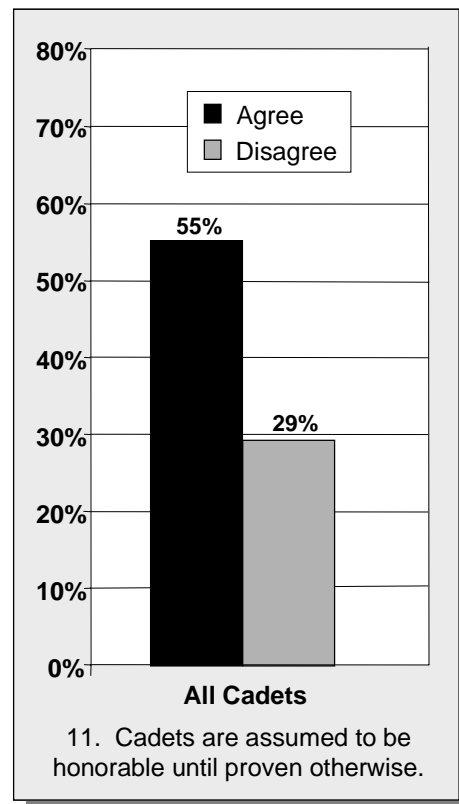


Figure 23. Cadet Responses to Question 11

Cadets appear to question the motives of Academy faculty and staff in utilizing the Honor System. When combined with cadet recognition of the fundamental lack of faculty and staff knowledge of the inner workings of the Honor System, cadets perceive a possible tendency of officers to overutilize the Honor System. Indeed, during the cadet interviews, members of the Cadet Wing noted severe frustration with non-Academy graduates in particular (due to their lack of experience of living under the Honor Code) because they do not “fully appreciate the consequences of reporting cadets for suspected violations of the Honor Code.”

Conclusions

The current lack of cadet and faculty/staff confidence in both the USAFA Honor Code and Honor System has resulted in an adverse impact upon the character development efforts at the Air Force Academy. Despite the Wing’s outward support of the Honor Code, cadet frustrations with the non-toleration clause have led to a circumvention of the Honor Code at the Academy. Even though cadets recognize the importance of the Honor Code, that importance is of limited utility because cadets only choose to see the stabilizing effect of the USAFA Honor Code through its clear provision of accepted behavioral standards of the Cadet Wing. However, cadet concern with the non-toleration clause and its requirements to disrupt the bond of loyalty to friends is not only perceived as a message contradictory to the fundamental military requirement for teamwork articulated at the Academy, but it is also viewed as a moral and ethical hurdle that many cadets have decided they do not seek to overcome. Given their problems with the perceived severity and inherent inflexibility of current USAFA honor sanctions, especially as cadets progress from the third to second and first class years, cadets are willingly opting out of the non-toleration clause and are

turning a blind eye to violations of the Honor Code. In doing this, cadets are disassociating themselves from the main character development tool utilized by the Air Force Academy to promote the ethical and moral development of future U.S. Air Force officers.

Cadet frustrations with the non-toleration clause, specifically those dealing with cadets’ desire to have the non-toleration clause either removed from the Honor Code or lessened in severity with validated cases of toleration (see also Findings 2 and 5), reveals the cadet perception that a violation of the non-toleration clause is simply not a serious matter. This, however, points to a misguided character development effort at the Academy because cadets not only fail to view the non-toleration clause as the linchpin of the USAFA character-building effort, but they remain unconvinced that the toleration of those who act in ways deemed inimical to the interests of the profession of arms carry with them the potential to disrupt the integrity of the professional Air Force as well.

The concept of non-toleration, however, stands as the bedrock principle of the USAFA Honor Code due to its proven ability to exact upright, ethical behavior of its adherents due to its requirements for moral courage. The non-toleration clause, by definition, sets in motion the process of positive character development by forcing cadets to exercise independence of thought by weighing the suspected Honor Code violation against the standards of the Air Force Academy and the U.S. Air Force. This comparative process not only allows cadets to recognize a potential disparity between the suspected act and the “proper” or “accepted” behavioral standards required of both the Air Force Academy and the professional Air Force, but it indirectly compels cadets to commit themselves to the elevated standards and moral requirements of the profession of arms. The process requires loyalty to principle and an ability to see beyond the immediacy and comfort of loyalty to peers, a process that not only lies at the

heart of all USAFA character development efforts but makes the non-toleration clause the linchpin of the character development effort and its resultant success at the Academy. However, the manifest inability of cadets to overcome the binding ties of loyalty to peers, stimulated by adherence to the non-toleration clause, fails to set in motion the character development capacities and intent of the Air Force Academy's Honor Code and thereby disrupts the overall character development effort at the Academy. This failure, however, is only exacerbated by the current lack of faculty and staff confidence in the USAFA Honor System.

Academy faculty and staff's perceptions of the System's excessive legalism and incapacity to prosecute violators of the Honor Code have created a situation where officers at the Academy have opted out of the formal administrative channels of the Honor System. Academy faculty and staff have turned to the other means at their disposal to secure justice in what many view as an increasingly unjust/overly biased cadet Honor System. Faculty and staff recognize the limited utility of the Honor System, viewing it as ineffective in identifying and dispassionately resolving Honor Code violations, and have subsequently disassociated themselves from the Air Force Academy's Honor System; the use of extra-systemic channels is simply viewed by many faculty and staff as a more effective means to deliver justice at the Air Force Academy.

However, by consciously avoiding the formal administrative channels of the Honor System, Academy faculty and staff are robbing cadets of the Honor System's positive capabilities: exposure of fundamental deficiencies of character or rehabilitation of those in need of ethical and moral redirection. Toward this end, the Honor System traditionally functions in an auxiliary support capacity to the Honor Code's character development goals; a failure to utilize the

Honor System in precisely this manner precludes the Honor System from fulfilling either one of these roles. Although obvious effects are registered upon the Air Force Academy by allowing potential violators of the Honor Code to go undetected (encountering, at worst, a conduct violation), perhaps the most important casualty of this choice is the Cadet Wing, through the indirectly adverse effects levied upon the character development process at the Academy.

Members of the Cadet Wing are not only affected by faculty and staff's choice to selectively opt out of using the Honor System, they are also indirectly affected by the growing influence of legalism within the USAFA Honor System. Based on the current System's demands for multiple legal and administrative reviews noted in this chapter's fourth main finding, the resultant dominance of Honor System over Honor Code has indirectly taught cadets that honor violations are legal issues to be scrutinized and assessed versus fundamental issues of honor to expose potential deficiencies of character. Due to the current System's wealth of legal "loopholes" caused by the overall growth and influence of legalism within the Honor System, cadets have turned to "gaming the System" by viewing honor violations as legal issues to circumvent the presumptive sanction of disenrollment. The existence of this viewpoint within the Cadet Wing remains one of several issues frustrating the character development process at the Academy and must be remedied in order to improve and strengthen the character development effort at the Air Force Academy.

Recommendations

In order to address the issues that have fostered growth of the unwritten "cadet honor code" and, in turn, seek to restore emphasis

Recommendations

A1-R1

Expand the scope of assessment of the Wing Honor Board (WHB).

A1-R2

Eliminate the Cadet Sanctions Recommendation Panel (CSRP) for those cadets who have admitted/self-reported to a violation of the Honor Code, and implement a standardized policy for handling all reports of suspected honor violations.

A1-R3

Increase the flexibility of the USAFA Honor Probation program by individually tailoring the tasks and duration of the cadet probationary program on a case-by-case basis.

A1-R4

Strengthen the honor investigative process by providing second class honor representatives with formal, standardized investigative training.

on the character development capacity of the Honor Code, the Task Force recommends the following actions be taken by the Air Force Academy.

A1-R1

Expand the scope of assessment of the Wing Honor Board (WHB). Following a finding of a violation of the Honor Code, during the sanctions recommendation phase of the WHB process, members of the WHB will determine whether the “found” cadet is fundamentally honorable. This assessment would consider a broad set of factors, including mitigating/extenuating circumstances and overall record and character of the cadet while at the Academy.

The revisions described in this recommendation are depicted in **Figure 24**.

The WHB would continue to perform in its dual deliberative capacity. Members of the Honor Board would determine if the suspected cadet did, in fact, violate the Honor Code in accordance with the current standards of proof. Indeed, “act and intent” must continue to guide this deliberative phase of

the WHB while adhering to the evidential requirements associated with the “beyond a reasonable doubt” standard. However, following the finding of a violation of the Honor Code by a three-fourths (6 of 8) majority of the WHB, the Board would subsequently assess the adjudged cadet’s overall character and record in order to assess the fundamental honorability of the cadet to determine if he/she should be offered rehabilitation.

The Task Force recommends the WHB examine the recommended sanction by voting on the following question: Is the cadet of fundamentally honorable character? In conducting this character assessment, the Task Force recommends that the Honor Board members use the following six factors to aid their assessment: (1) Time under the Code, (2) Fortrightness of the cadet, (3) Egregiousness of the offense, (4) Type of report (e.g., self-report, admit, deny), (5) Mitigating/extenuating circumstances, and (6) Overall character and record of the cadet while at the Academy.

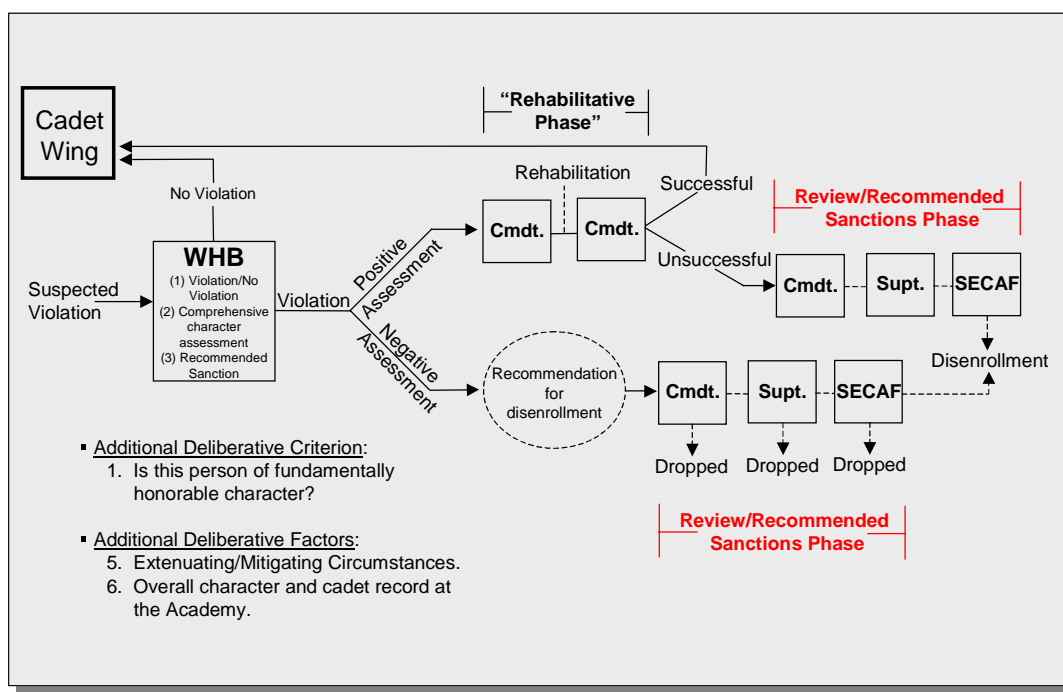


Figure 24. Revised USAFA Honor Case Process

Members of the WHB would assess the fundamental honorability of the cadet, considering the cited criteria and six factors. All of the aforementioned criteria would be equally weighted and thereby compose the body of the comprehensive character assessment recommended in this initiative. After considering all of the above criteria, the WHB would then cast votes for or against offering rehabilitation. A three-fourths (6 of 8) affirmative vote would result in a WHB determination to offer suspension of disenrollment proceedings, subject to a requirement to satisfactorily complete a rehabilitative regimen.

A WHB vote of less than 6 of 8 would affirm the presumptive sanction of disenrollment and begin case disposition by the Commandant, Superintendent, and, if necessary, the Secretary of the Air Force.

In order to introduce this comprehensive character assessment into the WHB deliberative process, the Task Force recommends the following three additional changes be added to the WHB sanctions deliberative process.

First, the current restriction on the presentation of character evidence during WHB proceedings should be lifted. Under the rules applicable (i.e., that all relevant evidence is admissible during the WHB), character evidence should be allowed during the WHB deliberations. Lifting of this restriction is linked directly to the Honor Board's ability to conduct the comprehensive character assessment recommended in this initiative.

Second, the Task Force recommends an expansion of the current set of factors used when addressing possible sanction recommendations. In addition to the current set of four factors, namely (1) Time under the Code, (2) Fortrightness of the cadet, (3) Egregiousness of the offense, and (4) Type of report, the Task Force recommends the addition of (5) Mitigating/extenuating circumstances, and (6) Overall character and record of the cadet while at the Academy. This set of six factors would be used by members of the WHB with each incident finding of an honor violation and would guide the WHB sanction recommendation phase.

Third, as a procedural matter, the Task Force recommends that the role of the Group Honor Chairman (GHC) be eliminated⁴⁰ as the primary decision-maker in the WHB sanction recommendation process. Whereas the GHC currently solicits sanction recommendations from the eight WHB members prior to proposing his/her own sanction recommendation to the Commandant, the Task Force recommends the members of the Honor Board remain collectively responsible for making the comprehensive character assessment in order to strengthen the cadet sense of ownership of the Honor System, and the centrality of the Honor Board process. A WHB recommendation for rehabilitation, based on a positive assessment of the cadet's fundamentally honorable nature, would result in the forwarding of the case to the Commandant, who would determine the precise nature of the rehabilitative regimen for the cadet found in violation of the Honor Code.

It is the opinion of the Task Force that the Commandant should determine the appropriate program for rehabilitation for those found to have violated the Honor Code. This methodology ensures that a measure of evenhandedness is inserted into the rehabilitative process by a dispassionate observer (as regards the honor case) who is well versed in the imposition of rehabilitative schemes to correct potential deficiencies of character.

Following this WHB recommendation for rehabilitation, the cadet would be remanded to the Commandant of Cadets, who both administers and supervises the appropriate rehabilitative regimen as he/she determines. During the rehabilitation phase, the

Commandant of Cadets would serve as the accountable official for monitoring and assessing the cadet's progress. Successful completion of the rehabilitative program, a determination reserved for the Commandant, would result in the cadet's reinstatement into the Cadet Wing as a Cadet in Good Standing.

Unsuccessful completion (i.e., failed rehabilitation) activates the presumptive sanction of disenrollment and would result in the cadet's disenrollment from the Air Force Academy.

This revised honor case process stands in distinct contrast to the current honor case process at the Air Force Academy. The current USAFA honor case process, formatted to correspond to the above process representation, is depicted in **Figure 25**.

Despite the outward appearance of increased simplicity when compared to the recommended process change in **Figure 24**, the current honor case process at the Air Force Academy proves highly inflexible. Once a suspected violation undergoes all the necessary administrative procedures associated with the honor case process,⁴¹ the Wing Honor Board⁴² convenes to hear the honor case. The sole purpose, according to the Air Force Academy *Honor Code*

⁴⁰ It is important to note that the Task Force is recommending the elimination of the GHC's role strictly within the sanctions recommendation phase of the WHB. All other rights, duties, and responsibilities of the GHC would be preserved.

⁴¹ It is important to note that all of the initial administrative procedures associated with honor case formulation prior to the actual convening of a WHB (formal clarification, investigation, case review) would apply to the revised and current honor case processes depicted in both Figures 24 and 25. These steps were purposely omitted from both the revised and current editions of the honor case processes depicted in the above figures.

⁴² For purposes of continuity, the Cadet Sanctions Recommendations Panel (CSRP) phase has been purposely omitted from the current USAFA process description. The main focus of this figure is to discuss the difference in conduct/deliberations of the Wing Honor Board in both the current and revised editions of the Academy honor case process. The issue of revising the CSRP phase of the honor case process will be addressed in the following recommendation, A1-R2.

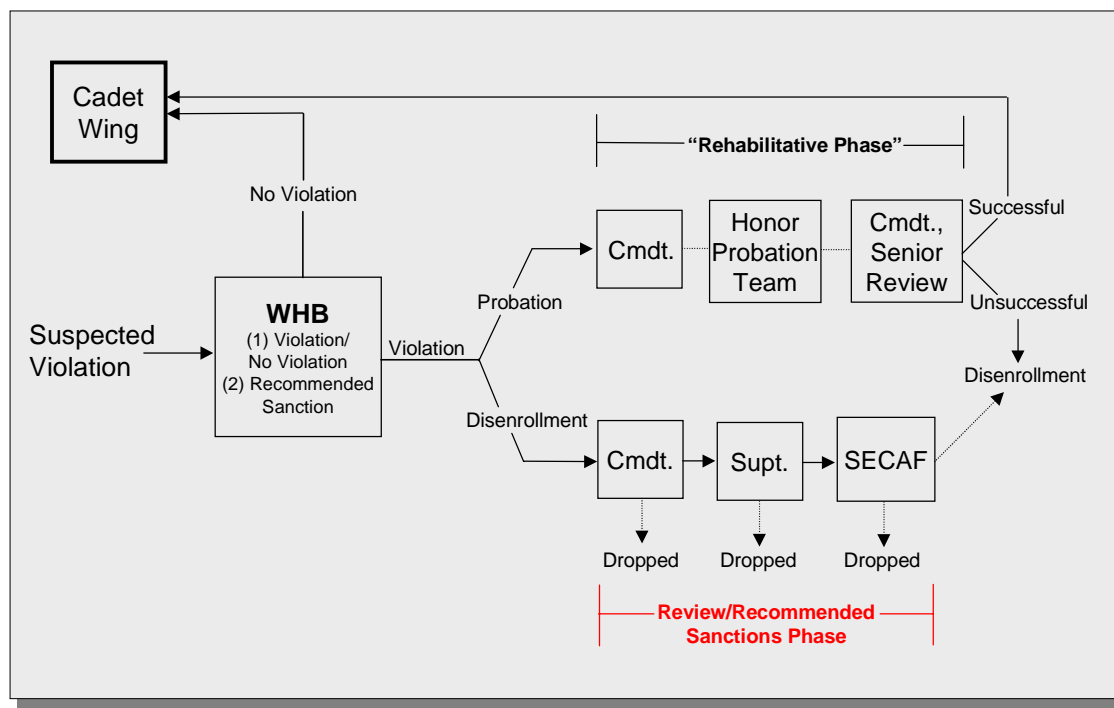


Figure 25. Current USAFA Honor Case Process

Reference Handbook, is to “review evidence and hear testimony from the respondent and witnesses in the case, to discuss evidence, and to make a judgment as to whether or not the respondent violated the Honor Code.” If the voting members of the Wing Honor Board fail to gain the requisite three-fourths majority for a finding of an honor violation, the suspected cadet returns to the Cadet Wing and is considered a Cadet in Good Standing. However, if three-fourths or greater members of the Board determine that a violation of the USAFA Honor Code has, in fact, occurred, the case then moves into the subsequent penalty/sanction phase where members of the Wing Honor Board recommend the appropriate sanction. During this second deliberative session, the Group Honor Chairman (GHC) provides each of the eight members of the WHB with the opportunity to provide his/her sanction recommendation. Members of the WHB determine the appropriate sanction in accordance with the following four criteria: (1) Time under the Code, (2) Fortrightness of the cadet, (3) Egregiousness of the violation, and (4) Type

of report. After the recommendations of all eight members have been collected and read by the GHC, the GHC then determines the appropriate sanction recommendation for consideration by the Commandant.

Following this session, all cases for those cadets found in violation of the Honor Code are forwarded to the Commandant of Cadets, who reviews the case and formulates a sanction recommendation for review and ultimate disposition by the Superintendent. This, however, only occurs once timely administrative reviews have been conducted by officers from the Center for Character Development, 34 TRG/CC, and 34 TRW/CV, as well as a legal review by the Staff Judge Advocate following the convening of the Wing Honor Board and a decision for disenrollment (see also Appendix C). These reviews occur with each honor case that passes through the hands of the Wing Honor Board, remaining primarily responsible for the excessive case processing length currently evident at the Air Force Academy. With the changes recommended in this initiative, several advantages will be

gained by introducing the comprehensive character assessment into the sanctions recommendations phase of the WHB process.

Impact

By introducing a comprehensive character assessment in accordance with the procedural changes/recommendations noted in the above text, several of the problems associated with the current Honor System will be remedied. First, the lack of cadet ownership of the Honor System (see Chapter IV) will likely be rectified. In addition to removing the officer as a full voting member of the WHB and replacing this officer with a cadet (see A2-R1), the introduction of a comprehensive character assessment (completed by an all-cadet panel of WHB members) helps to restore a sense of cadet ownership of and confidence in the Honor System. This is achieved by granting cadets (through their representatives on the Honor Board) the authority to make a binding⁴³ determination as regards the appropriate sanction recommendation for those found in violation of the Honor Code.

It also, however, will likely rectify the current excessive time requirements associated with the honor case process because this recommendation provides those found in violation of the Honor Code but subsequently deemed in need of rehabilitation with the opportunity to bypass the later stages of the honor case process. Cases would no longer require mandatory sanction recommendations phases by Academy senior level authorities nor would they require the lengthy legal and administrative reviews by the Honor Division and Staff Judge Advocate, once the WHB members have recognized the

fundamentally honorable nature of the “found” cadet, despite his/her manifest need for moral/ethical rehabilitation. Only those honor cases that fail to receive the positive character assessment by the WHB would be required to undergo the subsequent phases of the honor case process. This buttresses the previously cited restoration of a cadet sense of ownership of the Honor System, based on the resultant nullification of the Honor System’s legal and administrative reviews. Honor cases for those found in violation of the Honor Code, but subsequently deemed fundamentally honorable, will simply no longer require those stages and legal/administrative reviews that involve the most lengthy and time consuming portions of the USAFA honor case process, resulting in an overall reduction in total case process time to a matter of weeks if not days.

Secondly, and perhaps most importantly, this recommendation restores the appropriate balance to the Air Force Academy system of sanctions for Honor Code violations. An improved relationship between the “crime” and attendant “punishment” has been reinserted into the WHB and, hence, the honor case process by returning the original character development intention and focus of the Honor Code to the sanctioning process and to the Air Force Academy.

By introducing the comprehensive character assessment into the WHB sanctions recommendation phase, the Air Force Academy is focusing on the overall **character** of the cadet by framing both the incident fact of the honor violation as well as the resultant transgression of the Honor Code against the cadet’s honorability.

The Honor Code was not intended to function solely as a mechanism to root out those who violated one of the Code’s four precepts. Indeed, the Honor Code was and is intended to facilitate the moral and ethical conditioning through cadet integration into the values and mores associated with the

⁴³ A recommendation for rehabilitation by the recorded vote of a three-fourths majority vote of the WHB would be binding on the Superintendent. (Of course such a recommendation by less than three-fourths would not be binding.) A recommendation for disenrollment, however, would not be binding on the Superintendent, who could opt for rehabilitation in any case.

professional military ethic required of cadets. Given their status as future Air Force officers, the Honor Code's stringent requirements for moral and ethical courage were deemed integral to the positive formation of character required within a profession that invests its officers with the capacity to exercise judgment and decisions with life and death implications. And although violations of the Honor Code's tenets serve as evidence of possible deficiencies of character, a simple incident finding (even by those who have spent the most amount of time under the Code) does not necessarily presuppose an inherent character flaw. Thus, the Task Force's comprehensive character assessment formally recognizes the concept of an uncharacteristic "moral lapse" by individuals who remain, despite their violation of the Honor Code, fundamentally honorable at their core. What the character assessment says is that those found in violation of the Honor Code but subsequently determined to be of fundamentally honorable character and, hence, still possessing a fundamentally honorable nature, are simply in need of a more concerted moral and ethical redirectioning effort and thereby require **rehabilitation** in order to stimulate and fully engrain the strength of character required of Air Force Academy cadets. This, however, can only be attained by expanding the scope of assessment of the WHB and examining the valued characteristics of cadets at the Air Force Academy: honor, integrity and character. The comprehensive character assessment thereby not only marks a restoration of the original character development/character refinement capacity of the USAFA Honor Code by rehabilitating those in need of moral and ethical redirectioning, but it simultaneously affirms the Air Force Academy's presumptive sanction of disenrollment.

Indeed, the comprehensive character assessment effectively reinforces the Academy's commitment to the non-toleration

of those who possess fundamental deficiencies of character and who, as a direct consequence of this finding, the Cadet Wing has determined fail to possess a refined sense of honor. Disenrollment remains the only viable option in this instance.

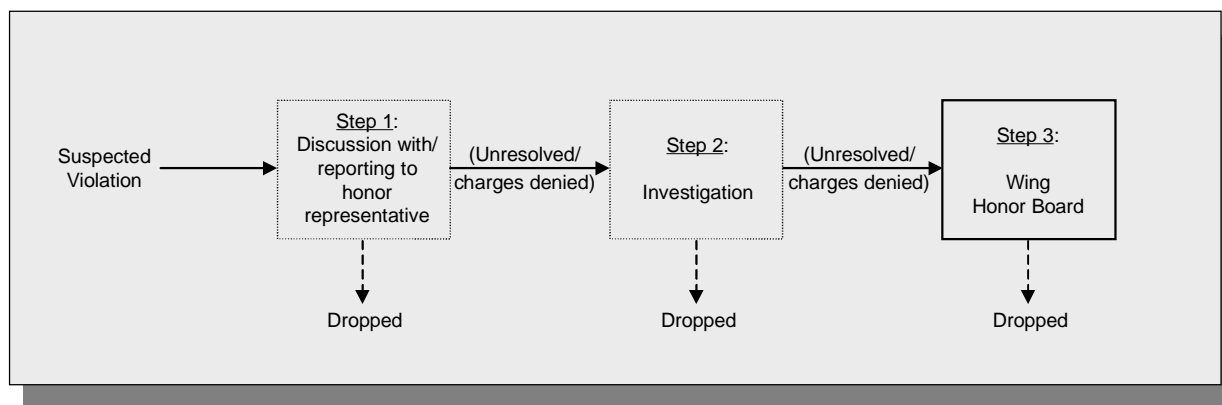
Third, while only time and experience will tell, the comprehensive character assessment should also materially remedy faculty/staff concerns with the unresponsive nature of the current USAFA Honor System. With the likely increase in the amount of "found" verdicts, the main faculty and staff concern of the System's unresponsiveness and inability to properly adjudicate honor allegations should moderate and, over time, hopefully disappear.

A1-R2

Eliminate the Cadet Sanctions Recommendation Panel (CSRP) for those cadets who have admitted/self-reported to a violation of the Honor Code, and implement a standardized policy for handling all reports of suspected honor violations.

As a means to standardize the honor case administrative process at the Air Force Academy, the Task Force recommends the formal elimination of the CSRP. Consistent with the procedural requirements of the Wing Honor Board outlined in the *Honor Code Reference Handbook*, the CSRP duties and responsibilities would be subsumed into those of the current WHB, and the CSRP would be eliminated from the administrative process of the Honor System and would no longer exist as a formal option for case administration. This would be followed by implementation of a standardized, three-step process for administering all honor cases, irrespective of the nature of the suspected cadet's response to the formal honor allegations. This process is outlined in **Figure 26**.

With each honor allegation that arises at the Academy, the Task Force recommends formal administration through these three



**Figure 26. Revised USAFA Honor Case Process:
Major Administrative Process Steps**

procedural steps. Those cases involving cadets or faculty and staff who witnessed the alleged event would be required to formally report the suspected honor violation to the relevant honor representative, who would, in turn, determine the need for a clarification session between the witness and the suspected cadet. If, after conducting the clarification step, it is determined that a violation did not occur, the honor inquiry would be dropped and there would no longer be a need to proceed to the second and third steps of the honor case process. If, however, after completing the clarification step, (1) the cadet chooses to deny the allegations and the case is still unresolved or (2) the cadet admits the allegations, a formal investigation would be conducted to collect all relevant facts and evidence in the case, prior to a formal review by the WHB and consistent with current USAFA administrative policy. This requirement to meet before the WHB would also apply to cadets who choose to admit to a violation of the Honor Code, following completion of step two from the revised honor case process, during the moment when the cadet is provided the final opportunity to admit to the honor allegations, consistent with current administrative policy. However, even those cases involving cadets who choose to self-report a violation of the Honor Code would require a formal discussion of the event between the self-reporting cadet and his/her honor representative. If the honor

representative determines that a violation did not occur and the self-reporting cadet has erred in his/her report, the honor representative would have the authority to drop the case at this point. If the honor representative determines that a violation most likely did occur, a formal investigation into the honor event would be conducted, and in lieu of meeting with a CSRP, the self-reporting cadet would undergo a peer review by the cadet-led WHB.⁴⁴ As in the case of both the “admit” and “deny” cases brought before the WHB, the WHB would be required to determine (1) if a violation did/did not occur and, if so, (2) what the recommended sanction would be for the cadet found in violation of the Honor Code. It is important to note that this would all occur prior to forwarding the case to the Commandant, Superintendent, and, if necessary, the Secretary of the Air Force for final case disposition. The administrative changes recommended in this initiative would apply only to the steps leading up to the WHB and would have no effect upon the duties or responsibilities of the Commandant, Superintendent, or Secretary of the Air Force regarding honor case administration.

Impact

This revision to the major administrative steps associated with each type of honor case

⁴⁴ See Recommendation A2-R1.

would not only provide one standard process for the administration of all honor violations, but it would eliminate the redundancy currently evident in the USAFA honor case process. Honor cases would no longer be required to undergo a review by either the CSRP or the WHB, according to the nature of the suspected cadet's response, as this standardized approach does not allow for overlapping examinations by administrative bodies tasked with the same responsibilities. Honor cases would simply undergo the three major administrative steps of the process discussed above and would be forwarded to the relevant phases of that process in accordance with the evidential/administrative merit of each case.

In so doing, the credibility of the honor case process is strengthened as the individuals involved in all three major steps (honor representative, investigative party, and WHB members) would likely benefit from the increased frequency with which they would conduct their particular phase of the process. This is especially true of the investigative phase.

Those responsible for conducting the honor investigations would likely become increasingly familiar with the actual investigative process, including knowing the relevant individuals to examine, what to look for, and what to discuss. This strengthens the investigators' ability to recognize the (in)sufficiency of a given honor case and, hence, their ability to know when a particular case should be dropped or forwarded to the WHB. Serving as an added buttress to the Task Force's recommendation for formalizing and standardizing the honor investigative process as noted in Recommendation A1-R4, the requirement for administration through both the honor representative and the investigative team phases of the process virtually guarantees that cases making it to the WHB review have the requisite evidential

merit for WHB consideration. This proves useful to all three types of honor cases reported at the Academy (self-report/admit/deny).

In addition, this recommendation ensures that all cadet honor cases receive a trial/review by their peers on the Wing Honor Board, thus mitigating concerns of varying case dispositions according to the review board composition. All eight cadet members of the Wing Honor Board would be responsible, once the case had passed through steps one and two of the revised honor process, for determining (1) the evidential merit of the particular case under examination and whether the cadet violated the Honor Code or not and (2) the recommended case disposition (i.e., recommended sanction) for those found in violation of the Honor Code. A peer honor case review by all eight members of the WHB ensures a standardization of honor case administration, strengthening the Academy's ability to ensure standardization of honor case disposition.

What is more, by preserving the duties and responsibilities of the CSRP through their formal transfer to the WHB, the system of "checks and balances" associated with the former CSRP honor case process is also preserved. The WHB will still determine whether the self-reporting/admitting cadet violated the Honor Code prior to recommending a sanction to the Commandant. Also, provided the honor representative and investigative party remain fully cognizant of the evidential and administrative merits required for bona fide honor violations, once the self-reported/admitted honor cases are forwarded to the WHB, preliminary WHB case disposition should proceed with relative ease and efficiency. This should mitigate concerns of a possible reduction in honor case process efficiency with the transition to a non-CSRP administered process.

A1-R3

Increase the flexibility of the USAFA Honor Probation program by individually tailoring the tasks and duration of the cadet probationary program on a case-by-case basis.

The Task Force considers the Commandant of Cadets to be the appropriate authority for determining the rehabilitative measures for cadets found in violation of the Honor Code and subsequently recommended for rehabilitation. However, the Task Force offers the following views to the Commandant in considering this recommendation.

The Commandant should individualize the duration and task performance requirements of the Honor Probation program according to the rehabilitative needs of the cadet found in violation of the Honor Code. Not only would probation be a viable option for cadets of all levels (fourth through first), but it should vary in length and character commensurate with the nature and gravity of the offense, as well as the particular rehabilitative needs of the cadet. In addition, the following examples would also apply to the Honor Probation program: (1) first class cadets placed in an Honor Probation program could be extended beyond graduation to complete their rehabilitation requirements, or (2) in exceptional circumstances, cadet probation might be extended if the individual is unable to complete his/her requirements in the originally established timeframe.

The Task Force also suggests that the Commandant consider one of the possible task performance requirements for probationary cadets be the accomplishment of substantial research related to the development and creation of case method studies. Probationary cadets would aid senior officials from the Academy's research center in compiling these case method studies and, where possible, with cases under development related to the honor violation of the probationary cadet.

Impact

This recommendation further strengthens the effectiveness of the Honor Probation program at the Academy. Frustrations voiced by current and former cadets enrolled in the Honor Probation program (i.e., that the program's inflexible time requirements failed to allow for maximum optimization of the rehabilitative program) will be largely reduced. By implementing this initiative, a greater amount of flexibility will be inserted into the Honor Probation program, and cadets enrolled in the program will reap the benefits of task and performance requirements tailored to their individual needs. Recommendation A1-R3's potential requirements for probationary cadet accomplishment of substantial research related to case method studies increases their internalization of honor and the Honor Code. By guaranteeing intellectual investment in those cases that demonstrate, for example, the damage that can accrue to the operational Air Force from a failure of personal integrity, probationary cadets will better understand the professional military need for honor. As a result, the revision to the Honor Probation process and potential task requirements described in this recommendation will allow for greater accommodation of the ethical and moral rehabilitative needs of its entrants.

A1-R4

Strengthen the honor investigative process by providing second class honor representatives with formal, standardized investigative training.

The Task Force recommends the Air Force Academy provide formal, standardized honor investigative training for second class honor representatives responsible for conducting honor investigations. Quality training is available from external sources such as the U.S. Air Force Office of Special Investigation and/or the Department of Justice's Federal Bureau of Investigation.

The training could be accomplished during the second class summer.

Based on outside consultation and successful implementation of this concept by the United States Naval Academy (USNA), the Task Force recommends training approximately 14 to 17 cadets per year for investigating alleged Honor Code violations.

Impact

This initiative would significantly raise the investigative standard for alleged honor violations at the Academy by providing a cadre of well-trained, highly skilled investigators to conduct the investigative phase of the honor case process. These 14 to 17 cadet investigators would introduce an added level of professionalism and skill to how honor investigations are conducted at the Academy, attributes that are required for strengthening the level of confidence as well as feelings of ownership that cadets possess toward the Honor System.

By providing a team of cadet investigators to conduct honor investigations at the Air Force Academy, larger cadet questions regarding the appropriateness of an honor allegation requiring the convening of an Honor Board will likely be obviated based on the investigators' ability to properly identify what constitutes an honor violation. Only those honor allegations with the requisite evidential standards to suggest the likelihood of an honor violation will likely

make their way to the Wing Honor Board because the honor investigators will be able to recognize honor fact from honor fiction. Therefore, not only will the level of cadet confidence in the Honor System be strengthened, but the secondary issue of cadet perceptions of the faculty and staff's potential use of the Code as a "weapon" will also be mitigated for the reasons noted above.

Consequently, the increase in the efficiency and effectiveness of the honor investigative process, which results from the standardization of the investigative process, will also result in an increase in the sense of ownership cadets possess toward the Honor System. By frontloading the effectiveness of the honor investigative process, which will strengthen the capacity of the Honor System to properly discern honor allegations from actual honor cases, a significantly decreased emphasis will necessarily be placed on the administrative and legal reviews currently conducted by various officers from the USAFA Honor Division (34 TRW/CWCH) and the Staff Judge Advocate. This results in both an increase in (1) the overall effectiveness of the honor case process by decreasing the necessary amount of time, effort, and energy expended by the administrative/legal reviewers, as well as (2) the sense of cadet ownership of the Honor System because the role of officers in the administrative/legal review phase will have necessarily been reduced.



U.S. AIR FORCE

Climate Assessment

Area Two: Cadet Ownership of the Honor System

This chapter contains the Task Force's findings for Climate Assessment Area Two: Cadet Ownership of the Honor System.

Overview of the Academy Task Force Approach

The Task Force sought to assess current levels of cadet ownership of the Honor System. The Task Force recognized the importance of cadet ownership of the Honor System, due to the Honor System's status as the main support mechanism of the Honor Code. Without a deep sense of ownership of this System, not only is cadet faith in the Honor System eroded, but cadet internalization of the Honor Code wanes, thereby disrupting the larger USAFA character development effort.

The Task Force constructed the following preliminary focus questions to aid in this process:

1. Does the Cadet Wing "own" the Honor System?
2. Does the Cadet Wing remain primarily responsible for the Honor System's rules, regulations, and procedures through all phases of the honor case process?

In order to determine the level of cadet ownership, this focus question was further refined during the questionnaire and interview portions of the Academy interviews, asking cadets and faculty/staff specific questions regarding the amount of officer/non-cadet involvement in honor case process (see Appendix B).

The Task Force also focused upon a corollary assessment of cadet ownership of the Honor System by considering the level of status and prestige granted by the Cadet Wing to Academy honor representatives. The Task Force recognized the importance of these individuals in the Honor System based on their role as the directly elected representatives of the Cadet Wing who are tasked with enforcement of the Honor Code through the administration of the Honor System. The Task Force developed the following focus question to guide the responses of cadets during the Academy interviews:

1. Are Academy honor representatives viewed as an elite cadre of peer group leaders who consider the position an important professional responsibility and not a routine cadet duty?

The following sections summarize cadet responses.

Overview of Cadet Views of Cadet Ownership of the Honor System

Officer Involvement

In the questionnaire, cadets responded to three questions regarding cadet ownership of the Honor System, as seen in **Figure 27**.

As shown in this figure, cadets do not appear to possess strong views on the issue of officer involvement in the USAFA Honor System. The plurality of surveyed cadets (46%) responded that the Honor System has a good balance between cadet and officer involvement. However, a significant percentage of cadets (29% to 42%) expressed no opinion. The lack of hardened opinions on the issue of officer involvement may stem from a lack of first-hand experience and intimate association with the Honor System of most cadets. It was therefore necessary to look at responses from cadets who have more experience with the Honor System and would thus have more well founded views on officer involvement in the Honor System, namely probationary cadets. These responses are shown in **Figure 28**.

Probationary cadets express significantly higher levels of frustration with officer involvement in the USAFA Honor System. The majority (50%) of this group believes there is too much non-cadet involvement in the Honor System, and 50% feel officers have too much influence over Honor Code matters. As a consequence of this, the Task Force examined the main areas where officers are directly involved in the Honor System.

The first place that officers directly participate in the Honor System is on the Wing Honor Board (WHB). The composition of the WHB at the Air Force Academy is depicted in **Figure 29**.

This deliberative body, tasked with reviewing evidence and hearing testimony of cadets suspected of violating the Honor Code, is composed of seven cadets (three honor representatives, two chain of command members, two at-large cadets) and one officer (Major or above). Also present during the WHB proceedings is a civilian reporter/transcriber, an individual who is responsible solely for keeping a record of discussion from the WHB. This individual has no voting rights.

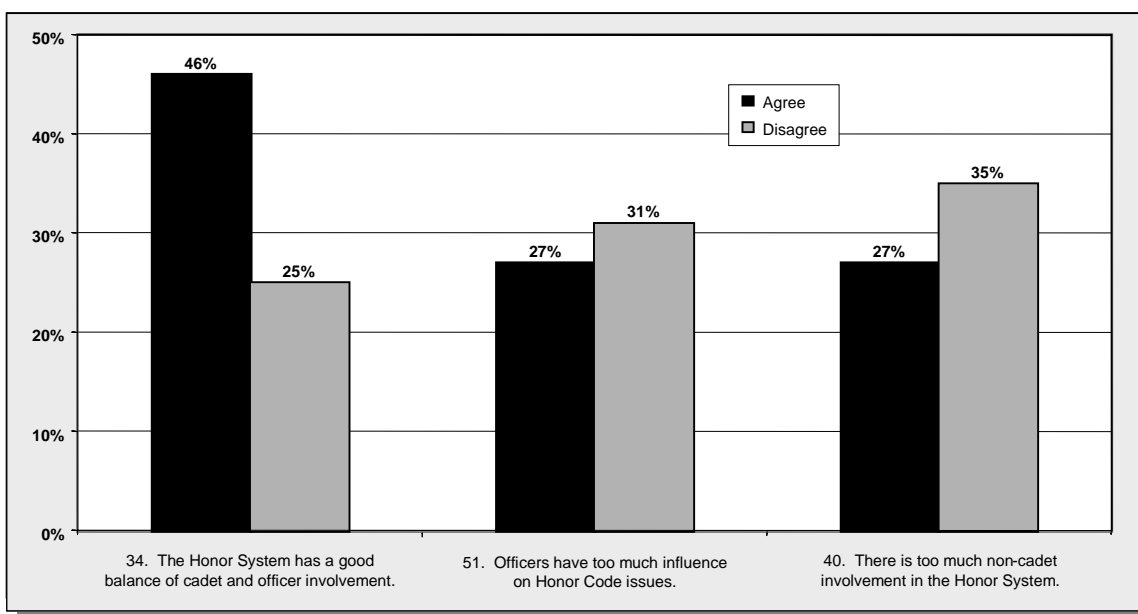


Figure 27. Cadet Responses to the Issue of Officer Involvement in the Honor System

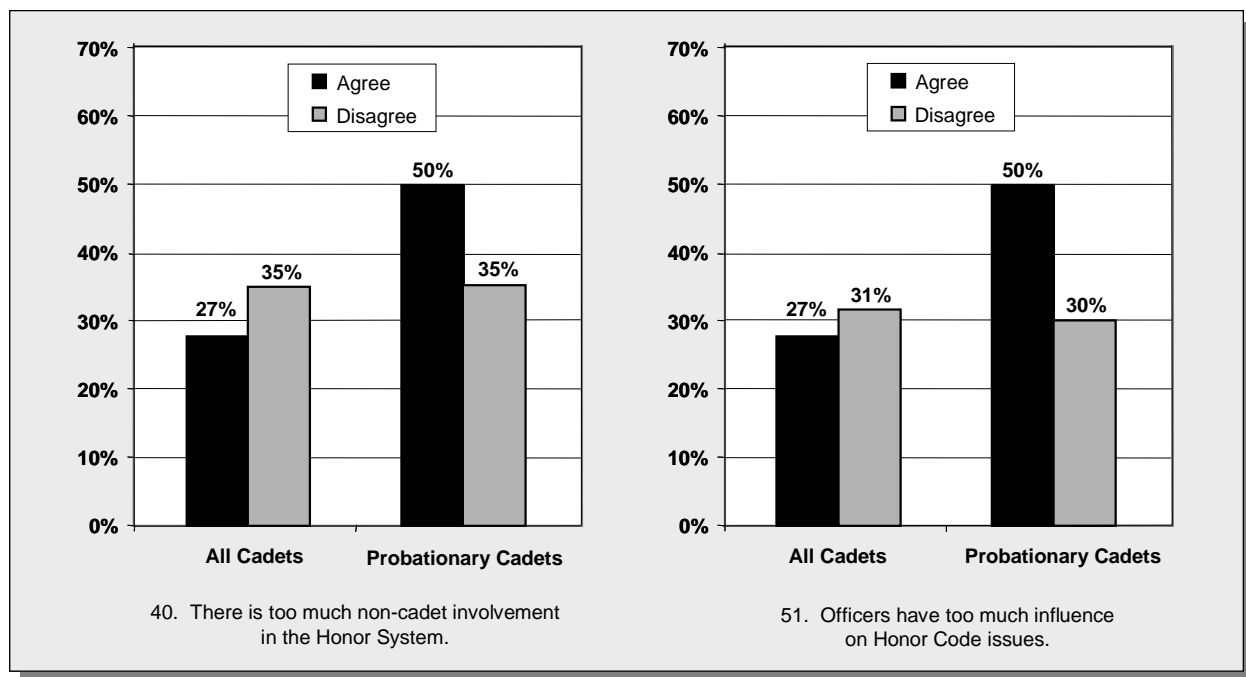


Figure 28. Cadet Comparative Responses to Questions 40 and 51

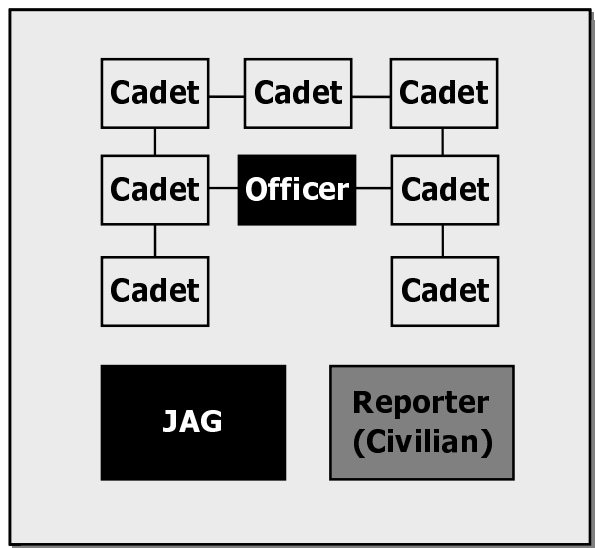


Figure 29. USAFA Wing Honor Board Composition

The officer member of the WHB is vested with full voting rights, equal to each of the seven cadets on the Wing Honor Board, and participates in all aspects and all deliberations of the Wing Honor Board.

The second place that officers become involved in the USAFA Honor System is during various phases of the honor case

process. Although the level of officer involvement at the Academy varies in accordance with the given “phase” of a case, officers are involved in all aspects of the administration of the USAFA Honor System. The following officers play a role in the USAFA honor case process:

1. **Various Officers from the Center for Character Development (34 TRW/CWCH).** The Chief, Honor Division (34 TRW/CWCH), conducts several administrative reviews of each honor case in order to ensure the sufficiency of honor case allegations. These reviews are conducted after the completion of the investigation and the CSRP/WHB proceedings. In addition, the Chief also functions in an advisory and support capacity to the Cadet Honor Committee and assists the honor representatives in maintaining the vitality of the Honor Code, serves as the primary point of contact for post-CSRP/WHB sanctions actions, and oversees the status of active honor cases. Toward this end, the Chief maintains an overarching role throughout

the honor case process while providing administrative oversight to the Wing Honor Chairperson and Wing Honor Education Officer, as well as the Wing Honor Committee. The Deputy, Honor Division, assists the Chief as directed and performs all duties in the absence of the Chief.

2. **Staff Judge Advocate.** Personnel from the office of the Staff Judge Advocate conduct multiple legal reviews at various times throughout the honor case process. These reviews, generally conducted by the Board Legal Advisor/Case Legal Advisor, are conducted in the wake of the review by the Honor Division, as well as in the immediate aftermath of a Commandant's recommendation for disenrollment and subsequent cadet appeal. The purpose of these reviews is to ensure the legal sufficiency of each honor case prior to forwarding the case to the relevant officer authority.
3. **Academy Board.** Chaired by the Superintendent and including the Commandant of Cadets, the Dean, and eight colonels (usually representing various mission elements from the Academy), the Academy Board is occasionally utilized with cases involving potential disenrollment from the Academy. The Academy Board is convened by the Superintendent and listens to the individual honor case prior to making a recommendation for disenrollment or suspended disenrollment.
4. **Commandant.** The Commandant is responsible for reviewing all cases forwarded to him by the Wing Honor Board and determines the necessary sanction for cadets found in violation of the Honor Code. The Commandant may recommend suspended disenrollment or full separation from the Academy, as well as decide to convene a new Honor Board if necessary.

5. **Superintendent.** The Superintendent assumes primary responsibility for the final phases of the honor case process. After the series of reviews at the lower levels of the USAFA Honor System, the Superintendent reviews all cases forwarded to him by the Commandant or appealed to him by the cadet found in violation. The Superintendent has the authority to either agree or disagree with the recommendation of the Commandant and may consequently decide to either retain or disenroll cadets found in violation of the Honor Code. The Superintendent remains the final sanctioning authority for third and fourth class cadets.

6. **Secretary of the Air Force.** In some honor cases, the Secretary of the Air Force may become involved in the honor case process. The Secretary remains the final sanctioning authority for first and second class cadets recommended for disenrollment from the Academy.

Officer presence on the Wing Honor Board was based on a mid-1980s review of the Honor Code and Honor System following a major cheating incident in a Physics 411 class. Then Superintendent Winfield W. Scott, Jr., Lieutenant General, USAF, formed an Honor Assessment Committee (HAC) to examine the various institutional issues at the Academy, which led to this compromise of the Honor Code. In its examination, the HAC discovered that the Honor System was being actively manipulated by senior cadets and dominated by senior honor representatives. The HAC reported that Honor Boards had been "fixed" by the placement of "cool on honor" cadets on Honor Board juries, while other boards had acquitted cadets who were clearly guilty "because the jurors were unwilling to involve the probable sanction of dismissal." Following a 1984 honor survey which revealed that 47% of the Cadet Wing would accept some officer representation on the Wing Honor Board, and given the desire

to redress those issues that led to the improper administration of the Honor Code, the HAC recommended including cadets from the upper three classes plus officers in the honor decision process. This recommendation was viewed as a means to provide fairer decisions and “minimize the opportunity for corruption” by ensuring all cadet mission elements share responsibility for the Honor Code. It was also believed that this modification would bring the Academy’s system more in line with the active duty Air Force where honor-related decisions are made by the chain-of-command. The composition of the Wing Honor Board was modified to incorporate an officer, designated Major or above, as a full voting member following the HAC’s recommendation.

Honor Representatives

Cadet opinions on the issue of honor representatives at the Academy were inconsistent. In response to those questions dealing with the status and prestige of honor representatives at the Academy, cadets

expressed generally positive opinions. **Figure 30** illustrates cadet responses to these questions.

The majority of cadets (64%) indicated they would consider it an “honor” to be selected as an honor representative, and an overwhelming majority of probationary cadets (95%) also held this view. When asked during interviews of their primary motivation for picking an honor representative, cadets noted several characteristics they felt good honor representatives should possess. These included:

1. “Someone who embodies the (Honor) Code.” A cadet who is trustworthy, honest, and fair.
2. “Someone experienced under the Code.”
3. “Cadets who had been on Honor Probation since they had intimate first-hand knowledge of the intricacies of the Honor System.”

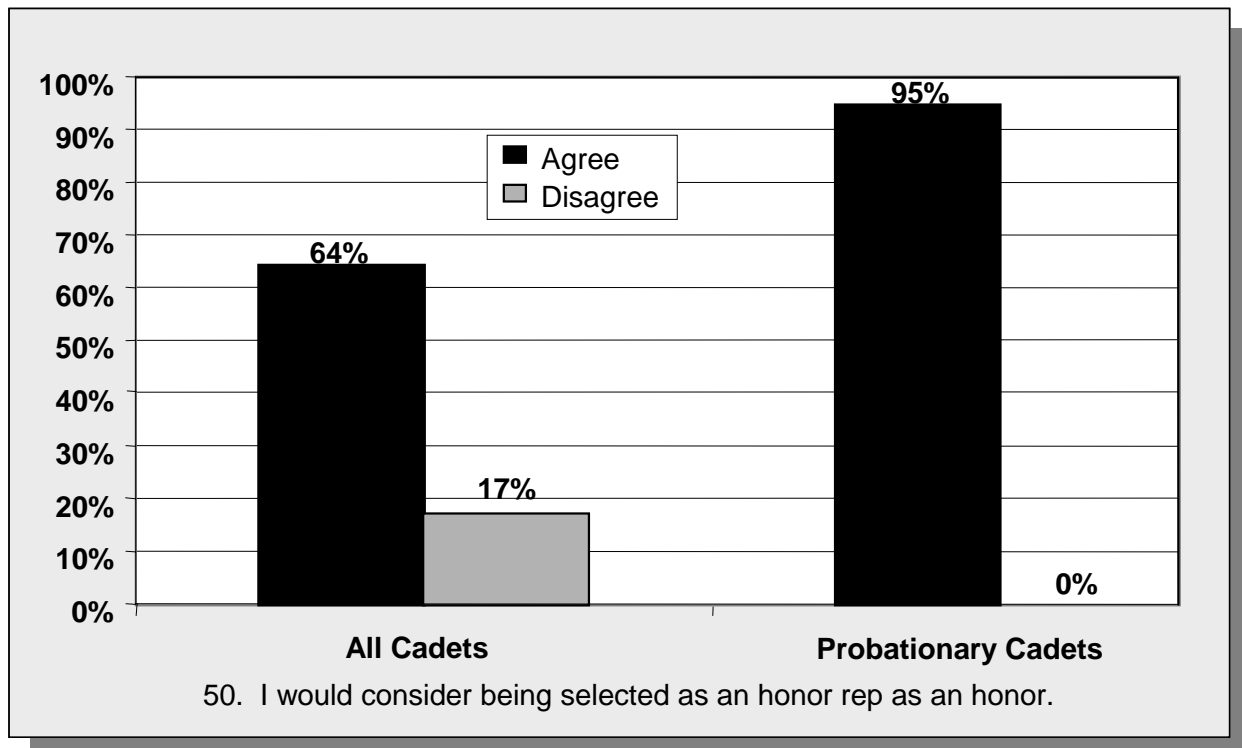


Figure 30. Cadet Responses to Question 50

The second and third reasons explain the general preference of cadets to select probationary cadets. Additionally, cadets noted that probationary cadets had a greater tendency to have “internalized the Code.”

Findings

Finding 1: Many cadets do not feel a sense of ownership of the Honor System.

In light of the data included in the above section, it appears as though the Cadet Wing fails to possess a full sense of ownership of the USAFA Honor System. One of the principal reasons behind this lack of cadet ownership of the Honor System could be the presence of Academy officers in the USAFA Honor System. Cadets recognize the presence of Academy officers in the Honor System, especially those most intimately involved in the honor case process: probationary cadets. These individuals, experienced in the many and varied aspects of the USAFA Honor System, dealt with officers throughout the honor process and provided consistently negative views of officer involvement in the Honor System. In both main questions surrounding this issue, the majority of probationary cadets viewed current officer presence both as excessive in involvement during the various phases of the Honor System as well as excessive in ability to influence honor matters.

In undergoing the honor case process, cadets encounter multiple officers throughout all phases of the honor case process. This high level of officer involvement in the Honor System, both in terms of amount and responsibilities/duties within the honor case process, has adversely impacted cadets’ views (probationary cadets in particular) of officers’ roles within the Honor System. Although cadets remain responsible for conducting many of the steps in the honor case process, the increase in the amount of officers involved in the honor case process has

degraded cadets’ perceptions of owning their Honor System.

Finding 2: The Air Force Academy is unique in its level of officer involvement in the Honor Board process.

This role of the officer in the Honor Board process stands in distinct contrast to both the Honor Board composition and function of officers during similar processes at the U.S. Military and Naval Academies, whose Board compositions are shown in **Figures 31** and **32**.

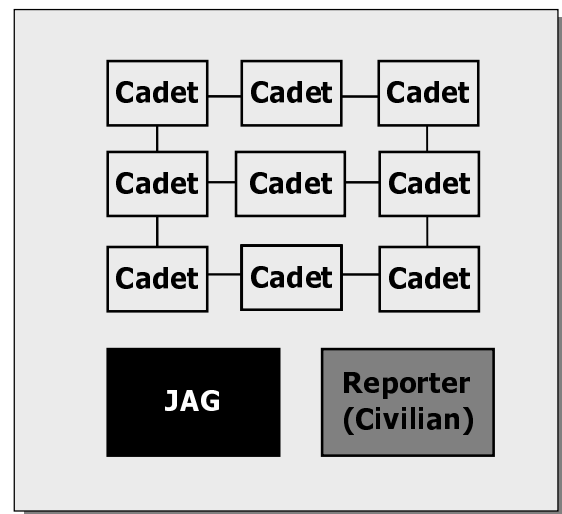


Figure 31. USMA Honor Board Composition

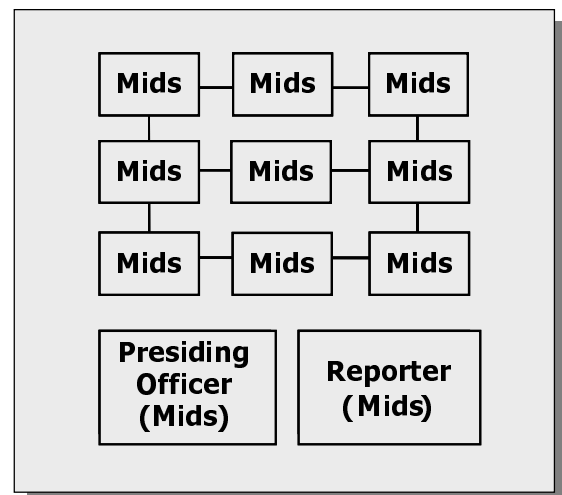


Figure 32. USNA Honor Board Composition

The U.S. Military Academy (USMA) has no formal role for an officer as a voting member during the Honor Investigative Hearing (HIH). Although an officer is present during the HIH, the officer is a member of the Staff Judge Advocate (SJA) and is present only to ensure the legal sufficiency of the individual honor case as well as to protect the legal and administrative rights of the cadet suspected of violating the Honor Code. The Honor Investigative Hearing Board is composed strictly of cadets, and they are collectively responsible for reviewing all evidence prior to their determination of whether a violation of the Honor Code was committed or not. USMA also maintains a position for a civilian reporter during the HIH in order to keep a verbatim record of the HIH proceedings. Similar to USAFA, this individual has no formal voting rights.

Similar to USMA, the U.S. Naval Academy (USNA) has no officer representation on the Brigade Honor Board or during the Board proceedings. The entire Brigade Honor Board is composed strictly of midshipmen, even down to the individual presiding officer and reporter during the Board hearing and deliberations. A midshipman takes the place of the Staff Judge Advocate presence at both the Air Force and Military Academies, as does the midshipman in lieu of a civilian reporter at both service academies. Although arguments have been made by both the Air Force and Military Academies affirming the need of the SJA presence during the Honor Board process and the Board's deliberations as a means to ensure the legal sufficiency of each honor case, the Naval Academy has not experienced any adverse legal effects from the lack of either an officer or SJA presence during the Honor Board.

Finding 3: The “best” cadets are not always selected as honor representatives.

Cadets not only fail to view the Honor System as theirs, based on the undue influence of officers at all points along the honor case process, but their interest has been adversely affected regarding their desire to serve in the capacity as an honor representative due to the lack of prestige associated with the position at the Academy. Despite the majority of cadets responding that it would be an “honor” to serve as an honor representative at the Air Force Academy, cadets are not electing those individuals deemed most highly respected and most trustworthy from among the Cadet Wing. In general, cadets have voted for the “guy who knows the System best,” despite belief in the necessity for honor representatives to be trustworthy, honest, and fair. The key consideration is that precisely those individuals deemed most highly respected, trustworthy, fair, etc. are not applying for honor representative positions at the Academy because they fail to see an opportunity to influence honor matters due to the penetration of officers within the USAFA Honor System. Cadets recognize the limited opportunity afforded by the current Honor System to influence any aspect of the Honor System and have consequently failed to aspire to fill the ranks of the honor representatives.

Conclusions

In key aspects, the Honor System is not in the hands of the Cadet Wing at the Air Force Academy. What was originally intended as a System to be of, by, and for the cadets at the Academy has now incurred greater involvement by Academy officers with duties within the honor case process. Links can be drawn to the following two

explanations for this development: (1) the presence of an officer as a member of the cadet Wing Honor Board and (2) the consumption of the many, varied administrative tasks by officers (from the Center for Character Development in particular) associated with the current honor case process.

The primary reason may lie with the Air Force Academy's overt concern with rights protection for those cadets undergoing the honor case process. The Air Force Academy has gone a long way toward ensuring that cadets are not summarily disenrolled from the Academy and from serving their country, and that only those with guaranteed, verifiable evidence of a violation of the Honor Code would receive the sanction of disenrollment from the Academy. This concept was reinforced in the Air Force Academy's internal review conducted in early 2000. The final report noted that the "[Honor] System is designed to benefit the cadet at every step" in the honor case process. Consequently, several safeguards were inserted into the USAFA Honor System in order to protect the rights of those cadets suspected of violating the Honor Code based on their potential for disenrollment from both the Air Force Academy and the professional Air Force. The Honor System safeguards are as follows: (1) the initial administrative review conducted by the Center for Character Development's Honor Division in the wake of the honor investigation; (2) the administrative review by the Chief, Honor Division, following both the Wing Honor Board and the review by the Staff Judge Advocate; and (3) the legal reviews by the SJA with those cases involving disenrollment from the Academy prior to the examination, recommendation, and final disposition by the Commandant, Superintendent, and, if necessary, the Secretary of the Air Force. Although these reviews understandably demand constant oversight by officers at the Air Force Academy, the unfortunate result is that cadets

have been displaced from their intended role as owners of the USAFA Honor System.

It is precisely because of this overt concern with rights protection that cadets have been displaced from this role, a role that should feed directly into cadet desires to serve in the honor representative position, a position traditionally viewed as the effective guarantor of a cadet-led, cadet-owned Honor System and as a position of tremendous respect and prestige. However, based on evidence indicating cadets' general preference for probationary cadets or for that segment of the cadet populace that "knows the System best," this no longer appears to be the case. Indeed, given the demonstrated presence of officers throughout all phases of the honor case process and the cadet perceived sense of a limited role/ability to truly exert, influence, and thereby maintain "ownership" of the Academy Honor System, the resultant relegation in importance and prestige of the honor representative position is not only understandable, it might even be expected within the highly legalistic Air Force Academy Honor System. However, if a reinvigorated sense of cadet ownership is to be attained, significant changes must occur to the current Air Force Academy Honor System, its attendant honor case process, and its system of honor representative selection.

Recommendations

The Task Force recommends the following actions be implemented by the Academy.

A2-R1

Remove the officer as a voting member of the Wing Honor Board.

Figure 33 depicts this modification to the composition of the WHB.

The Task Force recommends replacing the officer with a cadet as a member of the Wing Honor Board. This cadet member

Recommendations

A2-R1

Remove the officer as a voting member of the Wing Honor Board.

A2-R2

Create a new senior officer position at the Air Force Academy entitled “Academy Honor Officer” with the responsibility for understanding, overseeing, and continuously assessing the spirit of honor and practice of the Honor Code at the Air Force Academy.

A2-R3

Place high emphasis on selecting/electing “cadet peer group leaders” as honor representatives to raise the standard and prestige of the honor representative position.

A2-R4

Compose a team of senior representatives from the Air Force Academy; the Deputy Chief of Staff, Personnel; Secretary of the Air Force/MI; Air Force JAG, SAF General Counsel; and the Office of the Secretary of the Air Force to examine and recommend remedies for (1) the currently excessive time required for cadet separation processing and (2) the divergent administrative status of cadets contesting disenrollment from the Air Force Academy. All policy recommendations/revisions would be approved and promulgated by no later than the entrance of the class of 2006.

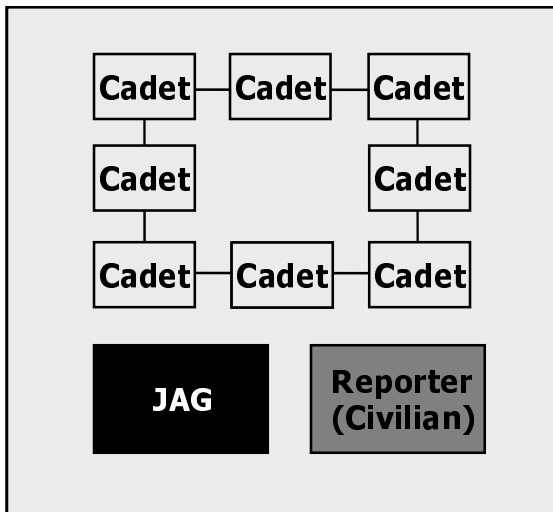


Figure 33. Revised USAFA Wing Honor Board Composition

would be vested with full voting privileges and would serve as the eighth and final member of the Wing Honor Board. Similar positions would be maintained for both the Staff Judge Advocate and civilian reporter currently present during WHB proceedings.

Impact

By implementing this initiative, the Air Force Academy helps to restore cadet ownership of the Honor System. Sole responsibility for Wing Honor Board proceedings would be placed in the hands of cadets. Removal of the officer as a full voting member of the WHB eliminates the potential concerns of the Cadet Wing regarding the undue influence of officers in the honor case process, as well as complaints voiced during the Academy interviews regarding perceived discrepancies in WHB outcomes based on the composition of the Honor Board.

Although external critiques may cite the lack of officer presence as a potential pitfall of this modification to the composition of the Wing Honor Board, this issue will be addressed in the following recommendation, A2-R2.

A2-R2

Create a new senior officer position at the Air Force Academy entitled “Academy

Honor Officer” with the responsibility for understanding, overseeing, and continuously assessing the spirit of honor and practice of the Honor Code at the Air Force Academy.

The Task Force recommends that this “Academy Honor Officer” be a newly promoted colonel of extreme high quality with a background in U.S. Air Force line operations with combat experience especially desired; preferably below the zone; a graduate of a military academy is highly desirable but not mandatory. This individual would be assigned to the personal staff of the Superintendent. The officer would have no official voting rights in honor matters. Specific Academy Honor Officer duties would be to:

1. Advise the Superintendent on honor matters and serve as the Academy staff focal point for policy and oversight of honor matters.
2. Understand the “pulse” of honor at the Air Force Academy through extensive contacts with Academy personnel: cadets, faculty, athletic and military departments, and staff.
3. Advise and mentor cadet honor representatives and Wing Honor Board members on honor matters. The Academy Honor Officer could be consulted during the WHB sanctions recommendation phase if/when requested by the Honor Board members.
4. Provide policy guidance and recommendations to the recomposed Center for Character Development⁴⁵ and to the USAFA Character Development Council⁴⁶ in the new areas of oversight in

(a) curricula for cadet honor instruction, (b) preparation and certification of officer and cadet honor instructors, (c) development and quality control of case method instructional materials, and (d) selection of personnel for key positions in the restructured Center for Character Development.

5. Serve as a resource from the operating Air Force to give his/her insights on honor or any other related topic to cadets and other Academy personnel.
6. Maintain frequent communication with Air Officers Commanding to ensure the proper selection of peer group leaders for Academy honor representative positions.
7. Be the focal point and principal person responsible for providing honor education (as compared to training) for newly selected cadet honor representatives and Basic Cadet Training (BCT) officer honor instructors (see Recommendation A3-R1, paragraph 9). This designated responsibility of the Academy Honor Officer serves as a major quality control and uniform knowledge standard for the cadre of cadet honor representatives.

This seven-part job description recommendation is an adaptation and expansion of the current responsibilities discharged by the Academy Honor Officer at the USMA, a designated colonel billet.

The Task Force understands that the duties and responsibilities of the Academy Honor Officer may overlap those of other positions. While this is not a recipe for organizational neatness, the Task Force believes that having a well-informed senior

⁴⁵ The issue of recomposing the Center for Character Development will be addressed in Recommendation A3-R3.

⁴⁶ At present, the Character Development Commission, commonly referred to as the “architect” of USAFA character development efforts, is responsible to the Superintendent for designing, monitoring, and controlling the Academy’s character development

plans and programs. As the “carpenter,” the Center for Character Development reports to the Commandant and is responsible for carrying out the Commission’s direction by designing, conducting, coordinating, and advising on character-related operations.

officer accountable for a high-level appreciation of the status of honor at the Academy is critically important to the Academy's mission, the Superintendent, and other senior Academy officers. With the proviso that the Task Force believes the Academy Honor Officer should be the command focal point for honor policy and oversight matters, the Task Force looks to the Superintendent to determine how best to reconcile and integrate the work of the Academy Honor Officer with that of others engaged in cadet character development.

Finally, the Task Force notes that the responsibilities, functions, and tasks of the Academy Honor Officer are not learned by on-the-job training. The Task Force urges that the Academy Honor Officer, once selected for assignment, be required to proceed en route PCS to USMA and USNA for one to two weeks at each location for orientation before assuming duties as the USAFA Academy Honor Officer. If some overlap with his/her predecessor is possible, it is strongly recommended for constancy and continuity purposes in supporting and administering this vital U.S. Air Force Core Value at USAFA.

Impact

By creating the Academy Honor Officer position, Air Force Academy senior leadership will establish a bona fide representative for the fundamental importance of honor in the profession of arms. Based on this individual's rank, previous professional experience within the U.S. Air Force, and his/her expedited rate of promotion, members of the Cadet Wing will not only be provided with firsthand evidence of the role that honor plays within the profession of arms, but they will also enjoy ample opportunity to discuss practical examples of the functional requirement for honor in the profession of arms with the Academy Honor Officer as well. This, of course, will improve cadet internalization of the positive principles of the

Honor Code through the Academy Honor Officer's provision of a mature point of view regarding these and other issues of honor. When combined with Recommendation A2-R1 regarding the removal of the officer as a full voting member of the Wing Honor Board, this notion of the mature point of view provided by the Academy Honor Officer attains primary importance to the proper functioning of WHB proceedings.

Indeed, perhaps one of the most fundamental roles of the Academy Honor Officer will be in his/her serving as a resource for cadet members of the Wing Honor Board. Given the revised focus of the Wing Honor Board and its assessment of a given cadet's fundamental honorability, the Academy Honor Officer's previous experience in the operational Air Force and consequent "real world" perspective will provide the cadet members of the WHB with precisely that form of deliberative capacity to conduct the comprehensive character assessment. The Academy Honor Officer will have an understanding of precisely the type of character and commitment to honor that are required of Air Force Academy cadets, based on their future status as U.S. Air Force officers, and will thus be able to provide the proper amount of insight and advice to cadets on the WHB.

In addition, this recommendation preserves the Task Force's central commitment to cadet ownership of the Honor System by providing cadet members of the Wing Honor Board with the authority to determine if/when they will call upon the Academy Honor Officer to provide insight and advice during Honor Board deliberations. In this respect, the Academy Honor Officer serves strictly as a resource to be utilized by honor representatives and the WHB at the Honor Board's request, thus maintaining cadet ownership of the Honor Board and the Honor System while still allowing for outside mentorship and response to queries from the cadet members of the WHB.

Also, the creation of the Academy Honor Officer position at the Academy will provide the Air Force Academy as a whole with a better understanding of the health and status of honor at USAFA through the Academy Honor Officer's strict focus upon maintaining personal relationships with the members of the Cadet Wing. The Academy Honor Officer will not only, as previously cited, serve as a mature, enlightened resource from the operational Air Force, but he/she will also be viewed as an individual that members of the Cadet Wing can turn to regarding issues and questions of honor. Indeed, by serving as one of the people – an individual whom cadets can trust, respect, and turn to in times of need – and rendering this individual unencumbered by the current honor bureaucracy, the Air Force Academy has significantly improved its ability to assess the level of cadet confidence in the Honor System, the health and practice of honor and the Honor Code at the Academy, as well as any prospective issues that may be frustrating the Academy's attempt to nurture and develop a culture of honor at the Academy.

A2-R3

Place high emphasis on selecting/electing "cadet peer group leaders" as honor representatives to raise the standard and prestige of the honor representative position.

The goal is to select/elect cadets who are clear peer leaders and who enjoy the respect of their contemporaries. No cadet should be declared exempt from serving as an honor representative because of other duties such as a cadet leadership appointment or playing on a varsity athletic team. It is prudent for the Commandant of Cadets to establish some minimum conditions for service such as degree of academic proficiency.

Regarding eligibility of former Honor Probation cadets to serve as honor representatives, the Academy leadership (Superintendent, Commandant, Dean of

Faculty) should make this policy determination.

The Task Force recommends selection/election of peer group leaders as honor representatives who meet the following five criteria:

1. Peer credible
2. Highly respected
3. Highly trusted
4. Highly approachable
5. View the role of honor representative as a professional appointment, not merely a routine cadet duty.

Impact

By implementing this recommendation, Air Force Academy senior leadership will not only raise the standard and prestige of the honor representative position by naturally stoking the competitive fires of cadets through the explicit linking of honor to leadership positions at the Academy, but ultimately cadet ownership of the Honor Code and System. Placing cadets of character, honor, and respect within the ranks of the honor representatives (i.e., those who would function as symbols of honor and would thus be considered role models for emulation by the members of the Cadet Wing), cadets will naturally aspire to serve in this capacity. This will facilitate a strengthened cadet commitment to the honor representative position and a renewed sense of ownership of both the Honor Code and Honor System.

In light of these considerations, the Task Force also recommends that Academy senior leadership sustain the current organizational link between honor and leadership by preserving the Wing Honor Chairman's position as a personal member of the Cadet Wing Commander's staff. This type of formal, structural linkage conveys precisely the type of message of indivisibility of honor and leadership characteristics required of Air Force officers. In this regard, the Task

Force strongly suggests that Academy senior leadership resist the current push to remove the Wing Honor Chairman from the Cadet Wing Commander's staff.

In addition, the Task Force recommends expansion of the Wing Honor Chairman's responsibilities to include serving as a liaison between the corps of honor representatives and the Academy Honor Officer. This would establish formal linkage between the Wing Honor Chairman, who serves under the Commandant, and the Academy Honor Officer, who serves under the Superintendent. This formalizes the line of communication between those accountable for the health and status of honor at the Academy.

As a final note, the Task Force also considers the number of honor representatives in the Wing (164) to be unnecessarily high and excessive. In pursuit of quality cadet peer leaders who are interested in pursuing this appointment, we suggest that this number be reviewed to determine if it could be cut by more than half, followed by implementation of a new model for honor representative composition. The proposed new model would consist of two honor representatives per squadron: one first classman and one second classman for each of the 36 squadrons. Should an honor representative be selected for an appointment out of the squadron (e.g., Wing or Group Staff), he/she could remain as an honor representative, and the number could be temporarily increased to maintain two total per squadron. By decreasing the total number of honor representatives, a clear message is sent to the Cadet Wing of the importance of service as an honor representative.

A2-R4

Compose a team of senior representatives from the Air Force Academy; the Deputy Chief of Staff, Personnel; Secretary of the Air Force/MI; Air Force JAG; SAF General Counsel; and the Office of the Secretary of the Air Force to examine and recommend remedies for (1) the currently excessive time

required for cadet separation processing and (2) the administrative status of cadets contesting disenrollment from the Air Force Academy.

The goal of this team would be to design new and revised processes that provide prompt, just outcomes and prompt separations, without compromising quality of justice, for cadets found guilty of an honor violation and not offered rehabilitation.

The team should evaluate the Air Force Academy's current administrative policy, which assigns divergent administrative status to cadets from different class levels. This policy was based on an early 1990s review of the USAFA Honor System led by former Superintendent Bradley C. Hosmer and then Commandant of Cadets Richard C. Bethurem when significant time lags had begun to accrue within the Honor System. During this review, it was discovered that all cadets were treated (policy-wise within the Honor System) as officers in the professional Air Force. As such, all cadets contesting disenrollment from the Air Force Academy were required to receive ultimate case disposition from the Secretary of the Air Force, in accordance with commissioned officer separations processing in the operating Air Force. However, due to the fact that the Academy did not assign any formal military service obligation to cadets from the third and fourth class (a practice currently in place at USAFA), an obligation they immediately assume with the transition to the second class academic year, Superintendent Hosmer and Commandant Bethurem developed a proposal to treat (1) third and fourth class cadets as enlisted airmen and (2) second and first class cadets as commissioned officers in the professional Air Force based on the latter's pending transition into the Air Force upon graduation and the corresponding military service commitment. As such, third and fourth class cadets contesting disenrollment from the Academy for honor cause were subject to final case disposition by the Superintendent of the

Academy (their regional commanding officer), while only second and first class cadets required case disposition by the Secretary of the Air Force.

Pending ultimate approval by the Secretary of the Air Force, the team would have the authority to redesign policy and process for cadet separations, including separations due to violations of the Academy Honor Code, restrained only by extant law. Further, the team should seek to craft any and all means to reduce both the time and steps required for a fair, valid, and credible honor case disenrollment process. All policy recommendations/revisions would be approved and promulgated by no later than the entrance of the class of 2006.

Impact

By creating this team of senior representatives from the assorted Air Force offices noted above with the aforementioned authority to develop the means to reduce

the overall time requirements for those recommended for disenrollment from the Air Force Academy, the likely outcome of this recommendation is increased cadet ownership and confidence in the USAFA Honor System. First, the recommendation serves as a way to decrease the Center for Character Development officers' time requirements in conducting honor case reviews by decreasing the total amount of steps required within the honor case process. Second, this recommendation also works to eliminate the current "cloud of guilt" that cadets experience during the excessive honor case processing time requirements, a cloud that adversely affects their perceptions of and confidence in the Honor System. Given the likely increase to both of these key areas, the Air Force Academy goes a long way toward reestablishing a genuine sense of optimism as regards the honor case process and, hence, the Honor System, serving as added support to the culture of honor at the Academy.

Climate Assessment

Area Three: The Culture of Honor at the Academy

This chapter contains the Task Force's findings for Climate Assessment Area Three: The Culture of Honor at the Academy.

Overview of the Academy Task Force Approach

The Task Force assessed the effectiveness of the Air Force Academy honor education effort as a means of reinforcing the culture of honor at the Academy. Members of the Task Force recognized the central role of USAFA honor instruction in contributing to the culture of honor at the Air Force Academy because honor instruction for both cadets and faculty/staff serves as the primary tool for indoctrination regarding the purpose, role, and influence of the Honor Code and the resultant level of honor at the Academy.

The Task Force began this assessment by constructing the following questions:

1. Is the Academy honor education process effective in instilling honor as a professional virtue of cadet life, both in theory and in practice?
2. Are those who come into official contact with cadets sufficiently knowledgeable of the cadet Honor Code and the Honor System?

These questions were part of the questionnaire administered to cadets and members of the faculty and staff during the October–November 2000 interviews at the Air Force Academy. In addition, both cadets and faculty/staff were given the opportunity to verbally respond to the question of honor education's effectiveness during the in-person interviews (see Appendix B).

The Task Force also examined the Air Force Academy's Center for Character Development (CCD) during its review of the USAFA culture of honor. This was due to the Center's primary responsibility for conducting and assessing the character development effort at the Air Force Academy. The following question was used to guide this effort:

1. Is the Center for Character Development strengthening the culture of honor at the Academy by fulfilling its intended role in the character development process at the Air Force Academy?

In order to increase the Task Force's understanding of the Center for Character Development and its fulfillment of its intended role within the character development process at the Air Force Academy, the Task Force engaged in discussions with the Center's creator, former USAFA Superintendent Lieutenant General (Ret) Bradley C. Hosmer.

The following section provides an overview of both cadet and faculty/staff honor education and the current operation of the Center for Character Development.

Overview of Cadet and Faculty/Staff Honor Education

Cadet Honor Education

Cadet honor education at the Air Force Academy remains a generally front-loaded experience, with the majority of formal honor instruction provided to cadets during Basic Cadet Training (BCT) and the fourth class academic year. Cadets receive approximately 28 honor lessons in a formal, classroom-based lecture environment, as well as mandatory participation in assorted honor-related conferences and symposia during the first class year. A basic breakdown of the cadet honor education curriculum is as follows: 10 honor lessons during BCT, 8 honor lessons during the fourth class year (4 per semester), 6 honor lessons during the third class year (3 per semester), 4 honor lessons during second class year (2 per semester), and no formal honor lessons during first class year. During the first class year, cadets are required to participate in the Capstone Academy Character Enrichment Seminars (ACES)⁴⁷ program plus attend two or three keynote sessions at the National Character and Leadership Symposium.⁴⁸

Cadet honor education is based on the following philosophy regarding cadet understanding and progress within the academic year at the Academy: cadets need to understand the nature of the Honor Code and Honor System first, including

expectations for behavior and action while at the Academy, prior to the discussion of various contextual issues related to honor and the Honor Code (e.g., the need for honor and integrity in the profession of arms, ethical dilemmas faced in the operational Air Force, etc.). This philosophy is evident in the Academy's goals for cadet honor education. Whereas the goal for Basic Cadet Training and the fourth class year is increasing basic cadet knowledge of both the Honor Code and System, the subsequent three academic years involve a focus upon increasing cadet internalization of the Honor Code and its underlying "positive principles" prior to commissioning in the professional Air Force. Specific goals for the upper class years at the Academy are as follows: third class, internal motivation; second class, application; first class, integration and transition. The practice and focus of the four-year system of cadet honor education corresponds to these goals.⁴⁹

Basic Cadet Training and Fourth Class Honor Instruction

Beginning with a systematic focus upon the principles of character underlying the Honor Code, including discussion of the role of leadership and trust in formulating character, cadets also learn the basic outlines of the Honor Code and Honor System. Several of the BCT and fourth class honor lessons are devoted to a strict discussion of the specifics of the Honor Code, including detailed analyses of the Code's individual tenets of lying, cheating, stealing, and tolerating, as well as a general overview of the honor process. During these sessions, cadets become well versed not only in the varied definitional aspects of the four precepts

⁴⁷ The Capstone ACES program is a one-day seminar running from 0730 to 1630. Cadets listen to a distinguished speaker, focus on a "strategic plan" of eight character outcomes, and seek to develop mentor skills for future use in the professional military.

⁴⁸ Task Force correspondence with Major Cheryl Soat, 34 TRG/CWCR, November 13, 2000.

⁴⁹ The analysis included in both the overview of cadet honor education and the subsequent "findings" section of this chapter is based on strict examination of the cadet honor education curriculum provided to the Task Force by the Center for Character Development. The Task Force assumes the documents provided by the CCD reflect the current nature of the honor education curriculum as of October 2000.

of the Honor Code (with a comprehensive focus upon what constitutes a violation of the no lying, cheating, stealing, and tolerating policy of the Honor Code), but they also begin to understand the basic processes involved with violations of the Honor Code. In lesson seven of BCT honor education, the entire focus of instruction is upon cadet understanding of how the honor system functions, including in-depth analyses of the following factors associated with the Honor Code: (1) the nature of violations of the Honor Code, (2) the three types of reporting mechanisms, (3) the various steps involved in the honor violation process, (4) procedures regarding the clarification of violations and improper questioning of suspected violators, and (5) the basic outlines of the sanctions process. In addition, extensive consideration is given to various peripheral elements of the Honor System, including discussion of the Wing Honor Board and jury duty involvement of cadets.

Seeking to “eliminate any fear, confusion, or misunderstandings about the Honor System by allowing fourth classmen to see [the Wing Honor Board] in action,” two entire lessons of the fourth class honor education year (one per semester) are devoted to increasing cadet familiarity with the honor case process. Cadets learn of Wing Honor Board (WHB) proceedings, including observation of the WHB in action, and also have the opportunity to participate in mock jury duty as a means to “educate future jury members about their selection and subsequent duties and responsibilities in regard to WHBs.” In addition, one of the four lessons of the fourth class spring semester deals strictly with officer involvement in the Honor System, seeking to “familiarize fourth class cadets with the role officers play in the Honor System so they know how the system works and that it is not just out to get them.” During this lesson, cadet honor representative instructors deal solely with the Honor System, focusing upon the various types of officer

involvement in the administration of the Honor Code, as well as a systematic, comprehensive discussion of the various steps involved in the administration of the honor case process, taking cadets through each step of the adjudication process. However, cadet honor representative instructors do employ several strategies in order to emphasize the Honor Code as a code of personal conduct for cadets. Honor representatives use the following strategies: (1) instructors explicitly link the four precepts of not lying, cheating, stealing, or tolerating to the four “positive principles” of honesty, truthfulness, fairness, and being supportive; (2) instructors also attempt to link both the precepts and positive principles of the Honor Code to the Air Force “Core Values” during the BCT/fourth class year; and (3) instructors also attempt to teach fourth classmen that the positive character traits brought forth by the adherence to the Honor Code precepts will result in virtuous personal conduct both inside and outside the walls of the Academy.

Third Class Honor Instruction

In keeping with the third class honor education goal of internal motivation, not only does honor instruction deemphasize discussion of the honor precepts, transitioning into a more comprehensive focus upon the underlying positive principles of the Code, it also attempts to lay the foundation for cadet association with the Honor Code. Beginning in the third class year, this link is initially made through discussion of the interrelationship between the Honor Code’s positive principles and their relevance to the Uniform Code of Military Justice (UCMJ). Honor Education Officers explicitly identify the relation between several of the topics covered by articles of the UCMJ (issuing false official statements, robbery, forgery, burglary) and their relevance to the USAFA Honor Code, explaining the “link” in terms of both the Honor Code’s and the UCMJ’s ability to “help define what is right and what is wrong.” In addition, third class honor

instruction also includes an analysis of the Honor Code's broad applications as the Code relates to the world away from the Academy, incorporated into the second semester of the third class honor curriculum. Based on the recognition that cadets are "well indoctrinated in the Honor Code as well as the majority of the processes associated with it" by the end of the third class year, an "Integrity/Honor Speaker" attempts to provide motivation to third class cadets for honorable living throughout life.

This is not to say, however, that the honor system is neglected as a subject during the third class academic year. Indeed, discussion of the honor process is still evident at this point, including discussion of the differentiation between toleration and condonation; however, the attempted focus of honor instruction during the third class year is toward increased understanding of the Honor Code's relevance to the larger professional military.

Second Class Honor Instruction

Given the second class honor education goal of application of the knowledge regarding honor, the Honor Code, and the Honor System, the second year honor instruction attempts to focus on the Honor Code as a code of personal conduct. Encapsulated in four honor lessons, second class honor instruction deals with the following issues: (1) the health of the Honor Code, academic year 99/00 system statistics and honor survey feedback, (2) analysis of the movie *Crimson Tide*, and (3) junior officer case studies. The desired focus of this instruction is upon "deciding what kind of man or woman you want to be and sticking to your guns." The Honor Code is used by honor instructors as the ultimate reference tool for use in discerning right from wrong in the ethical dilemmas addressed in those sessions.

First Class Honor Instruction

In the final year at the Academy, first classmen are no longer required to undergo formal (i.e., lecture-based, classroom) honor instruction. The sole requirements for first class honor education are enrollment in the Capstone Academy Character Enrichment Seminar (ACES) program and attendance at two or three keynote sessions at the National Character and Leadership Symposium. Both of these programs deal with larger issues of character development, seeking generally to expand the moral reasoning framework of attendant cadets.

Faculty/Staff Honor Education

Formal honor instruction provided to USAFA faculty, staff, and personnel consists of a one- to two-hour briefing on the basic nature of the Honor Code and Honor System during in-processing to the Academy. New Air Officers Commanding (AOCs) and Military Training Liaisons (MTLs) receive formal briefings during the AOC/MTL School. Staff and members of support organizations receive the Newcomers Orientation Briefing during in-processing to the Academy. There is no formal honor training for the remainder of USAFA's faculty and staff. All MTLs and non-commissioned officers (NCOs) who have direct contact with cadets receive a briefing on the Honor Code and System.

Although each briefing is slightly modified to accommodate the interests/needs of those individuals in attendance, the basic nature of information presented covers the following topics: (1) the cadet Honor Code and Honor Oath, (2) the philosophy behind the Honor Code, (3) the role of cadets and officers in the administration of the Code, (4) the Cadet Honor Committee, and (5) a description of the Honor System and honor case process. Although provision of this information prior to the beginning of the

academic year remains the goal of the Air Force Academy, this is not always the case. Members of the faculty may actually teach a course before attending the New Faculty Orientation and receiving the briefing on the cadet Honor Code and System.⁵⁰

The remainder of formal honor instruction is composed of the following two components: (1) a recurring annual honor discussion with each academic department and (2) faculty honor instruction by departmental Honor Liaisons. Honor Liaisons are responsible for ensuring that all organization unit personnel are properly trained and educated about honor. They are responsible for providing periodic reviews of honor matters to faculty and staff members of the department. Beyond this, the Academy currently lacks any form of ongoing, continuous training for members of the Academy faculty, staff, and personnel.

Center for Character Development (CCD)

The CCD was originally devised to serve as the Academy's single-point focus for honor and character development. The CCD was viewed as a means to coordinate, under one organization, the honor and character development efforts that were being conducted simultaneously at the Air Force Academy but in isolation of one another. Specifically, the CCD was tasked with the following functions during its initial creation:

1. Oversee the USAFA honor case process.
2. Assume primary responsibility/authority for the honor education program.
3. Develop effective assessment mechanisms for determining the overall level, health, and status of honor at the Academy.
4. Provide sensitivity/acceptance training to cadets in order to deal with problems

related to the acceptance of females as members of the USAFA Cadet Wing.

Figure 34 depicts the current organizational structure of the CCD. Currently, the CCD is separated into four distinct divisions, which entail the following duties and responsibilities.

Honor and Honor Education Division (34 TRW/CWCH). The Center's Honor and Honor Education Division has two main responsibilities: developing both the cadet and faculty/staff/personnel honor education curricula and overseeing the honor case process. In its honor education role, the Honor Division is viewed as the office of "primary responsibility for developing, monitoring, assessing and modifying the honor education program for the Academy."⁵¹ The Honor Division develops all the honor educational processes and curricula for cadets and faculty/staff at the Academy.⁵² Toward this end, the Honor Division borrows from the analytic capabilities of the Center's Curriculum and Research Division, the organization responsible for coordinating all character development lessons, programs, and

⁵¹ 34 TRW *Supplemental Plan to the Strategic Plan for Character Development at the Air Force Academy*, (March 1999), p. 2.

⁵² Although lay members from the Cadet Wing do not formally contribute to the development of USAFA cadet honor education course material, the Deputy Wing Honor Chairman (DWHC) serves as the cadet with primary responsibility for honor education within the Cadet Wing during the academic year. In cooperation with the Chief, Curriculum and Research Division, and the Chief, Honor Division, the Deputy Wing Honor Chairman proposes what he/she believes cadet honor instruction should focus upon, and, pending ultimate approval from the Director of the Center for Character Development, the course content is modified accordingly. This happens especially with respect to cadet honor instruction during Basic Cadet Training (BCT). Despite this opportunity for input regarding the program and process of cadet honor education, the Center for Character Development's Honor Division continues to assume primary authority for determining course content, structure, and format of cadet honor education at the Air Force Academy.

⁵⁰ Center for Character Development response to Academy Task Force questions, September 21, 2000.

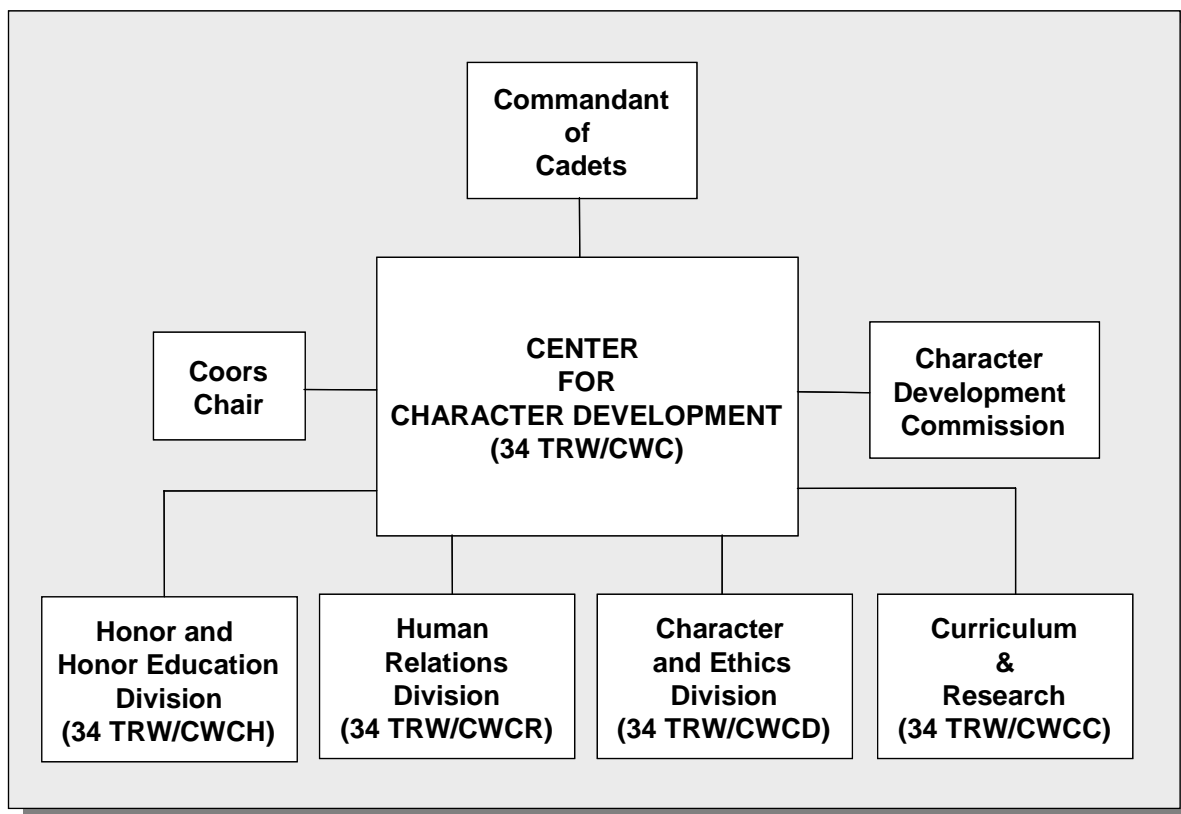


Figure 34. Current Organizational Structure of the Center for Character Development

materials,⁵³ and actually determines the overall course content of both cadet and faculty/staff honor education. This includes the precise nature of information/issues taught and the manner with which they will be presented to the members of both the Cadet Wing and faculty/staff at the Air Force Academy.

In the oversight capacity within the USAFA honor case process, officers from the Honor Division become involved in all of the key phases of the honor case process prior to forwarding the case to the Commandant, Superintendent, and Secretary of the Air Force. These individuals conduct (1) the

initial administrative review following the completion of the honor investigation, (2) the second administrative review following a Wing Honor Board finding of a violation of the Honor Code, and (3) the third and final administrative review directly preceding the sanction recommendation phase by the Commandant, Superintendent, and Secretary of the Air Force (see also Appendix C). The Honor Division (through the Chief, Honor Division) also provides sanctions recommendations to the Commandant prior to the ultimate disposition of the honor case. As a final note, the Honor Division also serves as the final approving authority for all Honor Probation plans for the Academy. Toward this end, the Honor Division approves the time requirement (three or six months) for an individual found in violation of the Honor Code but subsequently recommended for enrollment in the USAFA Honor Probation program.

⁵³ It should be noted that the Task Force has purposely omitted discussion of the CCD's Curriculum and Research Division. Based on the Division's current requirement to serve as the analytic resource for the other three main divisions within the Center (the appropriate role, in the opinion of the Academy Task Force), it does not require extensive discussion.

Character and Ethics Division (34 TRW/CWCD). This division is the office of primary responsibility for establishing and executing USAFA character development philosophy, associated methodologies, and assessment procedures. The office is composed of the three following branches: Ethical Development, Adventure-Based Character Development, and Community and Staff Development.

The Ethical Development Branch focuses on the individual as the unit of analysis within the larger character development scheme at the Air Force Academy. An objective of this branch is to make cadets aware of their personal ethical responsibilities and understand how ethical behavior impacts their unit and the larger communities of which they are a part. One of the major concerns of this branch is to ensure that a consistent theme is offered through all programs that involve cadet development. Numerous and varied activities are offered by this branch, including character reflections, Academy Character Enrichment Seminars (ACES), M-5 Lessons,⁵⁴ Falcon Heritage Forum, and the National Character and Leadership Symposium. These final two programs involve discussions by U.S. Air Force senior retired leaders and usually involve some form of interaction with members of the Cadet Wing. In the case of the Falcon Heritage Forum, two or three cadets are assigned to a veteran in order to engage in close conversations about military heritage and values. The National Leadership and Character Symposium, an event held each spring at the Air Force Academy, involves distinguished civilian and military speakers discussing a series of character-related topics. The symposium lasts approximately a day and a half and includes several panels, lectures, and workshops encouraging cadet

participation. In lieu of formal honor classes, first class cadets are required to participate in this symposium.

The Community and Staff Development Branch of the Character and Ethics Division focuses on the larger sociological level of the community within which the CCD and USAFA cadet population operate. This focus occurs for two main reasons: one is to make cadets aware of their role and responsibility in communities larger than the organization to which they are assigned; the other is to ensure that the larger community that most influences cadet character development is properly informed of its role in cadet developmental processes.

Human Relations Division (34 TRW/CWCR). This division is the office of primary responsibility for developing, monitoring, assessing, and modifying the Human Relations Education (HRE) program for the Air Force Academy Cadet Wing. The Human Relations facet was originally included in the CCD as a means to rectify then-current problems with female acceptance/association within the predominantly male Cadet Wing. Seeking to increase acceptance of females within the Wing, Superintendent Hosmer established the Human Relations Division as the primary mechanism to promote increased understanding and acceptance among all members of the Academy body. The Human Relations Division was tasked with the following activities and responsibilities, which the Division continues to perform at present: address equal opportunity issues and treatment issues impacting the Cadet Wing; establish a systematic approach to address inequities and inconsistencies that adversely affect cadet performance and may be unlawful due to unlawful discriminatory practices; and develop programs and provide necessary resources to conduct training designed to increase knowledge, understanding, and cooperation among cadets of all groups and backgrounds.

⁵⁴ Cadets receive lessons during an M-5 class each semester. The format is currently a lesson plan on mentoring in an effort to establish the proposed mentor program.

To meet these responsibilities, the Human Relations Division provides several services and programs, including the Human Relations Education Officer Program, Adventure-Based Programming, Consultation Services; Diversity Management Programs, and the Mediation Program. The main focus of these programs is to foster an environment that encourages cadets to treat everyone with respect and dignity throughout the Academy.

Findings

Finding 1: BCT and fourth class honor education's goal of increasing cadet knowledge of the Honor Code and System produces very mechanical descriptions of honor, the Honor Code, and the Honor System.

The technical quality of BCT/fourth class honor instruction is rooted in the honor education goal for this instructional period. In seeking to increase simple knowledge of both the Honor Code and System during BCT/fourth class honor education, both the Honor Code and System are broken down into their constituent parts.

During Basic Cadet Training, although honor is viewed as a positive character trait throughout the instructional period, its role as the foundation for trust and leadership of integral importance to the profession of arms is emphasized only once during BCT. During the second honor lesson of BCT, honor is appropriately emphasized in the following terms: "Leadership is built on trust; Trust is built on character; Character is built on honor; Honor is the foundation; The foundation is based on moral truths." Outside of this initial reference point and positive articulation of the concept of honor, honor is generally defined for BCT cadets in terms of its constituent parts: Honor is not lying, cheating, stealing,

or tolerating those types of actions; "Honor" is the four precepts of conduct unbecoming of an Air Force Academy cadet.

In lesson three of BCT honor instruction, entitled "The Basics of Our Honor Code: Definitions of Lying, Cheating, Stealing," although the stated purpose of the lesson is to "[focus] upon the importance of honesty and truthfulness in all aspects of cadet life and as officers in the Air Force," the actual honor lesson does not necessarily reflect this purpose. The lesson begins with the definition of a (positive) "principle" and a "precept," elements embodied and articulated in the USAFA Honor Code, and follows with a brief description of the first positive principle of the Honor Code: Honesty. Honesty is described as "go[ing] far beyond not lying – it includes truthfulness, sincerity and candor" and is also noted as having five positive benefits. However, after this limited discussion of honesty, a relatively in-depth discussion of the Honor Code's precept of not lying follows. A definition of lying is provided to BCT cadets, followed by a highly technical description of the three possible forms of deception: verbal communication, written communication, and gestures. Definitions are given of each form of deception, followed by an explanation of three "problem areas" where deception could occur: fake identification cards, Cadet Accountability System (CAS) Codes, and falsified Physical Fitness Test (PFT)/Air Force Fitness Test (AFT) scores.

Similar statements can be made regarding BCT honor instruction's approach to discussing the Honor Code's other precepts of not cheating, stealing, or tolerating. For example, whereas the positive principle of respect is loosely viewed as "the respect you have for others as human beings," including both their belongings and their persons, stealing is defined as "...intentionally depriving someone else of property or service without permission, or attempting to do the same." Cadets then learn of eight possible

examples of stealing, such as taking a CD, tape, calculator, uniform item, or anything else out of someone else's room without permission; using another person's card to make long distance phone calls; putting more than two people into a hotel room that was paid for two people; using someone else's ATM card to get cash; moving to the next theater after your movie is over; and so on. In each case of BCT honor instruction's discussion of the Honor Code and the relation between its precepts and positive principles, the pedagogical approach is the same: a brief discussion of the positive principles underlying the Honor Code, followed by an in-depth examination of the assorted aspects of the "Four Don'ts": don't lie, cheat, or steal, or tolerate those among us who do.

During the fourth class year, not only does instruction on the Honor Code prove redundant, as extensive reviews are conducted of the Honor Code's positive principles, precepts, and behavioral problem areas once again, often using exactly the same language and examples for fourth class cadets as were provided during basic training (see finding three), but discussion of so-called "honorable living" in the cadet squadron proves similarly technical. Fall semester honor lesson three, devoted to non-toleration and the elements of a clarification step, begins with an introductory statement of the role of trust and its relationship to honesty, fairness, and respect. This discussion is then followed by a fairly in-depth analysis of (1) why the non-toleration clause is part of the Honor Code and (2) why non-toleration is often difficult for some cadets, topics that appropriately help cadets understand many of the issues potentially frustrating their desire to not tolerate violations of the Honor Code. However, these two sections are discussed in the first 10 minutes of class and are followed by a 5-minute discussion of challenging issues for clarifications, a 10-minute discussion to explain the clarification procedures, and a 20-minute mandatory role-

playing clarification exercise. The main focus is not necessarily upon the why of non-toleration but the how and is accompanied by an in-depth discussion of the mechanics of the clarification step. Cadets read Section 2.3 from the *Honor Code Reference Handbook*, covering the initial suspicion of an honor violation, the assorted guidelines to reduce the amount of stress imposed on the respondent during the pre-clarification meetings, and the specific steps involved in a formal clarification, including the actors and their attendant responsibilities.

Despite an approximate balance in terms of time spent between discussion of the Honor Code and Honor System during the BCT/fourth class academic year, discussion of the Honor System proves similarly technical. Entire lessons are devoted to discussing the technical aspects, rules, regulations, and procedures of the Honor System to cadets. BCT honor lesson seven, entitled "Introduction to the USAFA Honor System," seeks to help Basic cadets "better understand how the USAF Academy honor system works." This instruction begins with the requirements for a bona fide honor violation, including the technical descriptions of the "act and intent" standard of proof used by the Academy, the three types of possible honor reports (self-admit, admit, non-admit), how the honor case process starts, clarification procedures and an in-depth description of guidelines for conducting clarifications, including a review of improper questioning techniques, as well as a description of the entire USAFA honor case process up through the sanctions phase. The second USAFA standard of proof, "Beyond A Reasonable Doubt," is also discussed at length, as are the assorted sanctions associated with an Honor Code violation and the attendant factors used in formulating sanctions recommendations. This discussion is followed during the fourth class academic year with several lessons devoted to various aspects of the Honor System.

Fall semester lesson one provides fourth class cadets with an extensive discussion of Wing Honor Board (WHB) proceedings. This lesson begins with a pre-brief of the honor case and Honor Board process. Cadet honor representatives discuss the following information with the fourth classmen: (1) uniform wear; (2) a review of the Honor System, including clarification, investigation, Honor Board, members of the Wing Honor Board, voting requirements for a “found” violation, and “beyond a reasonable doubt” standard of proof; (3) background of the case; and (4) conduct while at the board. Fourth class cadets then observe an Honor Board proceeding, followed by a de-briefing of the experience.

During the spring semester, cadets receive at least two additional lessons on the mechanics of the Honor System, including analysis of cadet responsibilities as members of the WHB and the role of officers in the USAFA Honor System. Spring honor lesson two, dealing with cadet jury responsibilities, covers the following five topics: (1) WHB jury composition (2) jury selection, (3) jury member responsibilities, (4) voting and sanctions recommendations, and (5) personal benefit of WHB jury duty. Fourth class cadets learn the entire process behind the selection of various jury members, the composition of the Honor Board, a restatement of the USAFA standards of proof, and instructions for jury members (e.g., maintain professional decorum and conduct, ask questions to seek the truth).

Spring lesson three, regarding officer involvement in the Honor System, seeks to “clear up any incorrect perceptions regarding the roles of active duty personnel with the USAFA Honor System by outlining all outside involvement with the Honor Code.” Cadets learn of the various points of entry of officers in all aspects of the Honor System, including in-depth descriptions of the following officers and their duties: officers from the Honor and Honor Education

Division of the Center for Character Development, Chief and Deputy for Honor and Honor Education Division, Honor Education Officer and NCO, Squadron Professional Ethics Advisers, and Honor Liaison Officers. The lesson closes with a clarification and discussion of cadet perceptions of officer involvement in the Honor System. Cadet honor representatives clarify why officers have become involved in the WHB proceedings and in the honor case process itself while addressing the practical benefits of officer representation within the Air Force Academy’s Honor System. When combined with the previously noted technical quality of honor and Honor Code discussion throughout BCT/fourth class honor instruction, the necessary message and focus of a forward-posed, positive application of the concept of honor are obscured.

Finding 2: BCT and fourth class honor instruction’s requirement for cadet honor representative-led honor instruction effectively guarantees the mechanical, technical quality of cadet honor instruction.

Despite the best intentions of cadet honor representatives, these individuals lack the first hand, operational experience to understand the professional military need for honor. Cadet honor representatives have been well-trained by the current honor education system,⁵⁵ but they tend to possess little more than a theoretical understanding of the core

⁵⁵ However, given the cadet interview responses that honor education overemphasizes Honor System over Honor Code discussion, as well as the highly redundant quality of cadet honor instruction throughout the first three years of the cadet honor education experience (see finding three), cadets lack an in-depth understanding of the core professional military need for honor. They are therefore rendered unable to express this professional military need for honor to fellow cadets during honor instruction.

professional military need for honor due to this lack of professional military experience. Although Squadron Professional Ethics Advisors are present during Basic Cadet Training, they have no formal role in BCT honor training.⁵⁶ Commissioned officers are not provided the opportunity to discuss various “real world” examples of the need for honor in the professional Air Force (and thereby increase the applicability of the concept of honor) and are not provided the opportunity to discuss the likely ethical dilemmas cadets will face as future officers in the U.S. Air Force. What is more, the first opportunity cadets receive to listen to a non-cadet “Honor/Integrity speaker” does not occur until the spring semester of the third class year. Thus, lacking the core professional military experience, cadet honor representatives are reduced to relying upon a discussion of the simple mechanics of honor and the Honor Code as opposed to the professional military need for honor.⁵⁷

This situation can create a very negative, fear-based impression of both the Honor Code and Honor System as cadets learn, in effect, that the Honor Code’s clear prescriptions against lying, cheating, stealing, and tolerating carry with them the potential for disenrollment from the Academy. New cadets may also experience an initial difficulty in overcoming the perceived contradictions of BCT military and honor training. The initial potential for cadet internalization of the Honor Code’s “positive principles” is greatly reduced because of the two central messages of BCT: (1) military training’s focus upon the need for teamwork

and loyalty to peers and (2) honor training’s focus upon the need for loyalty to the institution, the profession of arms, and the non-toleration of those who violate the Honor Code. The failure of BCT honor instruction to provide cadets with a persuasive understanding of the professional military need for honor (see finding three) also contributes to cadets’ reduced internalization of positive principles.

Finding 3: Cadets from all four academic years complain that honor education is repetitive and over-emphasizes discussion of the Honor System. This appears to be based on honor education’s paucity of “real world”/ professional military-related examples to increase the applicability of the concept of honor.

Despite the attempted pedagogical shift toward greater emphasis upon cadet internalization of the Honor Code and the positive aspects of honor during the third through first class years, cadets appear to question the effectiveness of honor education and its ability to help facilitate cadets’ internalization of the Honor Code. When asked, only one-third (35%) of the Cadet Wing believed cadet honor education was effective. When asked why they believed honor education was effective, the number one response provided by members of all four classes was that cadet honor education “explains the System.” For those who disagreed with the question of the effectiveness of USAFA cadet honor instruction, many cadets responded as to the repetitive quality of cadet honor instruction. **Table 11** contains cadet responses to this question.

⁵⁶ However, with the transition toward the second class year and honor education’s emphasis upon the Honor Code as a code of personal conduct, Squadron Professional Ethics Advisors assume a larger role in cadet honor instruction. During this time, cadet honor representatives teach a limited number of honor lessons.

⁵⁷ This finding was reinforced by Academy Task Force correspondence with Lieutenant General Bradley C. Hosmer, March 12, 2001.

Table 11. Do You Think the Education/Training You Receive on the Honor Code Is Effective? (Those Who Responded “No.”)

Ranking of Responses	First Class	Second Class	Third Class	Fourth Class
1	Too redundant and repetitive/wastes time	Covers same stuff every time/redundant / No one pays attention	Too repetitive and redundant	Instilled fear
2	Concentrates too much on what to do to avoid trouble and not enough on instilling honor	Concentrates too much on what to do to avoid trouble and not enough on instilling honor / Boring	BCT could be better/people sleep / M-5 briefings are bad/boring	Too much, too fast / Can't teach honor
3	System too complex / Philosophy of code is not taught early on / Too much philosophy / Presentations are poor / Most people don't know rights / Probation is #1 character development tool	Instills fear, not honor / Never get an answer to loyalty vs. toleration / More history of the code needed / Didn't really explain the process / Leaves out the “why's” / Fighting between officer SPEAs and honor reps	Need more on honor and less on the system / Need more training / It is just brainwashing / Beat it into you / Learn law but not internalize / Cadet X letters good	–

Table 11 reveals the following two concerns of the Cadet Wing: (1) cadets believe honor instruction is repetitive and covers the “same stuff every time,” and (2) they feel cadet honor instruction concentrates too much on how to “avoid trouble” and not enough on actually instilling honor. During the personal interviews at the Academy, cadets also stated a third concern: current honor instruction fails to provide the necessary context for understanding the professional military requirement for honor. Analysis of the cadet honor education program tends to reinforce these views.

First, there appears to be a large amount of redundancy built into the cadet honor education curriculum. From a cadet's initial introduction to honor education at BCT, to the final spring semester honor lesson of the second class year, cadets receive very similar explanations, examples, and strategies for articulating the concept of honor and the Honor Code.⁵⁸ BCT honor lesson four and

fourth class fall semester honor lesson two provide evidence of these findings. First, both lessons begin with similar discussion of the Honor Code's positive principle of Honesty underlying the Code's precept of not lying, and both explore definitions of honesty and not lying in the context of the Honor Code. However, in so doing, both lessons include precisely the same forms of deception engendered by this form of behavior (verbal and written deception, gestures), include precisely similar discussion of the “guidelines to honesty in communication,” and proceed to use three of the five same examples when discussing problem areas to avoid this type of behavior (fake IDs, CAS Codes, lying about PFT/AFT scores). The “problem area” of fake IDs is brought up once again in fall semester honor lesson four, dealing with honorable living away from the Academy.

Based on analysis of the cadet honor education curriculum, it would appear that the strategy of framing the Honor Code's

⁵⁸ It should be noted that discussion of the Honor System has been purposely omitted in the following discussion. Despite the Task Force's opinion that an excessive amount of time is granted to discussing the

System, given the basic nature of the Honor System and its of rules, regulations, and procedures (all which remain fairly stagnant) any discussion granted to this topic would, of course, prove redundant.

precepts in terms of its underlying positive principles proves one the most frequently utilized methods of introducing the concept of honor. This strategy begins many of the honor lessons during the BCT and fourth class year and even continues to help frame honor discussion during third class honor instruction. Although this type of strategy is important in its ability to articulate the positive “spirit” of the Honor Code, the fact that it is used so frequently (with very similar descriptions of both the precepts and positive principles at each point along the cadet honor education curriculum) must, of course, appear redundant to members of the Cadet Wing.

With regard to cadets’ second concern that dealing with the perception that honor education is more concerned with discussion of ways to “avoid trouble” versus actually instilling honor, cadet honor education’s explicit focus and emphasis upon ways to avoid the mistakes of those who have committed past honor violations appear to be the root cause of this response. Through the use of so-called “strategies to avoid (honor) pitfalls,” cadets are supposed to learn from the past mistakes of others in order to avoid this type of dishonorable behavior in the future. These strategies take one of four possible forms. First, explicit sections entitled “strategies to avoid pitfalls” are included in the honor education curriculum, where literal sayings/reminders are provided to cadets to help them avoid committing honor violations. In the case of fourth class spring semester honor lesson four, these sayings/reminders may include the following: treat everyone you meet like you want to be treated; live so that when people think of fairness, caring, and integrity, they think of you; avoid mistakes; and spend less time worrying about who’s right and more time deciding what’s right. However, without any tie to the professional military, as these strategies are taken from *Life’s Little Instruction Book*, cadets would be hard pressed to understand the professional

military reasons why they should avoid these types of behavior.

Second, cadet honor education analyzes past cases where cadets committed violations of the Honor Code. In these “Cadet X letters,” members of the Cadet Wing read the description of a valid violation of the Honor Code. The following letter, taken from the fourth class fall semester honor lesson two, is reflective of the vast majority of Cadet X letters. The following narrative is provided for cadet examination:

Returning from tours one Friday evening, Cadet X noticed that their roommate was ill and lying in bed. Cadet X then proceeded to change into civilian clothes and put up a [Dormitory Inspection] sheet on the door that they initialed for both the room’s occupants so as to keep the roommate from being disturbed for the rest of the evening. Shortly after posting the [Dormitory Inspection] sign, Cadet X visited a friend’s room upon which a group of cadets acquired a car and went [Over the Fence]⁵⁹ to a party at a local civilian institution. Cadet X was present in the group and drank very heavily at the party to the point where they decided not to return to the USAFA until the next day. Cadet X awoke in a dorm room at the civilian institution and eventually returned to the Academy that Saturday morning upon which time members of the Squadron confronted Cadet X. Cadet X maintained that the [Dormitory Inspection] sign was valid since at the time it was posted they did not intend to positive when TAPs came, the party with friends was not planned until after the sign was posted, and that the quantity of alcohol drunk at the party impacted their decision not to return to the Academy before [Dormitory Inspection].

In the subsequent decision, the following explanation was provided:

⁵⁹ The term “over the fence” refers to leaving the grounds of the Air Force Academy without proper authority/permission.

Cadet X was found to be in violation of lying under the Cadet Wing Honor Code by “putting up and leaving posted a [Dormitory Inspection] sign which indicated present in the room for [Dormitory Inspection], when in fact Cadet X was gone.” It was discovered during the Honor Board that Cadet X did possess both the ACT and INTENT necessary to constitute a violation of the Honor Code even with the alcohol consumption being taken into consideration...

The letter closed with the following reminder:

Alcohol can never be assumed to automatically negate the intent of a suspected honor violation. As an active duty Air Force officer, one will be responsible for their actions 100% of the time, and duty to personal integrity should be the highest priority... The purpose behind the Honor Code is ultimately to allow cadets to have a special bond in which each can take another strictly at their word. Violating that confidence degrades the trusting atmosphere we aim to achieve here at the USAF Academy, and failing to accept responsibility only shifts the focus away from the true spirit of the Code.

Also included in Cadet X letter analysis, during BCT honor lesson eight, is a review and analysis of Cadet X letters covering approximately a two-year period. Compiled by the Wing Honor Education NCO and included in BCT honor lesson eight, the research is included as part of the BCT honor education curriculum in order to “discuss ways to avoid the seemingly common trouble your fellow cadets have stumbled over in the past. IF WE FAIL TO LEARN FROM THE PAST WE ARE DESTINED TO REPEAT IT!!” In this memo, cadets learn of the following topics: (1) the two most common reasons found for a violation, (2) other honor violation categories that are heavily represented, and (3) the most common ranks of honor violations. Although discussion

such as this is in understandable accordance with the BCT/fourth class honor education goal of increasing cadet knowledge of Honor Code and Honor System issues, this purely descriptive lesson on the basic nature of honor violations at the Academy is also included in part of the third class honor education curriculum.

A third type of strategy to avoid the pitfalls of honor violations is cadet analysis of probation reports. In these reports, which are read toward the end of an honor lesson, cadets read the following types of descriptions:

On 29 Sep 96, three cadets went off base. One returned to the Academy early. Later in the evening, one of the other two cadets called the cadet who returned early, told him that they would be five minutes late, and asked him to sign them in. The cadet signed them in at 2000 hours and signed their names to the log. Later that evening, the cadet was approached by two squadron mates and asked about signing in the two cadets. He told them what he did and they told him it could be an honor problem. The incident was investigated, and the cadet agreed that he had committed the act but did not intend to deceive and therefore denied the allegation in a Wing Honor Board. He felt that he had followed squadron sign-on policy; however, the WHB found him in violation of the Code because the squadron policy had been changed. Simply put, it is wrong to sign someone else's name. More importantly, the cadet wrote 2000 hours in the log to denote the time of the late cadets when he clearly knew they wouldn't return until sometime after 2000.

Fourth, cadets are also provided with excerpts from probationary cadets' journals to better understand the states of mind both before and after the cadets committed the honor violation. In BCT honor lesson eight,⁶⁰

⁶⁰ Although some might argue that the inherent lack of experience under the Honor Code of BCT cadets in particular might be cause for this type instructional focus (cadets need to understand the nuances of Honor

cadets hear the following story of a cadet who violated the Honor Code by cheating:

I remember getting a few e-mail messages about an IP test, and the deadline had been moved. I remember there was not another message about the new deadline. They told me it was Sunday at 2300. Later that evening when I was talking with Cadet A and B, I asked them if they had taken the test. They said they were unable to take the test because they could not log onto the network. I informed them of the deadline and offered to let them use my computer because I was in the network. We all came back to my room and I started the program and began to take my test... Cadet A and B then used my and Cadet C's computers to take the test. They finished the test and left the room. Cadet C returned to the room after a couple of hours, and I asked him if he had taken the test. He had not and took the test on his computer. On Saturday, I was approached by C1C and C2C honor representatives. They showed me printout of our scores. I noticed I got a 95% and the other three got 100%. They said the reason I was being questioned was because Cadet C was my roommate and it looked suspicious. The following Monday night, the four of us admitted to cheating on the test.

In assessing these four methods, it appears obvious why cadets complain that honor education focuses too much on how to avoid trouble as opposed to actually instilling honor. These methods appear to focus on the process of honor and honor violations, not on drawing the larger lessons/implications that fall out from this type of behavior. These methods of instruction prove excessively descriptive, without a matching revelatory piece to expand on cadets' understanding of why this form of behavior proves damaging to the overall integrity of the Wing and the ranks

Code violations), analysis of upper class honor instruction reveals a very similar focus upon these technical aspects of honor and honor violations. This issue will be addressed in a later discussion.

of the professional Air Force.⁶¹ In each method described in the foregoing pages, extensive consideration is given to the description of the incident fact of an honor violation, including the technical reasons why "Cadet X" violated the Honor Code. However, improving cadet understanding of the ways to avoid honor "pitfalls" is a main focus of the exercises, as revealed by the "most important" lesson from a particular BCT honor lesson: **"learn from the mistakes of others so you don't repeat them!!!"** However, this particular focus is not what cadets desire from their honor education. Referencing cadet responses from the Academy interviews, cadets noted their desire for a form of honor training that reflects the "real world" beyond the Academy, which explores the precise reasons why the Honor Code is important. Based on the limited, ineffective quality of much of the attempted "real world" examples used throughout the honor curriculum, this desire is not being realized.

Cadet concerns with the third issue, regarding honor instruction's failure to provide the necessary context for understanding the professional military requirement for honor, appears related to the current paucity of "real world"/military-oriented examples in the core honor curriculum. At present, BCT honor lesson two is the only formal honor lesson that discusses the philosophy of the Honor Code. In this lesson, cadets begin to learn how honor and the Honor Code are the cornerstones of trust and leadership in the military organization. This lesson correctly addresses

⁶¹ However, it is important to note that not all honor lessons suffer from this form of myopia. Although lacking a non-fictional example from the professional military, second class honor lesson two (fall semester) asks many of the appropriate questions regarding issues of toleration. In this honor lesson, cadets are forced to grapple with questions such as the following: Where were the captain's loyalties? Is there a right and a wrong time to question your commanders? What decision would you have made in that situation?

issues such as: What is your definition of honor? What is character? How is trust demonstrated in the film *Gettysburg*? How does Colonel Chamberlain demonstrate honor in the film? However, following this lesson, cadets receive only passing reference to the underlying philosophy of the Honor Code, with the majority of this discussion (as previously noted) composed of the redundant positive principle-precept interrelations of the Honor Code. Of the 28 hours of formal, classroom-based honor instruction, a “real world”/professional military-related focus remains part of the hour-long honor lessons approximately 10 times. Several of the attempted “real world” honor lessons are composed of the Cadet X letter and probation report analysis, which, for reasons previously cited, prove ineffective for cadets. Perhaps most importantly, many of the attempted “real world”⁶² honor lessons are improperly focused and thus emphasize the incorrect/inappropriate messages regarding honor.

In BCT honor lesson 10, cadets get the opportunity to wrestle with the following “actual leadership dilemmas”: computers, travel orders, the party, and command readiness. In the second case example, an experienced officer, after receiving pressure from his wife to leave the military, decides to commit a “tiny” alteration of flight orders in order to secure passage on a flight. In the attached “solution” to the scenario, no reference is made to, or concerted emphasis placed on, the following key issues: (1) the failure of personal integrity involved in the act and (2) implications of the ethical lapse. Cadets simply learn the following “lesson”:

Once we rationalize that the discovery of a violation is what is really important rather

than the violation itself, we are put in a position of having to evaluate every decision on the basis of whether it will or will not hurt more people than it helps. Officers of the U.S. Armed Forces must set the example. They cannot take it upon themselves to obey only those rules they think are worthwhile. If an officer judges a rule to be wrong, then action should be taken – through the chain of command – to have changes made based on a thorough review of the matter.

Similarly, in fourth class honor lesson three, an honor lesson that appropriately singles out the non-toleration clause as the focal point for discussion, the scenario that cadets are asked to act out focuses on the mechanics/process of conducting the clarification step, not the importance of non-toleration of honor violations. Cadets are asked to consider the scenario of C1C X who, in attending a movie, thought he saw C4C Y leaving the movie wearing civilian clothes. On Monday morning, C1C X asked him if he was in fact wearing civilian clothes over the weekend, followed by a question of whether C4C Y had been underage drinking. The focus of this scenario-based training lesson is revealed by the lesson’s first question for consideration: has C1C X just asked an improper question? Because C1C X has technically asked an improper question, the remainder of the scenario deals with rectifying the cadet’s questioning technique, followed by discussion of the two options provided to a cadet who has been improperly questioned. In addition, in the subsequent scenarios used in the same honor lesson, the focus point of the scenarios similarly avoids the larger implications to arise from this type of behavior and are concerned with the following technical aspects of actual clarification procedures: formal steps of the clarification procedure, what to do if the cadet admits or denies the allegation, and how soon one should clarify in the wake of an alleged honor violation.

⁶² When the term “real world” is used with regard to cadet honor education, it is meant to imply the use of professional military-related examples. These examples may be fictional or non-fictional in nature but must deal with the professional issues or situations relevant to the profession of arms.

This focus does not necessarily change the further one moves along the academic year honor education curriculum. Later discussion and scenario-based training during the third class year on the issue of toleration versus condonation poses the following scenario:

Imagine two fictional cadets. One goes out with his friends and allows one of them to use a fake ID. They drink *responsibly* and return to the Academy. Nothing else happens.

The other cadet is SDO. He watches as some of the cadets in his squadron leave for the evening. They all go out and drink *irresponsibly* without using a designated driver. Although they get back to the Academy safely, the driver was intoxicated and could very possibly have killed innocent people while driving. The SDO does not take action when he learns of this.

Now suppose both of these cadets are “found out.” The first is brought up on toleration charges, is found in violation at a Wing Honor Board, and is disenrolled from the Academy for breaking the Honor Code.

The second one faces an MRC and is given 60 tours for condonation of an alcohol offense. He eventually graduates, even though he is prone to allow such dangerous actions to occur again in the future.

This scenario does not even consider the professional military aspect of toleration. The entire focus of this scenario is on whether or not the disposition of the honor case is fair by judging if (1) the Honor System was in error in its judgment or (2) condonation and toleration are treated correctly in the example.

However, it is important to note that third class honor education does undergo a slight shift in the focus of material presented. During the same fall semester honor lesson three, that dealing with toleration and condonation, a slightly more realistic emphasis becomes apparent in the honor

lesson. This lesson includes examination of the B-52 crash at Fairchild Air Force Base and correctly focuses on many of the contributing factors to the accident: peer loyalty and a history of abuses condoned and tolerated. The lesson even ends with an appropriate statement regarding the implications of toleration/condonation:

When officers, enlisted personnel, and cadets condone or tolerate certain behavior, it hurts the mission, the Air Force, and even the people and can lead to inexcusable death and destruction. While many offer excuses for putting up with “small” violations of integrity and regulations (such as “it’s no big deal,” “it’s a dumb rule,” or “this is different”), these seemingly small acts of “looking the other way” can lead to larger detrimental habits or catastrophic events.

Third class spring semester honor lesson two even utilizes the first Honor/Integrity speaker of the honor education curriculum. However, much of this momentum is lost by subsequent spring honor lessons of the third class academic year. Honor lesson three deals with the same Cadet X letters and honor exit surveys previously critiqued as overly mechanistic in their focus. Interestingly, despite a more accelerated understanding of honor and greater opportunity for internalization offered by the third class honor education focus (compared to BCT/fourth class instruction’s goal of increased knowledge), third class cadets examine the same research on the nature of USAFA honor violations, research that is also part of the BCT honor curriculum. Similarly, the previously cited “actual ethical dilemmas” that highlight BCT honor instruction are also the same ethical dilemmas studied by second class cadets during the final formal honor lesson. Second classmen assess the same four scenarios of the computers, travel orders, the party, and command readiness. Having received this form of instruction with their initial introduction to honor and the Honor Code during BCT, this instruction not only

appears redundant to members of the Cadet Wing, but it also fails to provide them with opportunities to seriously grapple with the ethical situations involved in the scenarios. Considering the philosophy of USAFA honor instruction (i.e., cadets need to understand the Honor Code and System first prior to discussing various contextual issues related to honor and the Honor Code), one would believe that examples used in BCT honor instruction to help increase simple knowledge and understanding of the Honor Code/System would no longer prove useful to members of the second class who have been enrolled in the honor education curriculum for at least two years. Yet this is not the case. As such, cadets' interview responses noting their basic frustration with the fact that honor instruction does not do an adequate job of answering questions of why (i.e., Why is the Honor Code fundamental to the professional military ethic? Why is the Honor Code an integral part of the development of U.S. Air Force officers?) are thus validated, as are cadets' desires to get beyond why it is important not to lie, cheat, and steal and to deal with all aspects of honor, partly as it relates to the operational Air Force.

Finding 4: Faculty and staff honor education is limited and inadequate and contributes to “gaps” in the officer level of understanding of honor matters.

The data gathered by the Task Force showed that less than half (47%) of Academy faculty and only 13% of the staff believe this education and training on the Honor Code are effective. Additionally, as **Figure 35** shows, a large number of faculty/staff may be relying on knowledge of the Honor Code they gained when they were cadets.

The majority of those faculty/staff members who feel the honor training

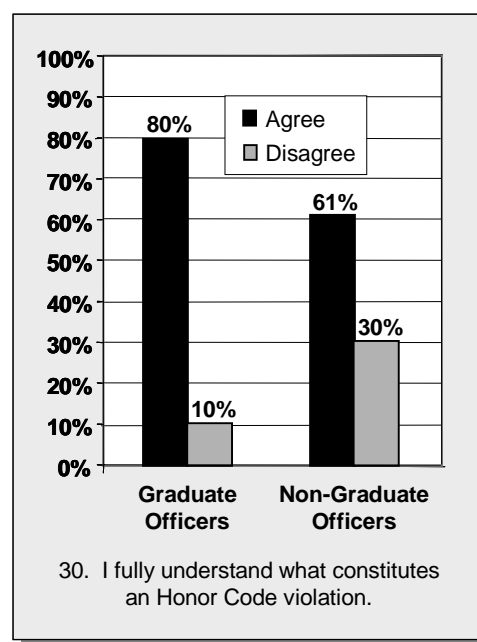


Figure 35. Faculty/Staff Responses to Question 30

provided by the Academy is effective stated that this was due to the existence of an effective Honor Liaison within the department. In addition, Academy faculty have taken it upon themselves to enhance their training by reading Cadet X letters on e-mail, observing an Honor Board, or seeking outside training to improve their level of knowledge of the Honor Code and Honor System.

Table 12 contains the main responses by both Academy faculty and staff regarding the ineffectiveness of USAFA honor instruction.

Some Academy faculty and staff fault the limited, inadequate nature of honor training or the overall non-receipt of honor training. In addition, both faculty and staff complain of the lack of continuing honor education after they receive their initial training on the Honor Code and System. Finally, faculty and staff note the incorrect focus of Academy honor training, believing it is overly concerned with the “legalities” and rules, regulations, and procedures of the Honor System.

Table 12. Do You Think the Education/Training You Receive on the Honor Code Is Effective? (Those Who Responded “No.”)

Ranking of Responses	Faculty	Staff
1	Honor education for new faculty is too limited and inadequate	Wasn't trained at all
2	No continuing education	No continuing education/updates
3	Poorly articulated and confusing (especially for new non-Academy grads)	Informative but too focused on legalities and the System
4	Too legalistic and too much on mechanics	–

When asked what they would do to improve honor education and training, members of the faculty and staff provided the responses shown in **Table 13**.

Recommendations for improving faculty and staff honor instruction focused on the need to ensure a standardization of training for members of the Academy faculty and staff, adding scenario-based training to the honor curriculum, as well as a series of suggestions focused on the need to generally expand faculty/staff honor training. Toward this end, members of the faculty and staff recommended having cadet honor representatives periodically train faculty and staff on honor matters and Cadet X letters,

removing the faculty/staff honor briefing from newcomer orientation and creating a separate venue to discuss the Honor Code and System, and making faculty and staff honor training similar (in terms of frequency and amount of time spent discussing honor-related matters) to the honor training cadets receive at the Air Force Academy. Members of the USAFA faculty also felt that possible observation of a mock Wing Honor Board proceeding would prove important in improving faculty and staff honor education and training. These individuals felt that, by actually viewing an Honor Board proceeding, faculty and staff would better understand the Honor Code and Honor System, its processes, and the ramifications of an Honor Code violation.

Table 13. How Would You Improve the Honor Education/Training?

Ranking of Responses	Faculty	Staff
1	Make observation of an Honor Board or mock board mandatory	Ensure everyone gets formal training/continuing education
2	Ensure everyone gets continuing education / Standardize training across departments / Have cadet honor reps periodically train faculty/staff on honor/Cadet X letters	Find more ways for faculty and staff to learn/share with cadets
3	Add scenario-based training	Place more emphasis on it for newly assigned staff / Incorporate scenarios/role playing
4	Develop informal settings where faculty can talk to cadets about honor without fear of retribution / Go over a case study from beginning to end (versus cross section) / Change orientation from mechanics of System to importance of trust	Take it out of newcomer orientation and make it separate class (for emphasis) / Make ACES training mandatory / More training like cadets receive

Finding 5: The Center for Character Development is more concerned with the process of honor, not the active/effective inculcation of honor at the Academy. The Center is thus distracted from its core task of aiding Air Force Academy-wide construction of character development programs.

The Center for Character Development's current responsibilities to both maintain a presence and guide the character development effort along the four previously cited areas at the Academy have profound effects upon its ability to maintain a strict character development focus.

First, the Center's responsibilities within the USAFA honor case process have transformed the primary focus of CCD officers from facilitators of character development to administrators of the USAFA honor case process. Officers conduct administrative reviews at three separate points along the USAFA honor case process, maintain a presence during the Wing Honor Board deliberations, provide sanctions recommendations to the Commandant for those found in violation of the Honor Code, and have a presence in the Honor Probation program at the Academy. Officers from the Center for Character Development have demanding responsibilities within many of these areas because of the Air Force Academy's expressed concern with cadets' rights protection and the consequent rise in the need for comprehensive oversight of the honor case process. Due to the need to ensure that only evidentially "bullet proof" honor cases make it to the final phases of the Academy honor case process, the resultant impact this administrative need has upon time input into the honor case review phases necessarily detracts from CCD officers'

capacity to focus on programs and processes that facilitate ethical and moral development on the part of the Cadet Wing.

Second, the Center's need to organize assorted honor symposia and conferences, despite the manifest success of these programs,⁶³ similarly detracts from a strict character development focus because of the inherently time- and resource-demanding nature of these programs. An example of one of these demanding seminars is the National Character and Leadership Symposium. This symposium is sponsored by the Center for Character Development and is held each spring at the Academy. In this symposium, civilian and military speakers are invited to present lectures or workshops according to the chosen theme. Secretary Sheila Widnall, former USAF Chief of Staff General Ronald Fogleman, and other senior Department of Defense leaders as well as distinguished civilian professionals have been past attendees. The symposium usually lasts a day and a half, and several panels, lectures, and workshops are held concurrently. Due to the serious time and resource demands inherent in preparing for these types of venues, the conclusion has been reached that the Center for Character Development remains overly concerned with maintaining its external image versus assessing, measuring, or evaluating the internal result of positive character development at the Academy. Administrators of the CCD have known of the 1990s downward trend in the health and status of honor, cadet belief in the Honor Code, and cadet perceptions of various issues related to the character development effort at the Academy, based on evidence collected by the Center over the 1989–2000 time period (see

⁶³ According to the Character Development Review Panel, the Academy Character Enrichment Seminar (ACES) program, in particular, appears to have high value for cadets at the Air Force Academy. The program was deemed so effective, the Panel recommended earlier exposure to cadets, as early as the third class year. The Task Force is in full support of this initiative.

Appendix D). However, even in spite of this data indicating the frustration of the USAFA honor inculcation process, personnel from the CCD have initiated little change. One of the clearest signs of this lack of movement emerged from a May 2000 review of the character development program at the Air Force Academy.

This review, led by former Superintendent Hosmer, sought to provide an independent assessment of the status of the character development program at the Academy. In its report submitted May 27, 2000, the Character Development Review Panel noted the fact that the “Academy’s character development program is handicapped by the absence of any method for assessing (character development) results.”⁶⁴ The Review Panel noted that, “In the absence of results, the character development program is measured by effort. More effort is assumed to be better. In a field which is not well understood – character development is such – this can lead to much wasted work.” Convinced that the USAFA character development program “must establish some indicators of character...or the program will never mature,” the Review Panel offered the following three areas of exploration in assessing the current health and status of the Air Force Academy character development program:

1. Strength of character of the Cadet Wing as a whole
2. The character-building impact of specific cadet activities
3. The character of individual cadets.

The absence of a focus on effective indicators of cadet performance regarding honor and the overall health of the character development effort at the Air Force Academy serves as a firsthand explanation of the Center’s lack of an impact upon effective

character development at the Air Force Academy. Obstructed by the current wealth of honor-related activities, especially as regards the creation and organization of the aforementioned seminars, symposia, and conferences, the Center for Character Development’s misguided strategic focus indirectly affects the overall health and strength of the culture of honor at the U.S. Air Force Academy. The Task Force believes the Center for Character Development’s activities and overall organizational structure require significant strengthening in order to improve character development at the Academy, along the lines of the Character Development Review Panel.

Third, not all of the duties and responsibilities of the Center are concerned with a strict character development focus. The Center’s Human Relations training requirement is an illustrative example. Despite concern with and contribution to the development and refinement of cadets’ character, this training deals with a fundamentally different portion within the character development program at the Air Force Academy.

(It is important to note that this requirement of the CCD is not a judgment of the current Center’s leadership. As previously noted, Human Relations training was purposely included in the CCD in order to rectify problems with acceptance of females within the Cadet Wing. As a result of this early 1990s decision, these problems have been greatly reduced, thereby putting into question the need for maintaining this Human Relations training piece as part of a focused honor, character, and ethics [i.e., “character development”] effort at the Academy.)

Human Relations training deals with the promotion of moral sensitivity on the part of the U.S. Air Force officer corps (based on cadets’ roles as future officers in the U.S. Air Force). Comprehensive emphasis is thus placed on discussing the wealth of diversity in

⁶⁴ United States Air Force Academy Character Development Review Panel (May 27, 2000), p. 7.

the world, a diversity rooted in terms of ethnicity, gender, religion, and so on in order to promote increased understanding and cooperation between the various segments of society. Human Relations' additional focus upon issues of equal treatment and equal opportunity, issues that affect both the Cadet Wing and the operational Air Force, contributes to the creation of an environment conducive to working with people from vastly different backgrounds. Human Relations training is thereby necessary and important to the smooth functioning of the professional Air Force working environment.

However, honor and character/ethics training focuses upon a fundamentally different portion of one's character: it deals with one's morality and overall ethical foundation. The focus of this type of training is therefore centered on the development and refinement of one's overall capacity to discern right from wrong and to issue the appropriate decision when "no one else is looking." Through primary character development tools such as the Air Force Academy Honor Code (the cornerstone of the USAFA character development program) or the various supplements to the Code (such as honor and character/ethics training), the overall focus and purpose of the character development program is to develop and refine cadets' ability, as future officers in the U.S. Air Force, to issue far-reaching decisions while operating in an environment with life and death implications. Whereas the values learned in Human Relations training are germane to the "smooth functioning" of the operational Air Force, the values, skills, and strength of character resulting from the honor and character/ethics training at the Air Force Academy are of intrinsic importance to the proper functioning of the professional Air Force in a **wartime environment**. Maintaining this honor and character/ethics training alongside the Human Relations training, however, detracts from the Center's

ability to maintain a strict character development focus.

In order to rectify this and other problems associated with the Center for Character Development, significant changes must occur to the organizational structure and focus of the CCD.

Conclusions

The above findings were assessed in light of previous chapters' findings that (1) cadets have formally rejected the USAFA Honor Code; (2) cadets remain highly cynical with respect to honor, the Honor Code, and the honor inculcation process at the Air Force Academy; and (3) the system of cadet and faculty/staff honor education is misfocused, limited, and inadequate and rarely articulates a positive, forward-posed understanding of honor to the members of the Cadet Wing. It is the opinion of the Academy Task Force that the locus of the problems with regard to the culture of honor is the approach to character development taken by the Academy's Center for Character Development. Given its primary authority and responsibility for the program of honor education as well as the overall process of honor inculcation at the Air Force Academy, responsibility for the relative weakness of the USAFA culture of honor must lie within the realm of the Center for Character Development.

The Center's current preoccupation with the process of honor has resulted in a decreased commitment to the character development effort at the Air Force Academy. The CCD is simply involved in an overabundance of activities, the most demanding of which involve the maintenance of related external activities that buttress the Academy's seminars and conferences. The success, however, of the larger USAFA mission to develop honorable officers of character is necessarily affected due to the distracting effect that the myriad CCD

activities have upon its commitment to strict character development. This has direct implications upon the Cadet Wing, especially as it relates to the formulation of the cadet honor education program at the Academy.

Given the Center's predominant responsibility and authority for conducting honor education at the Academy, the result has been the creation of an ineffective cadet honor education program that overly emphasizes the mechanics of honor by (1) devoting more time to the discussion of the Honor Code and corresponding definitions of its "Four Don'ts" and (2) utilizing training methods and examples that prove redundant and ineffective for the members of the Cadet Wing. According to cadet responses in the interviews at the Academy, the failure of cadet honor education to provide cadets with the requisite contextual lens to understand the professional military requirement for honor has resulted in an information loss of the Code's importance, influence, and relevance to both the Air Force Academy and the profession of arms.

Cadets understand the processes associated with the administration of the Honor System and the varied definitional aspects of the Honor Code's lying, cheating, stealing, and tolerating precepts, but they fail to possess an upfront understanding of the true, explicit purpose of the USAFA Honor Code: integrating cadets, as future U.S. Air Force officers, into the professional military ethic. Cadets are not provided with this type of practical Air Force operations-related focus, both in terms of the actual course content and method of information transmission (lectures, case method, role-playing, etc.) until well into the late third class and second class years. Despite a concerted focus upon the functional relevance of honor during the first class year in particular, this shift in educational/pedagogical style has occurred too late. Cynicism with regard to both the Honor Code

and Honor System has begun to rise within the Cadet Wing, especially with the transition from the fourth class to the third class year.

This cynicism is noted in **Figure 36**. The figure demonstrates cadets' cynicism with regard to the Honor Code because, when compared to cadet responses to the question noted in **Figure 3** (see Chapter III, p. III-3), cadet commentary in this question goes beyond the mere "living environment" assessed in the question in **Figure 36**. Indeed, cadet responses noted in **Figure 3** address the perceived impact of the Honor Code at the Air Force Academy. As previously argued, despite overwhelming cadet belief in the overall importance of the Honor Code in their lives while at the Academy, cadets' expressed frustration with the non-toleration clause and the consequent negative impact that the Honor Code (i.e., the non-toleration clause) has upon morale and teamwork at the Academy are directly reflected in **Figure 36**.

As cadets enter the Air Force Academy, they tend to possess a lofty view of the Honor Code. Having yet to experience much of the "gray" in the seemingly "black and white" world of the fourth class year, due to the highly regulated nature of the fourth class cadet experience, cadets have little opportunity to grapple with many of the larger ethical and moral considerations they will likely experience as they progress in their years at the Academy. Consequently, they tend to possess a somewhat more elevated/idealistic view of the Honor Code. However, it is precisely when that highly regulated living environment is relaxed and the grayness of the "real world" begins to seep into the cadet perspective (beginning with the transition into the third class year), that cadet idealism is reduced regarding the Honor Code, and a somewhat different view of both the Honor Code and the living environment at the Air Force Academy is produced.

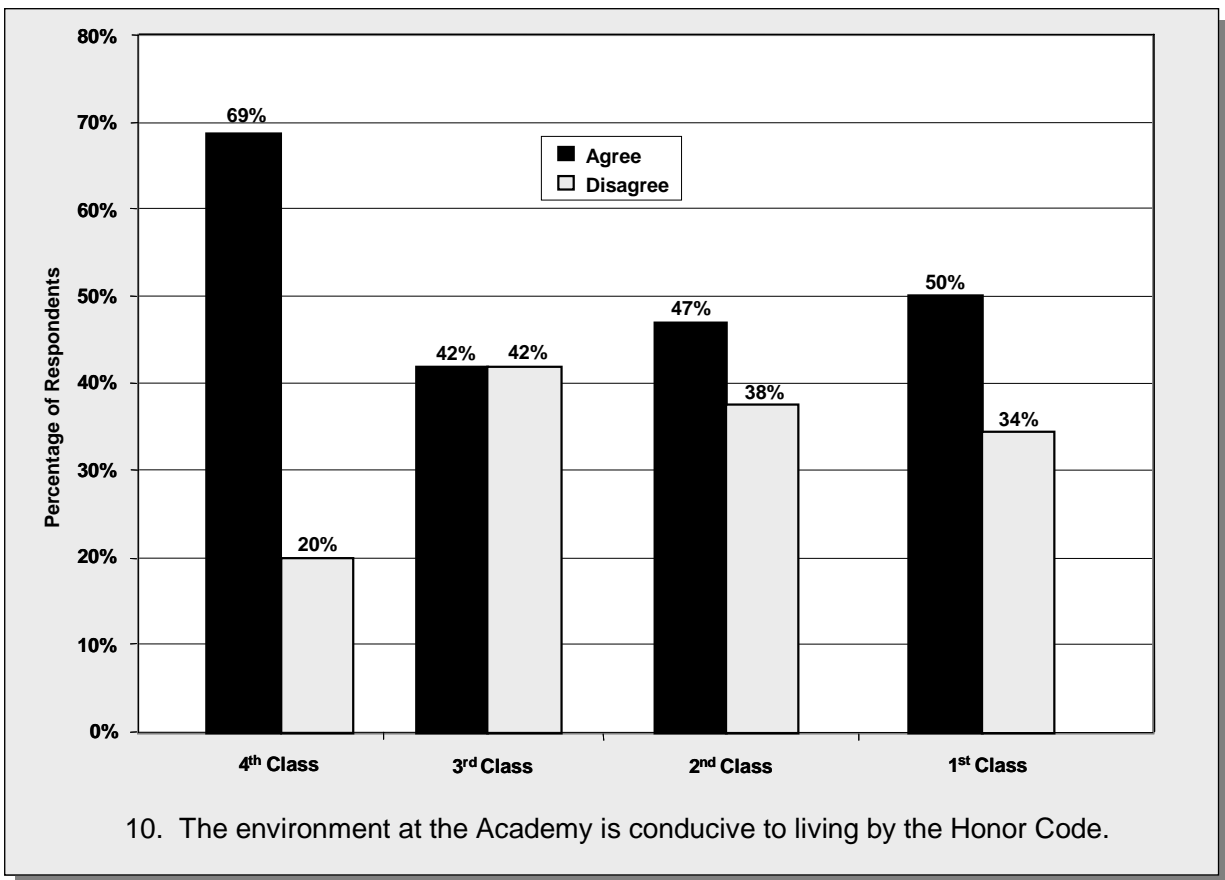


Figure 36. Cadet Cynicism With Respect to the USAFA Honor Code

The divergence in cadet views noted in **Figure 36** reflects this shift in overall conduct and treatment of the Cadet Wing once it has transitioned into the third class year, resulting in a drastic decrease in favorable views of the “conduciveness” of the living environment at the Academy to living under the Honor Code. Perhaps most importantly, once this transition is complete and the new members of the third class begin to experience the relative decrease in regulations characteristic of the upper class years, cadet honor education fails to provide them with the necessary motivation to overcome the perceived “negativity” of the Honor Code/non-toleration clause requirements to “turn in a friend.” Examples currently used in the cadet honor education program are not only redundant and overemphasize discussion of the Honor System and not the Honor Code (according to cadet responses in Academy interviews), but

more importantly they fail to make a convincing case for the professional military need for honor and integrity. Thus, it is precisely during this crucial period in the overall development of Air Force Academy cadets, due to the relaxation of regulations and corresponding increase in necessity to act with honor and integrity, that the current improper focus of cadet honor education fails to provide cadets with that pivotal contextual basis for understanding the Air Force Academy, the professional Air Force, and the profession of arms’ necessity to not tolerate those with fundamental deficiencies of character. Cadets have not been persuaded by the philosophy that the toleration of those who act in ways considered inimical to the profession of arms represents a potential threat to the overall integrity of the profession because these types of individuals lack the precise form of moral and ethical

judgmental capacity required of professional Air Force officers operating within a wartime environment.

However, with the subsequent transition into the second and first class years at the Academy, despite the redundant quality of many cadet honor lessons, the subtle, relative increase in contextual discussion of the Code's relevance and importance to the profession of arms (especially during first class character and ethics training) results in slight increases in cadet optimism regarding the Honor Code. However, due to the general, three-year weakness of cadet honor education, based on reasons and examples previously cited in this report, cadets are never able to fully close the "non-toleration gap" arising with the transition from the fourth class to third class year. According to the data from **Figure 36**, this has resulted in a deficit of 19% disagreement from the fourth to first class years. This retards the overall effectiveness of the cadet honor education program.

By combining the improper focus of cadet honor education with the bipartite failure to link military and honor training at BCT, the Air Force Academy is failing to equip members of the Cadet Wing with the requisite **desire** to overcome the non-toleration clause or the **contextual knowledge** to understand the professional military requirement for honor in the U.S. Air Force. Based on the rise in toleration and the expressed cadet problems with the non-toleration clause, cadets' inaction regarding the non-toleration of honor violations is evidence of this precise lack of desire to overcome the significant ethical requirements for moral courage exacted of the non-toleration clause. For without the contextual knowledge to transcend the issue of conflicted loyalty to peers versus the institution and the profession of arms (the precise form of knowledge desired by the Cadet Wing), this type of highly tolerant behavior is likely to continue unchecked at the Air Force

Academy, much to the detriment of the USAFA culture of honor.

Moreover, the improper focus of cadet honor education also has an adverse impact upon the cadet sense of ownership of the Honor Code, for within the system of honor education lies the key to cadet internalization and resultant sense of ownership of the Code.

The purpose of cadet honor education is not only to increase general cadet understanding of both the Honor Code and System but most importantly to provide the necessary context for cadets to understand (1) the professional military requirement for honor and (2) the functional relevance of honor and the Honor Code to cadets' lives as future officers. Provision of this contextual discussion marks the first step along the path toward cadet internalization of the Honor Code's main principles that, in turn, paves the way for an enriched sense of ownership of the Honor Code; that is, cadets can "own" only that which they have "internalized" and, hence, believe in. However, due to the improper focus of cadet honor education that begins with cadets' initial introduction to the Air Force Academy during BCT and continues throughout the remaining three years of cadet honor education at the Academy (incurring only minor improvements during the late second and early first class years), cadets are being denied the opportunity to fully internalize and thus "own" their Honor Code.

These problems are only exacerbated by the demonstrated inadequacy of faculty and staff honor instruction. The weak, limited quality of faculty and staff honor education and training has directly contributed to the manifest "gaps" in faculty and staff understanding of both the Honor Code and Honor System. Although this finding is a concern in and of itself, the implications of this finding prove even more potentially threatening to the culture of honor at the Academy.

First, the failure of faculty/staff honor education and training to provide its members with a baseline understanding of the Honor Code and Honor System may prove the locus of cadet skepticism regarding the perceived zeal of Academy faculty and staff's utilization of the Honor System. The fundamental weakness of faculty and staff honor training and its corresponding inability to provide both graduate and non-graduate officers with a consistent level of understanding regarding honor matters may fail to provide members of the faculty and staff with a proper understanding of the many and varied legal and administrative channels of the Honor System and the consequent time and psychological demands experienced by those suspected of violating the Honor Code. Without an understanding of these issues, the likelihood of faculty and staff desensitization to the rigors of the USAFA honor case process increases, thus creating the possibility for zealous use of the Honor System. Irrespective of data indicating the basic non-desire of Academy faculty and staff to use the Honor System (see Chapter III, p. III-20–24), the disparities evident in both the data shown in **Figure 3** and **Figure 36** and the impression conveyed upon the Cadet Wing contribute to the high level of cynicism between these two groups, a development that can and will prove destructive to the culture of honor at the Air Force Academy.

Second, and perhaps most importantly, the failure of faculty and staff honor education and training decreases both the ability of and opportunity for faculty and staff to infuse discussion of honor into other aspects of cadet life at the Academy. Through interaction with cadets in the classroom, on the sporting field, or in any one of a host of activities, Academy faculty and staff are provided with ample opportunity for association with the Cadet Wing. Any one of these venues affords officers from the body of Academy faculty and staff the opportunity to discuss honor outside the normal confines of

cadet classroom honor instruction and thereby provide cadets with a more varied and diverse view and understanding of honor and its importance to the professional Air Force. However, due to the aforementioned weakness of faculty and staff honor instruction and their consequent lack of understanding of honor matters, faculty and staff at the Academy have been rendered impotent in precisely this ability to both express the importance of honor to cadets as well as infuse honor into various aspects of cadet life at the Academy. Members of the USAFA faculty and staff simply fail to possess the requisite understanding of (1) the most effective means to articulate the functional importance of honor as a core USAFA/USAF virtue to the individual members of the Cadet Wing precisely because they lack an understanding of (2) the many and varied technical and administrative issues surrounding the Air Force Academy Honor System, issues that prove useful to increasing general faculty/staff knowledge of the Honor System. This lack of faculty and staff understanding of both the Honor Code and Honor System thereby sets in motion a cyclical process of faculty and staff lack of sufficient knowledge matched with missed opportunities for cadet participation in a culture of honor at the Academy, resulting in the degradation of cadet internalization of the Honor Code's main principles. In order to strengthen the USAFA culture of honor, a comprehensive overhaul of the system of honor education must be initiated. Honor education remains the key to (1) increased cadet internalization of the Honor Code, (2) an enriched sense of ownership of both the Honor Code and Honor System, and (3) a vibrant culture of honor at the Air Force Academy.

Recommendations

In order to strengthen the culture of honor at the Academy, the Task Force recommends implementation of the following items.

Recommendations

A3-R1

Reorient cadet honor instruction to emphasize full cadet ownership and internalization of the Honor Code.

A3-R2

Implement a uniform standard of honor instruction for all USAFA faculty/athletic/military staff and all new Academy personnel having direct, official contact with cadets.

A3-R3

Restore the Center for Character Development to its original status as the Air Force Academy's single point focus on honor and character development. While maintaining organizational unity under the Commandant of Cadets, the Task Force recommends the Center be recomposed as the "Center for Honor and Character Development."

A3-R4

Eliminate the current USAFA recoupment policy for cadets who have been disenrolled from the Academy following the finding of an honor violation.

A3-R5

Rewrite the Academy's Mission Statement to focus on the U.S. Air Force's Core Values of honor, integrity, and selfless career service.

A3-R6

Compose and distribute an "Air Force Academy Honor Packet" to all newly accepted cadets prior to their arrival at the Air Force Academy. This honor packet would cover the Honor Code (but not the Honor System), its origins, history, and development, as well as its functional importance both to the profession of arms and to cadets as future officers in the U.S. Air Force.

A3-R7

CSAF should direct a review within 12 months of approval of this report to ascertain progress in strengthening the health and status of the USAFA Honor Code and Honor System. The review will produce a written report of the findings of the review for the U.S. Air Force Chief of Staff within 14 months of approval of this report.

A3-R1

Reorient cadet honor instruction to emphasize full cadet ownership and internalization of the Honor Code. The following major changes are recommended:

1. Use case method analysis as the primary teaching instrument throughout all levels of cadet education, with particular emphasis upon the principle of non-toleration and trust.
2. Conduct a comprehensive overhaul of the focus of cadet honor education; focus must be upon the positive, character-building aspects of the Honor Code.
3. Expand the Honor Code's "positive principles" from six to seven via the incorporation of the value of "trust."
4. Provide BCT squadron cadet military training instructors with training on how to "militarily train" new cadets on the importance of both team and peer loyalty.
5. Allow for supplemental officer honor instruction during formal cadet honor education to increase its "real world applicability," especially during BCT.
6. Increase both the amount and frequency of formal and informal honor instruction at the Academy.

Use Case Method Analysis in Cadet Honor Education. After fourth class BCT, *use of case method analysis as the primary teaching technique is strongly recommended.* Personal engagement and intellectual involvement in the subject matter cannot be avoided when employing case method of instruction. Role-playing and other instructional techniques designed to further engage cadets in active participation are also strongly recommended. *The Task Force considers the shift to case method-based honor instruction to be its most important recommendation.*

The Task Force fully appreciates the tremendous initial burden placed on the Air Force Academy to reorient honor presentations from lecture format to case method instruction. Cases can be difficult to write, take skill in proper teaching, and require constant refreshing to remain viable and useful. However, honor is more than theoretical, more than an academic discipline taught at a military academy. It is a U.S. Air Force and military professional core virtue; honor is a way of life central to the profession. Consequently, honor must be taught and lived in the context of military culture, seen to be central to the military mission, and understood as fundamental to the role and responsibilities of an officer. Case method instruction is both necessary and a fundamental requirement for the Task Force's recommended transition toward a predominant focus upon the positive aspects of honor and the Honor Code at the Academy.

Comprehensive Overhaul of the Focus of Cadet Honor Education. The focus at all levels of cadet honor education should be upon the meaning/relevance of the Honor Code as a code of personal conduct of intrinsic importance to the professional Air Force. Toward this end, the predominant focus of the four-year cadet honor education must be upon the positive, character-building aspects of the Honor Code.

The cases developed for cadet honor teaching should (1) allow for development and discussion of the principles mentioned earlier, particularly trust (discussed below) and non-toleration, and should include the addition of cases external to the Academy to illustrate their importance and (2) emphasize honor's role and importance in maintaining loyalty to peers and to the principles honored by the profession of arms. Cadets must understand that tolerating an officer (cadet) who violates the principles of honor and trust contaminates the integrity of the organization and jeopardizes public confidence in the military profession.

However, in conducting this recommended overhaul of the focus of cadet honor education at the Academy, the following issues must also be considered. First, during initial cadet introduction to the Air Force Academy during Basic Cadet Training, the Task Force recommends incorporating a balance between the use of professional military-related case method examples and the "case method" examples currently used by the Academy (e.g., Cadet X letters), as well as a general discussion and exploration of the concept of honor and the specifics of the Honor Code and Honor System. This balance is critical to ensuring that cadets possess an adequate level of understanding regarding the Honor Code and Honor System (including discussion of the Code's four precepts, exploration of the associated administrative steps associated with a verified Honor Code violation, etc.) and that cadets can thus understand the behavioral requirements expected under the Honor Code. This understanding would be supplemented and enhanced by the provision of case method instructional examples drawn from both the professional military environment and from life (and the various ethical and moral dilemmas likely to be confronted) as a cadet at the Academy.

BCT honor instruction might begin with group discussion and analysis of a case

method example drawn from the operational military environment where the honor/ethics dilemmas/situations are readily identifiable. Cadets would recognize the egregious behavior demonstrated by the military personnel in the case; would engage in a spirited discussion of the honor/ethics dilemmas, reasons why they occurred, etc.; and would arrive at an understanding of the black-and-white issues very quickly. This could be followed by the examination of a Cadet X letter, whereby cadets would conduct a similar assessment of the reasons why “Cadet X” acted in this manner, followed by an understanding of why this particular cadet was found in violation of the Honor Code. Similar to professional military-related case examples used during BCT, during the initial portion of BCT the cases focusing upon life as a cadet at the Academy should provide BCT cadets with a clear-cut understanding of the reasons why these cadets profiled in the letters violated the Honor Code. However, the obviousness of the assorted ethical/moral dilemmas apparent in both types of cases used during BCT should later be supplemented by cases involving more difficult honor/ethics scenarios, which, in turn, require a greater level of effort and reflection by BCT cadets. Working in connection with the professional military-related cases, this will lay the foundation for cadet understanding of the need for honor, integrity, character, and trust both inside the walls of the Academy and within the professional Air Force environment.

Expand the Current Set of “Positive Principles” via Incorporation of the Value of “Trust.” The Task Force recommends the addition of “trust” as the seventh positive principle underlying the Honor Code. Cadet honor education, in its emphasis of Honor Code over Honor System, would necessarily discuss the principles underlying the Honor Code and the Honor Oath: honesty, fairness, respect, support, duty, and integrity. In so doing, cadet honor instruction would also

make the case that trust is the end result of these principles of honor; when properly functioning in unison (i.e., when honesty, fairness, respect, support, duty, and integrity are commonly shared by those inside the Air Force), trust is the salutary outcome. Cadet honor education would ultimately emphasize trust as the key outcome of the character-building effort: trust that there is honesty and integrity in the officer corps, trust that the right thing will be done, trust that matters will be handled fairly, trust that what will be done is proper, moral, and ethical. This will form the basis of cadet understanding of the ultimate outcome of trust within the military profession: entrusting one’s life to another while engaged in defending the national security interests of the United States.

Military Training. Teach BCT squadron cadet military training instructors how to “militarily train” new cadets in the importance of team and peer loyalty. Focus should be upon how this ethic is completely consistent with the Honor Code’s basic tenet of commitment to honor and non-tolerance. This matter should be reemphasized to all fourth classmen after “Recognition/Spring Break” to prepare them for their third class role as assistants to second class military trainers and should continue throughout the third class year. This will help prepare third class cadets for their second class role as primary military trainers for incoming fourth classmen. Officer honor instructors (see below) participating with the cadet honor instructors would receive this military training prior to their instruction of cadets during BCT. This helps eliminate the cadet-perceived contradiction between the ethic of loyalty to peers and loyalty to the institution/profession of arms.

Basic Cadet Training (BCT) Honor Instruction by Cadet Honor Representatives with Supplemental Officer Instruction. Given the focus of BCT honor instruction upon the meaning/relevance of the Honor Code, cadet honor representatives would

remain the primary honor instructors, supplemented by officer instruction to augment cadet instruction and increase “real world applicability” of BCT honor instruction. The Academy Honor Officer would be responsible for designating officers, preferably field-grade with operational/leadership experience, to function as “guest lecturers,” using actual cases and situations to provide BCT cadets with “real world”/practical examples of the fundamental importance of honor in the U.S. Air Force. This relationship between cadet honor representatives and officer honor instructors serves as the foundation for an enriched sense of cadet ownership by providing for a more positive understanding of honor.

However, time will be critical in enabling the recommendation to unfold, and a transition period⁶⁵ will be necessary to put this broad and encompassing sub-recommendation in place. During the next two years or so, the following issues must be addressed prior to the complete realization of cadet-led BCT honor instruction: (1) cadet honor representatives and Academy officers must be retrained in order to articulate the positive aspects of honor to the Cadet Wing as well as the functional military requirement for honor in the profession of arms, and (2) cadet and faculty/staff honor education must undergo a comprehensive overhaul in order to reflect the Task Force’s recommended focus upon the Honor Code as a code of personal conduct. This latter issue requires the incorporation of an improved (1) balance between Honor Code and Honor System discussion, (2) understanding of the Honor Code’s main principles, and (3) ability of cadets and officers to articulate the message of the fundamental relevance of honor to BCT cadets. The Task Force also recommends

supplemental officer honor instruction to assist in this transition. This officer-led instruction recommendation is separate and distinct from the earlier recommendation for periodic “guest lecture” instruction by officers, as outlined above. The Superintendent, on the advice of the Academy Honor Officer, will determine how this recommendation is to be implemented and will similarly decide when it is to be terminated, presumably as soon as practicable.

Once cadet honor education is reoriented and cadet honor representatives are appropriately trained, cadets would once again assume full responsibility for cadet honor instruction during BCT. This is in keeping with the Task Force and Senior Review Panel’s strong feelings that the Honor Code should and must be cadet-owned.

The Task Force seeks to emphasize the point that supplemental officer honor instruction would remain a viable instruction option with cadet honor education, outside the recommended usage during BCT. This is based on officers’ proven ability to provide “real world applicability” to the value of honor and cadets’ expressed desire for increased interaction and discussion with officers with operational Air Force experience.

Increase the Amount of Honor Instruction. In addition to a revised honor curriculum, both the amount and frequency of honor instruction, formal and informal, must be increased. Further, the notion and role of honor must be actively inculcated into all aspects of cadet life (i.e., academic classes, athletics, etc.). This is vital in order to infuse honor into the entire cadet experience.

Impact

The sole outcome of this initiative is greater cadet ownership and internalization of the Honor Code’s main principles, facilitated by the Air Force Academy’s provision of a context-based discussion of the importance,

⁶⁵ The Task Force recognizes that both the decision and necessary time table for implementation of this initiative are the province of the USAFA Superintendent. However, the Task Force offers a two-year time table, considering the issues noted in the discussion that follows.

influence, and relevance of honor and the Honor Code to the Academy, the U.S. Air Force, and the profession of arms. This outcome is attainable because an increase in the contextual relevance of honor and the Honor Code provides the members of the Cadet Wing with the highly sought after answers to the questions of “why” the Honor Code is fundamental to the professional military ethic. In addition, it will also build a justifiable, defensible, and persuasive case regarding the need for non-toleration and trust within the military professional and the military organization. The current inability of the USAFA cadet honor education program to provide cadets with both of these core elements lies at the heart of many cadet frustrations surrounding the Honor Code. Reorienting cadet understanding and internalization of these two issues may only come about through a refocusing of the message articulated in cadet honor education and the manner with which this message is articulated. The Task Force’s recommended transition toward primary use of case method analysis lies at the heart of this reengineering effort.

Consistent with the format outlined in Appendix F, case method analysis provides for greater contextual discussion of the professional military need for honor by using situations and experiences drawn from the operational military environment. Exploration of these issues (which are observable in their military context) through initial cadet reflection prior to instruction, and followed by group discussion and analysis during the classroom session, effectively guarantees their intellectual engagement in the subject matter. This increases the potential for retaining and internalizing the core lessons exposed through the examination of second and third order issues identified in the cases.

What is more, this mental exploration of the moral/ethical dilemmas apparent in these cases will also help expose the bipartite role

of non-toleration and trust in the military organization. On the one hand, the failure to not tolerate the immoral/unethical actions of another in the operational military environment carries with it the potential for tremendous personal harm to the military personnel involved in the case, to the professional integrity of the Air Force, and thus to the national security interests of the United States. This knowledge helps stimulate the corresponding cadet understanding of the integral role of non-toleration and trust within the profession. Provided with this information and, hence, answers to the questions of why the Honor Code is fundamental to the professional military ethic, the Academy enhances its ability, in turn, to build a justifiable, defensible, and persuasive case of the need for the non-toleration clause of the Honor Code. Providing this form of knowledge first to the honor representative and officer instructors and then to the Cadet Wing at-large will help to initially reduce, and eventually eliminate, the current stigma associated with the non-toleration clause and its requirements to “turn in a friend.” Cadets will not only understand but will have internalized the fundamental role of the non-toleration clause as they would recognize that the non-toleration of unethical, immoral behavior actually serves as the most elevated form of loyalty to peers. It is precisely because the Air Force Academy cadets, as future Air Force officers, care so deeply about both the professional integrity and operational functionality of the U.S. Air Force that they cannot tolerate those who lack the capacity to exercise ethically conscious decisions in a wartime environment; this threatens the professional integrity of the Air Force. To not tolerate lying, cheating, and stealing is to uphold the professional integrity of our sacred institution. This type of behavior should be applauded as precisely the form of strength of character required for the proper functioning and overall endurance of the professional Air Force.

A3-R2

Implement a uniform standard of honor instruction for all USAFA faculty/athletic/military staff and all new Academy personnel having direct, official contact with cadets.

First, remove honor orientation from the general slate of in-brief topics for all new Academy personnel. Provide a separate honor instruction venue oriented toward establishing a solid working knowledge among assigned personnel who are required to have official contact with cadets. This not only includes officers but also non-commissioned officers, airmen, and civilians.

Second, rebalance the focus of faculty/staff honor instruction (both initial and ongoing) of the Honor Code, focusing more on its intent and principles, using where possible the case method of instruction to bring out examples. The instruction should also include familiarization with the Wing Honor Board function and cadet honor representative instruction.

Third, establish and maintain an ongoing, standardized honor dialogue throughout the entire faculty/staff experience at the Academy. This dialogue would inform them on the Honor Code and Honor System and would also emphasize their responsibilities as officers at the Academy in order to:

- Ensure faculty/athletic/military staff members are up-to-date on the latest honor issues.
- Provide continuing dialogue as required to bring faculty/staff up to a uniform level of knowledge; additional instruction may be required for non-graduate faculty/staff.
- Assist/support academic, athletic, and military departments in developing venues and opportunities to address honor in all aspects of cadet life (e.g., academic classes, athletics, informal settings, and recruiting).

- Provide a formal Dean of Faculty-sponsored forum for faculty understanding of the difference between limiting cadet “temptation” opportunities and testing cadets’ honor. Order and discipline matters need to be clearly distinguished from honor matters and understood by everyone – cadets, faculty, and staff.
- Ensure faculty/athletic/military staff understand their roles and responsibilities as the “living litmus test” against which the members of the Cadet Wing will measure honor instruction. For instruction to be effective and for the Cadet Wing to fully embrace the concepts and ideals underlying the Honor Code, they must see that what is taught has real-life application beyond the exhortations of outside speakers and is fully reinforced in the conduct of Air Force Academy officers.

Impact

By implementing this initiative, the Air Force Academy will likely gain a general increase in the level of faculty/staff/personnel awareness of both the Honor Code and System and thereby shore up the current deficiencies in its understanding of honor matters.

Indeed, with the removal of the honor briefing from the general slate of in-brief topics, the Air Force Academy not only signals the fundamental importance of the Honor Code to the new members of faculty/staff/personnel at the Academy by providing for a comprehensive, focused discussion of the Honor Code and System, but it will also result in improved initial faculty/staff/personnel understanding of both the Honor Code and System. Perhaps most importantly, the Academy’s provision of continual, ongoing honor training through the steps listed in this recommendation will also result in a likely increase in faculty/staff/personnel’s understanding of the significant demands

placed upon cadets suspected of violating the Honor Code who undergo the honor case process. This serves to reduce the current cynicism between cadets and faculty/staff at the Air Force Academy by eliminating the cadet-held perception of faculty and staff's general lack of knowledge regarding the Honor Code and Honor System.

In addition, this initiative's suggestion to assist/support academic, athletic, and military departments in developing venues and opportunities to address honor in all aspects of cadet life will also help to attain the necessary infusion of honor into the various aspects of the cadet experience at the Academy, resulting in a necessary increase in the strength and durability of the Air Force Academy culture of honor.

This recommendation also serves as a means to safeguard cadets from unnecessary exposure to opportunities to violate the Honor Code. Through the provision of a Dean of Faculty-sponsored forum to discuss ways to reduce cadet "temptation" opportunities, opportunities that create an environment where the potential for honor violations is unnecessarily high (e.g., instructor-less examinations), the Air Force Academy moves further along the path toward delineating the inherent differences between honor and regulations infractions, reinforcing the culture of honor at the Academy.

Finally, this recommendation's emphasis upon ensuring faculty/athletic/military staff understand their role as the "living litmus test" also works to strengthen cadet internalization of the Honor Code's core principles and ideals. Given Air Force Academy officers' previous experience within the operational/"real world" Air Force, they have an in-depth understanding of the acute functional military need for honor, integrity, and upright character in the profession of arms. This understanding can and should be reinforced to the members of the Cadet Wing through (1) officers' interactions with cadets,

as well as (2) the examples these individuals set in their overall conduct while at the Academy. This will serve as a positive supplement to cadet honor instruction, resulting in both an increase in the real-world applicability of the need for honor and integrity within the professional Air Force, as well as cadet internalization of the Honor Code as a code of personal conduct. While reducing the cynicism manifested between the officer and cadet cohorts at the Academy, this recommendation should also reinforce and strengthen the culture of honor at the Academy.

A3-R3

Restore the Center for Character Development to its original status as the Air Force Academy's single point focus on honor and character development. While maintaining organizational unity under the Commandant of Cadets, the Task Force recommends that the Center be recomposed as the "Center for Honor and Character Development" (**Figure 37**).

In order to implement this recommendation, the following organizational changes must be made.

First, the Task Force recommends the unification of the previous Center's Honor and Honor Education Division with the Character and Ethics Division. The two divisions would be recomposed into a single entity, comprising the main organizational structure of the new Center for Honor and Character Development. Consequent to this revision, a similar unification in honor and character and ethics programs and processes would be enacted, constituting the single point organizational focus on honor and character development initiatives at the Air Force Academy.

Second, the Task Force recommends the realignment of the Human Relations facet of the current CCD within the USAFA Directorate for Personnel. Human Relations

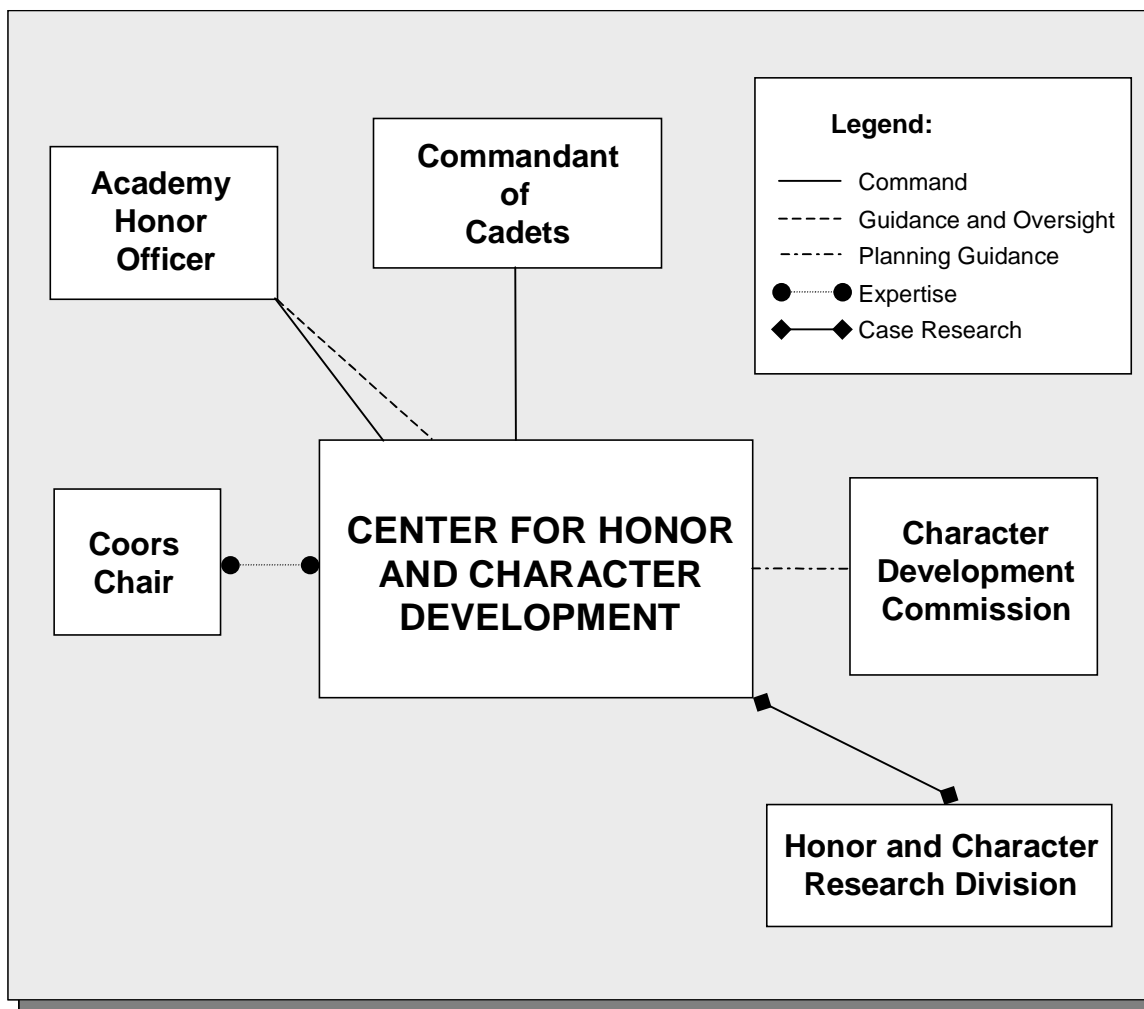


Figure 37. Revised Organizational Structure of the Center for Honor and Character Development

training program and process would be removed from the current CCD, reconstituted under the Air Force Academy Directorate for Personnel, and continue to perform its training/educational program to cadets at the Academy.⁶⁶ However, given its service of a fundamentally different purpose within the operational Air Force (see pages V-21–22), as well as its original inclusion in the CCD as a means to rectify the previous problems with

female association/acceptance within the Cadet Wing (problems that have been greatly reduced at the Air Force Academy), the Task Force believes this realignment is an appropriate measure to increase and ensure the CHCD's organizational focus upon strict honor, character, and ethics development.

Third, the Task Force also recommends the decomposition of the Curriculum and Research Division of the current CCD, followed by a reintegration of the current manpower/personnel into their constituent parts within both the CHCD and the reconstituted Human Relations Division. Investing complete authority for the manpower/personnel determination in the hands of relevant authorities at the Academy,

⁶⁶ It is important to note that the curriculum and overall educational agenda of the revamped program of human relations training would be based on the insight and direction of Academy senior leadership. The Task Force therefore seeks to invest full authority in Academy senior leadership to make the appropriate decisions regarding the human relations curriculum.

the Task Force seeks to ensure that, irrespective of the ultimate manpower/personnel decision, Academy authorities provide adequate numbers and overall personnel strength within the CHCD to maintain a robust character development research operation. Given the exigencies of case method development, a well-established group of character development experts must be present within the Center to ensure the efficacy and proper focus of case method development in particular and the system of honor education in general. Effectively implementing and discharging this function is the foundation of the recommended Task Force transformation. Special leadership focus and selective initial manning will be required to maximize chances for successful implementation of case method instruction.

In this revised organizational structure, the Character Development Commission (CDC) would continue to function as the “architect” of the larger USAFA character development effort, with organizational ties to the Academy Superintendent and primary responsibility to design, monitor, and control the Air Force Academy character development plans and programs. The subordinate Center for Honor and Character Development would continue to follow the guidance of the CDC. However, the new CHCD would be solely concerned with those programs and processes that relate specifically to honor, character, and ethics development, the three integral facets of the USAFA character development effort.

Toward this end, the Center would perform the following activities:

- Develop cadet written honor cases and other cadet instructional materials.
- Perform research in support of developing written honor case material.
- As directed, maintain records and statistical materials, including metrics and

other cadet honor performance-related data.

- Oversee the cadet honor case process on behalf of the Commandant.
- Provide and staff a “laboratory” for the development of facilitators skilled in case-method instruction.

In order to achieve much of the performance-related focus of the Center for Honor and Character Development, the Task Force recommends, in accordance with the views and opinions expressed in the May 2000 Character Development Review Panel, the development of various character and honor performance-related assessment mechanisms to measure the status and health of the Air Force Academy character development program. Development of these mechanisms, including (1) the compilation and reporting of the strength of character of the Cadet Wing as a whole, (2) establishment of specific targets for indicators to gauge character development, (3) establishment of a process for refining the indicators and developing metrics to be used to assess character in the Cadet Wing, and (4) review of research proposals to develop assessment tools in general, is crucial to the Academy’s ability to gauge the overall effectiveness of the character development program and process and the larger USAFA mission to develop outstanding officers of character.

Finally, it is important to note the role of the Academy Honor Officer in this revised edition of the Center for Honor and Character Development. In this new organizational scheme, although under the overall supervision of the Superintendent, the Academy Honor Officer would be responsible not only to (1) provide policy guidance and recommendations to the CHCD (consistent with the Academy Honor Officer’s duties noted in A2-R2), but he/she would also (2) serve as the primary agent overseeing the program and process of the CHCD. The

Director of the Center for Honor and Character Development would report the assorted character development results to both the Academy Honor Officer and the Commandant, inserting an accountability mechanism into the organizational hierarchy at USAFA, as well as ensuring cross-communication between the Commandant of Cadets (the organizational leader of the CHCD) and the Superintendent (the organizational leader of the Academy Honor Officer) as a result.

Impact

Through implementation of this initiative, the original character development intention of the Center will be restored to the organizational concept and focus of the Center for Honor and Character Development. The honor, character, and ethics portions of both the character development program and process would enjoy tight structural linkage and conceptual reinforcement in this recommendation through the Center's more highly specified focus upon the strict character development program, process, and result at the Air Force Academy.

Moreover, removal of the Human Relations training portion from the larger character development program at the Academy serves to ensure that the CHCD remains solely focused upon strict character development while maintaining the Air Force Academy and the professional Air Force's commitment to the promotion of inter-cultural, religious, and gender communication and understanding. This ensures the continued functioning of the professional U.S. Air Force. However, the extraction of the Human Relations training program from the honor, character, and ethics development program simply recognizes the fundamental distinction between these two separate but related aspects essential to the continued integrity of the U.S. Air Force.

The reconstituted Center for Honor and Character Development unifies and thereby increases the overall efficiency and effectiveness of the Air Force Academy character development effort while providing the Academy with the means to assess the overall status and health of the character development program. Indeed, the recommended development/creation of assorted assessment mechanisms to gauge the level of honor within the Cadet Wing not only provides the Air Force Academy with the ability to understand those areas with apparent success within the character development process, but more importantly, it provides Academy senior leadership with the capacity to understand those issues/areas that may be frustrating the Air Force Academy's attempt to inculcate honor as a value/virtue within the Cadet Wing, thereby enhancing the character development result and strengthening the culture of honor at the Academy.

A3-R4

Eliminate the current USAFA recoupment policy for cadets who have been disenrolled from the Academy following the finding of an honor violation.

It is the strong opinion of the Task Force that the current recoupment policy utilized by the Academy, one requiring financial reimbursement by cadets who have been disenrolled from the Academy, is of limited utility. This policy improperly assigns financial liability to disenrolled cadets whose only financial "commitment" was indirectly gained by their admission to the Air Force Academy. It also, however, fails to strike at the heart of the core purpose and mission of the Air Force Academy: developing honorable officers of character for a lifelong commitment of service to the nation. When it has been determined by a jury of peers that a cadet should be disenrolled from the Academy for a violation of the Honor Code,

the proper resolution is immediate disenrollment from the Air Force Academy without future capacity to serve in the professional Air Force. Honor violations remain fundamental issues of personal integrity; a failure to follow the honor and ethics standards upheld by the Academy – without appropriate support by the Cadet Wing for continued membership in both the Wing and the profession of arms – should result in his/her disenrollment without further delay. Given the Academy’s commitment to the Air Force’s Core Values of Integrity First, Service Before Self, and Excellence in All We Do, the Task Force believes the most prudent policy in handling cases where cadets have been disenrolled from the Academy for honor/ethics cause is to provide for their prompt disenrollment from the Air Force Academy and release them from any recoupment of educational costs while at the U.S. Air Force Academy.

Impact

This recommendation should buttress the Academy’s commitment to the development of honorable officers of character for service in the U.S. Air Force. By consciously seeking to avoid mandatory reimbursement policies, the Academy sends a clear message to those both internal and external to the Academy: the Air Force Academy is, and will continue to be, a training ground for core orientation in the philosophy underlying the professional military ethic, as well as in the requirements for service to the nation as a U.S. Air Force officer.

A3-R5

Rewrite the Academy’s Mission Statement to focus on the U.S. Air Force’s Core Values of honor, integrity, and selfless career service.

Currently, the Air Force Academy is the only service academy with neither reference to its professional values nor the concept of a lifetime of selfless service to the nation in its

mission statement. Interviews with Academy cadets, faculty, and staff put forth the belief that the Air Force Academy’s primary role was the development of pilots for U.S. Air Force service.

The Task Force thereby recommends a revision of the current USAFA Mission Statement to focus on the importance of **honor, trust, and integrity** in preparing cadets for a **career of selfless service** in the Air Force and a **lifelong commitment** to serving the nation.

Impact

By revising the Academy’s Mission Statement to include discussion of the previous concepts, Academy senior leadership would notably solidify their support and commitment to strengthening the culture of honor at the Air Force Academy. This would not only create a link to the Air Force’s Core Values but would also buttress the Academy’s commitment to the development of honorable officers of character.

A3-R6

Compose and distribute an “Air Force Academy Honor Packet” to all newly accepted cadets prior to their arrival at the Air Force Academy. This honor packet would cover the Honor Code (but not the Honor System), its origins, history, and development, as well as its functional importance both to the profession of arms and to cadets as future officers in the U.S. Air Force.

The purpose of this honor packet would be to baseline prospective cadets’ understanding of the importance, purpose, and relevance of honor to the profession of arms, and the Honor Code to the Air Force Academy. The packet would be distributed separate from all other informational packets currently distributed to newly identified cadet candidates, and would serve as a means to facilitate prospective cadets’ reflection on

honor and the Honor Code prior to reporting to the USAF Academy for BCT.

Impact

Implementation of this initiative serves to further increase cadets' ability to internalize the lasting importance and functional relevance of the Honor Code as a code of personal conduct while at the Air Force Academy. Distribution of this packet prior to their arrival during BCT not only signals senior leadership's commitment to and reinforcement of the Academy's mission to develop honorable officers of character, but perhaps most importantly, it serves as a means to stimulate prospective cadets' reflection upon the overall purpose of the U.S. Air Force Academy Honor Code, leading directly into the indoctrination effort during Basic Cadet Training. By providing for this

additional emphasis upon the Honor Code, the Air Force Academy is necessarily contributing to the strength of the culture of honor through greater initial familiarization with the importance, influence, and relevance of the Honor Code to all three arenas inside and outside the cadet experience: at the Air Force Academy, in the operational Air Force, and as a member of the profession of arms.

A3-R7

CSAF should direct a review within 12 months of approval of this report to ascertain progress in strengthening the health and status of the USAFA Honor Code and Honor System. The review will produce a written report of the findings of the review for the U.S. Air Force Chief of Staff within 14 months of approval of this report.

Summary

This report is the product of comprehensive thought, consideration, and analysis of the assorted institutional issues surrounding the United States Air Force Academy's attempt to intensify the inculcation of honor as a core professional military value within the Cadet Wing. Guided by the view that honor must be understood by the Cadet Wing as central to the effectiveness of the military mission, of which the Honor Code – and the inculcation of honor – forms the foundation for nurturing the requisite form and level of integrity to ensure the mission effectiveness of the United States Air Force, the Task Force has conducted this review of the health and status of honor, the Honor Code, and the Honor System as a means to strengthen the overall character development program and result at the Academy. By examining the societal attitudes, perspectives, and predominant culture with which contemporary youth are reared; recognizing the myriad of issues raised by interviews with members of the Cadet Wing, faculty, and staff at the Air Force Academy; and engaging in a series of comprehensive discussions between Task Force members as well as selected retired senior Air Force leaders providing independent consultation to the Task Force, we believe the findings and conclusions contained in this report expose the core deficiencies of the USAFA character development program. Strengthened by this

understanding, the Task Force believes it has developed a series of recommendations that have the capacity to affect the type of broad-scale, cultural change required of the character development program at the Air Force Academy. Consequently, the Task Force seeks to emphasize the fact that these recommendations must be viewed in a broad and comprehensive fashion and must be viewed and implemented as a part of a coherent set of interrelated, interdependent initiatives. A failure to do so risks failing to remedy the core problems the Task Force believes are responsible for the current ineffectiveness of the honor inculcation effort, eroding cadet support for the Honor Code and Honor System, as well as growing cynicism and distrust manifested between cadets and officers at the Academy. Indeed, if implemented in a comprehensive fashion, the recommendations included in this report maintain the capacity to facilitate the broad and comprehensive cultural change associated with transforming the cadet-officer relationship – perhaps the single most important characteristic of the culture of honor at the Academy – from one of mutual distrust and cynicism to one of trust, respect, and admiration. For the issues currently responsible for the high-level of distrust and skepticism between these two cohorts strike at the very core of the problems the Task Force has identified at the Academy.

Given cadets' failure to endorse and internalize (1) the professional military need for honor and integrity within the profession of arms and, hence, (2) the concomitant need to not tolerate those who act in ways that have the potential to jeopardize the integrity of the profession, the effectiveness of the military mission, and public confidence in the military organization, cadets fail to grasp the centrality of (3) the fundamental role and importance of officers in helping preserve the sanctity of the Honor Code, Honor System, and professional integrity of the Air Force by reporting honor violations. Altogether too many cadets view officers as potential informants who possess the capability to have cadets disenrolled from the Academy.

At the same time, the demonstrated lack of sufficient, consistent levels of faculty and staff understanding of the Honor Code and Honor System not only fails to equip these individuals with the ability to convincingly support the importance of honor and act as role models for cadets, but it also fails to eliminate the cadet-held perception that, because officers fail to possess an intimate understanding of the exigencies and social ramifications associated with Honor Code violations, officers remain different and thus alienated from the Cadet Wing. Even if the Task Force has erred in its extreme characterization of current cadet-officer

relations, the responses generated by interviews with USAFA cadets reinforce this latter view and thus expose the lasting need for a change in the culture of honor at the Academy. Pending improvements to cadet and officer understanding in those areas noted in the preceding statements and identified throughout this report, the cadet-officer relationship should ultimately be rooted in feelings of respect and admiration, based on their understanding that United States Air Force officers – both present and future – are members of one body, of which honor, integrity, character, and trust form the lasting foundation for our association in the profession of arms. Although a revitalized and reoriented approach to honor education provides the greatest hope for ensuring this change, of which the shift to case method instruction assumes primary importance, true and lasting change in the cultural exchange between cadets and officers at the Academy will require constant evaluation by those internal to the Academy. The recommendations included in this report are but the first in a series of needed steps toward returning honor to the core of the cadet experience, improving and enhancing cadet confidence in and ownership of the Honor Code and Honor System, and strengthening the overall culture of honor and nature of cadet-officer interaction at the Academy.

Task Force Member Biographies

General Michael P.C. Carns

General Carns was born in Junction City, KS, in 1937 and graduated from St. John's High School, Washington, DC, in 1955. He earned a B.S. from the U.S. Air Force Academy in 1959 and an M.B.A. from Harvard University in 1967.

He was commissioned as a second lieutenant upon graduation from the academy. He completed primary pilot training in March 1960 at Graham Air Base, FL, and basic pilot training at Laredo AFB, TX, in September 1960. After pilot instructor training at Randolph AFB, TX, General Carns returned to Laredo, where he served as a flight instructor. From December 1961 until June 1962 he was aide to the commander, Air Reserve Records Center, Denver. He then served as aide to the commander, 4th Air Force Reserve Region, Randolph, until July 1963, when he began a two-year tour of duty as an air operations officer there.

After graduation from Harvard University in 1967, General Carns was assigned to the 476th Tactical Fighter Squadron, George AFB, CA, flying F-4s. In January 1968, he transferred to the 40th Tactical Fighter Squadron, Eglin AFB, FL, again flying F-4s. From August 1968 to September 1969, he was assigned to the 469th Tactical Fighter Squadron, Korat Royal Thai

Air Base, Thailand, where he flew 200 combat missions in the F-4E.

Upon his return to the United States in September 1969, he was assigned as a plans and programs officer with the Air Staff. He later served as an aide to the Air Force Chief of Staff.

From September 1973 to May 1975, General Carns commanded the 613th Tactical Fighter Squadron, 401st Tactical Fighter Wing, Torrejon Air Base, Spain. He then was assigned for almost two years as special assistant to the chief of staff, Supreme Allied Commander Europe, Supreme Headquarters Allied Powers Europe, Mons, Belgium. After completing the Royal College of Defence Studies, the general was assigned to the 81st Tactical Fighter Wing, Royal Air Force Station, Bentwaters, England, as deputy commander for operations.

He returned to the United States in March 1979 and took command of the 354th Tactical Fighter Wing, Myrtle Beach AFB, SC. The general moved to Nellis AFB, NV, in October 1980 as commander of the 57th Fighter Weapons Wing. In June 1982, he became director of operations, J-3, Rapid Deployment Joint Task Force, later redesignated U.S. Central Command, MacDill AFB, FL. He became deputy chief of staff for plans, Headquarters Pacific Air Forces, Hickam AFB, HI, in July 1984, and deputy chief of

staff for operations and intelligence in June 1985. In July 1986, he assumed command of 13th Air Force, Clark Air Base, Philippines. In June 1987, he was assigned as deputy commander in chief and chief of staff, U.S. Pacific Command, Camp H.M. Smith, HI. He became director, the Joint Staff, Washington, DC, in September 1989. He assumed the position of Vice Chief of Staff in May 1991. General Carns retired August 31, 1994.

Brigadier General Teresa Marné Peterson

General Peterson is the Director of Transportation, Office of the Deputy Chief of Staff, Installations and Logistics, Headquarters United States Air Force, Washington, DC. Brigadier General Peterson graduated from Southern Illinois University in 1973 with a B.S. in photographic sciences. A distinguished graduate of Officer Training School, she was commissioned in 1973. After her initial assignment as an aircraft maintenance officer, she entered undergraduate pilot training at Williams AFB, AZ, and received pilot wings in January 1979. She has held positions as an instructor pilot, assistant flight commander, flight commander, section commander and operations officer and is the first Air Force woman to command a flying squadron. She has served as an assignment officer for the Colonels' Group at Headquarters Air Force Military Personnel Center; chief of the Mobility Control Center, J3, United States Transportation Command; support group commander; and as the vice commander, and subsequently as commander for the 14th Flying Training Wing.

Colonel John Hesterman

Colonel Hesterman grew up in an Air Force family and graduated from the U.S. Air Force Academy in 1983. He has served in

Germany, Korea, the U.K., and various locations in the United States flying the F-4, F-16, F-117, and F-15E. He has served in the Office of the Air Force Chief of Staff and currently serves as Special Assistant to the Assistant to the Chairman of the Joint Chiefs of Staff.

Colonel John Baxter

Colonel Baxter is the commander of the Pentagon Flight Medicine Clinic. He is a 1976 distinguished graduate from AFROTC at the University of Oklahoma. He obtained a J.D. from the University of Oklahoma College of Law in 1979. He was admitted to the Oklahoma Bar and served in three different assignments as an Air Force judge advocate officer. His interest in science and medicine led in 1985 to his acceptance into medical school at the Uniformed Services University of the Health Sciences. Upon graduation in 1989, he was the recipient of the Air Force Surgeon General's Award. After internship, he served as the Chief of Flight Medicine at Offutt AFB, NE, and completed his residency training in Family Medicine at the University of Nebraska. He is board certified in family medicine and legal medicine. He maintains current licenses to practice both law and medicine.

Colonel Jan Marc Jouas

Colonel Jouas is the Chief, Western Europe and NATO Policy Division, J-5, Joint Chiefs of Staff, the Pentagon, Washington, DC. In this capacity, he oversees development of military advice for planning and policy for international politico-military matters under consideration in the interagency arena and in support of National Security Council deliberations. Colonel Jouas entered the Air Force in 1979 as a graduate of the U.S. Air Force Academy. He has served as an instructor pilot, weapons officer, flight

commander, command inspector general team operations inspector, assistant operations officer, wing chief of flying safety, squadron commander, and operations group commander. He is a command pilot with over 2,600 hours in F-4 and F-16 aircraft and has flown over 80 combat missions during Operations Desert Storm, Provide Comfort, Southern Watch, Northern Watch, and Allied Force. He is from New York, NY.

Colonel Daniel S. Adams, Jr.

Colonel Adams is a space and missile operations officer with considerable experience in developmental engineering during his 20-year career. He is a 1980 graduate of the U.S. Air Force Academy, earning a B.S. in Aeronautics. While a missileer, he earned an M.S. in Management Information Systems from Lesley College. He also earned an M.S. in Aeronautics and Astronautics from Stanford University. He was then assigned to the Air Force Academy where he served as an assistant professor and executive officer in the Department of Aeronautics. Colonel Adams has also served on MAJCOM and Joint headquarters staffs and commanded two ICBM squadrons at Grand Forks AFB, ND. His professional military education includes Squadron Officer School, USMC Command and Staff, distinguished graduate of Air Command and Staff College, Armed Forces Staff College, and Air War College. While attending AWC, he completed an M.S. in Strategic Studies through Air University. Colonel Adams is the deputy chief of the Weapon Systems Liaison Division of the Secretary of the Air Force's Legislative Liaison.

Lieutenant Colonel Glenn R. Payne

Lieutenant Colonel Payne is presently serving as an Action Officer on the Joint

Staff. He has served in a variety of capacities in the former Air Force Communications Command, Air Force Space Command, United States Space Command, Pacific Air Force Command, Air Mobility Command, and HQ United States Air Force. Specific jobs include Technical Evaluation Team Engineer and Team Chief, System Evaluation School Course Director, Communications Engineer, Command Center Branch Chief, Space C2 System Integration Branch Chief, Communications Flight Commander, Executive Officer, and Communications Squadron Commander. Lieutenant Colonel Payne graduated from the United States Air Force Academy in 1982. Lieutenant Colonel Payne has attended Squadron Officer School, Air Command and Staff School, Armed Forces Staff College, and National War College. He holds a B.S. in Electrical Engineering, an M.A. in Space Systems Management, and an M.S. in National Security Strategy.

Lieutenant Colonel Dana H. Born

Lieutenant Colonel Born is commander of the 11th Mission Support Squadron (11MSS), 11th Support Group, 11th Wing, Bolling AFB, Washington, DC. She was commissioned upon graduation from the U.S. Air Force Academy in June 1983, graduating with distinction. She received an M.S. in Experimental Psychology from Trinity University (1985), an M.A. in Research Psychology from the University of Melbourne, Australia (1991), and a Ph.D. in Industrial/Organizational Psychology from Penn State University in 1994. During her career, Lieutenant Colonel Born has served as Deputy Chief, Personnel Issues Team (AF/DPI), Aide and Speechwriter for the SECAF, Assistant Director for Recruiting Research and Analysis for OSD, Executive Officer, Exchange Officer with the Royal Australian Air Force, Assistant Professor at

the Air Force Academy, and Air Force Personnel Analyst.

Major Patrick Kumashiro

Major Kumashiro is currently assigned as Chief, Aircraft Maintenance Integration; Logistics Transformation Office; Directorate of Maintenance; DCS, Installations & Logistics. Major Kumashiro was commissioned through Officer Training School and has had various operational wing, MAJCOM, and HQ Air Force assignments. Major Kumashiro has a B.A. in Economics from the University of Texas, an M.A. in Human Relations from the University of Oklahoma, and an M.A. in Military History from U.S. Marine Command and Staff College. Major Kumashiro has attended Squadron Officer School and Marine Command and Staff College in residence.

Major Kevin Toy

Major Toy is the Aircraft Engine Component Improvement Program Element Monitor (PEM). He graduated from the University of California at Davis with B.S. degrees in Aeronautical and Mechanical Engineering and was commissioned in 1985 through Officer Training School. He earned an M.S. in Systems Management from the Air Force Institute of Technology (AFIT). Major Toy is a senior acquisition officer and has completed assignments in Ohio and Texas. He has just finished a two-year tour in the Air Force Office of Legislative Liaison.

Captain Kelly M. Martin

Captain Martin is currently in the second year of the Air Force Intern Program. Her

rotations have included the Personnel Rated Force Policy office on the Air Staff where she handled waivers and exceptions to policy for individuals seeking Undergraduate Pilot Training (UPT). Her current assignment is in Legislative Affairs for the Office of the Secretary of Defense (OSD) working as a liaison between OSD and Capitol Hill on personnel issues. Captain Martin is a KC-135R Aircraft Commander with over 1,500 flying hours, including 42 combat sorties over Iraq and Kosovo. Additionally, she has participated in operations in every major theater in the world as well as qualified in Special Operations Air Refueling. Captain Martin flew KC-135Rs at McConnell AFB, KS, and attended UPT at Vance AFB, OK. She is a ROTC graduate from Virginia Polytechnic Institute and State University and a native of Virginia Beach, VA.

Captain David A. Harris, Jr.

Captain Harris is currently in his first rotation of the Air Force Intern Program. His current assignment is in the Legislative Liaison office at the Pentagon. Previously, he was an AC-130U Instructor Navigator at Hurlburt Field, FL. In this role, he participated in six deployments to Bosnia, planned and flew non-combatant evacuation operations in Albania and Africa, flew strike operations within Kosovo, and was the liaison officer to the Army Special Forces, Rangers, and Navy SEALs. Prior to this, he was the DSP Mission Commander/GPS Satellite Engineer at Falcon AFB, CO. He has a B.S. in Aerospace Engineering from the University of Alabama and is currently working on an M.A. in Organizational Management from George Washington University, Washington, DC.

United States Air Force Academy Questionnaire and Personal Interview

The following questionnaire and personal interview sheets were used in the interviews of cadets and members of the faculty and staff at the Air Force Academy from October 17 to November 4, 2000. The questionnaire was administered to both cadets and the faculty and staff members, who provided a written response that best corresponded with how they felt about the question.

The personal interview sheets following the questionnaire contain the specific questions asked of the cadets and the faculty and staff during the in-person interviews at the Academy by the contractor support staff. Members of each group were provided the opportunity to verbally respond to each question over a period of approximately 30 minutes.

United States Air Force Academy Questionnaire

This Air Force Academy Questionnaire is divided into two sections: the Honor Code and the Honor System. The Chief of Staff of the Air Force requests your assistance in providing your honest opinion on these two particular areas. Your inputs will remain anonymous and will be used strictly in a compilation data form.

Please fill in the following blocks:

Focus Group Type (You will be told this categorization before your interview) (Cadet, Faculty, Staff, Probationary Cadet):			
Grade/Rank:			
Department (if appropriate):			
Sex:	<input type="checkbox"/> M <input type="checkbox"/> F	Cadet Class:	<input type="checkbox"/> 1st <input type="checkbox"/> 2nd <input type="checkbox"/> 3rd <input type="checkbox"/> 4th
Age:		Are you an Intercollegiate Athlete (Varsity or JV)?: <input type="checkbox"/> Yes <input type="checkbox"/> No	
Race: <input type="checkbox"/> Caucasian <input type="checkbox"/> African American <input type="checkbox"/> Hispanic <input type="checkbox"/> Asian/Pacific Islander <input type="checkbox"/> Native American <input type="checkbox"/> Other		Are you an Academy Honor Rep?: <input type="checkbox"/> Yes <input type="checkbox"/> No	
(If not a Cadet) Years at the Academy: Are you an AFA Graduate?: <input type="checkbox"/> Yes <input type="checkbox"/> No		Attended Prep School?: <input type="checkbox"/> Yes <input type="checkbox"/> No	

Academy Interview Questions

Directions: Please **circle** the rating that most directly corresponds to how **you feel** about each question.

PART ONE: Honor Code	Scale					
	Totally Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Totally Agree	N/A
1. The Honor Code has a good impact on order and discipline at the Academy.						
2. The Honor Code has a positive impact on cadet morale.						
3. The Honor Code is the "minimum" standard required of cadets.						
4. I personally value the Honor Code.						
5. The Honor Code is a valuable part of the cadet's experience at the Academy.						
6. The Honor Code is more important to the Academy than to me.						
7. The Honor Code links directly to the Air Force's Core Values.						
8. The Honor Code is an important basis for my future role as an Air Force officer.						
9. The Honor Code should apply equally to cadets, faculty and staff.						
10. The environment at the Academy is conducive to living by the Honor Code.						
11. Cadets are assumed to be good/honorable people until proven otherwise.						
12. ROTC and Officer Training School (OTS) Officer Candidates should live by the same Honor Code as those attending the Air Force Academy.						
13. Because of the Honor Code, I believe Academy graduates are better officers than those commissioned through ROTC or OTS.						
14. Because of my experience at the Academy, I believe I have a greater responsibility to live honorably.						
15. The Honor Code provides cadets a common ethical standard.						
16. The Honor Code is the basis for developing individual character.						
17. The Honor Code is <i>primarily just</i> a set of rules that I have to live by while I'm at the Academy.						
18. The Honor Code promotes group cohesion and teamwork.						

PART ONE: Honor Code	Scale					
	Totally Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Totally Agree	N/A
19. The Honor Code enables you to freely trust that your fellow cadets will have the same ethical basis as your own.						
20. The Honor Code produces ethical officers for the Air Force.						
21. The Honor Code has become more a way to graduate rather than an internalization of the principles of honor.						
22. The Honor Code should apply to all Air Force officers.						
23. The Honor Code has made me a more honorable person than when I arrived at the Academy.						
24. I live by the Honor Code primarily because of fear of retribution/punishment.						
25. I live by the Honor Code primarily because of an inner desire to do the right thing.						
26. I live by the Honor Code primarily because I don't want to let my fellow cadets down.						
27. The Honor Code focuses too much on the negatives.						
28. I like the Honor Code in its present form.						
29. The concept of "non-toleration" should continue to be a part of the Honor Code.						
30. I fully understand what constitutes an Honor Code violation.						
31. My fellow cadets fully understand what constitutes an Honor Code violation.						

PART TWO: Honor System	Scale					
	Totally Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Totally Agree	N/A
32. The Honor System is fair and equitable.						
33. The Honor System is too legalistic.						
34. The Honor System has a good balance of cadet and officer involvement.						
35. The Honor System is a good "learning laboratory" (allows cadets to make mistakes while providing impetus to not repeat violation).						
36. The Honor System is effective in identifying and appropriately resolving Honor Code violations.						
37. Probation is an effective tool in rehabilitating cadets found in violation of the Honor Code.						
38. Honor allegations are resolved in a timely manner in most cases.						
39. Dismissal should be the presumptive outcome for an Honor Code violation.						
40. There is too much non-cadet involvement in the Honor System.						
41. Unanimous votes should be required at Wing Honor Boards to find cadets in "violation" of the Honor Code.						
42. The Honor System is too "soft" on violators.						
43. The requirement to serve on active duty (if disenrolled as a 1 st /2 nd classman) should be removed as a punishment.						
44. Non-athletes are held to a higher ethical standard than athletes are.						
45. The Honor System encourages identification of violations.						
46. There should be a difference in punishments for offenses made by different classes.						
47. Cadets routinely "game the system" to their advantage.						
48. The Honor System is blind to gender.						
49. Cadets would be more inclined to come forward with Honor Code violations if the penalties weren't perceived to be so high.						
50. The number of honor reps is too large.						
51. I would consider being selected as an honor rep as an honor.						

PART TWO: Honor System	Scale											
	Totally Disagree	Somewhat Disagree	Neither Agree nor Disagree	Somewhat Agree	Totally Agree	N/A						
52. Officers have too much influence on Honor Code issues.												
53. The present Honor Code process and procedures are fair to those charged with violations.												
54. It is better to have honor reps selected by direct election in a stabilized squadron versus the current sophomore election and remixing process.												
55. The Honor System is blind to race.												
56. Cadets are protecting each other, so the officers are left to maintain Honor Code compliance.												
Please answer "yes or no" to the following questions.	YES			NO								
57. Have you ever felt compelled to overlook a suspected honor violation by another cadet?												
If so, why?												
58. Would you self-report an Honor Code violation if you knew you had committed one?												
If not, why not?												

USAFA Honor Interview Cover Sheet

Name of Interviewer:

Date:

Time:

Interviewee Information:

Race: Caucasian Black Hispanic Asian/Pacific Islander American Indian Other

Class: First Class Second Class Third Class Fourth Class

Sex: Male Female

Athletic Status: Varsity Junior Varsity None

Sport (if V/JV)

Honor Rep? Yes No

Category of Interview:

- B-8

6. Do you think the education/training you receive on the Honor Code is effective? Why or why not? How would you improve it?

7. What is your primary motivation for picking an honor rep? (Liking them, person of honor, respecting them, etc.). Do you believe they are effective?

8. What do you like the best about living under an Honor System?

9. Worst?

10. If you could change two things about the current Honor System what would they be? Why?

11. Is there anything else you would like to talk about?

The Honor Code and System

This appendix traces the origins of the Honor Code, tracks the evolution of the Honor Code and System at the Air Force Academy, and describes in detail the workings of the Honor System.

Origins of the Honor Code

The U.S. Air Force Academy Honor Code is the product of centuries of U.S. and European military-ethical thought. Originating with the understanding that the moral and ethical demands imposed upon soldiers involved in the enterprise of war required a high level of moral refinement, leading military thinkers understood the necessity for a positive code of conduct to regulate soldiers' actions in times of war. This code of soldierly conduct had, at its foundation, a baseline requirement for honor; honor was viewed as a prerequisite of the military profession, based on its requirements for, and ability to stimulate, morally upright behavior in the soldier. The concept of honor underwent a series of revisions during the 18th, 19th, and 20th centuries, from a highly individualized concept of personal valor during times of war to devotion of one's self to country, ultimately culminating in the American military requirement for an officer to serve as both an **officer** and a **gentleman** in the enterprise of war. In order to fulfill this

requirement and thereby integrate future officers into the professional military ethic, leaders at the United States Military Academy (USMA) at West Point developed the first federal service academy Honor Code.

Seeking to provide the Regular Army with a crop of well-disciplined and orderly officers, West Point Superintendent, General Sylvanus Thayer, laid the groundwork for both the Honor Code and System at the federal service academies. Beginning with General Thayer's belief that a cadet's word should be accepted as the truth, based on his/her status as a future officer in the Regular Army, General Thayer began by instituting an informal process where cadets were responsible for the conduct of the cadets in their company and were encouraged not only to report violations of existing rules to the Commandant but also to provide written excuses for any and all behavior as a "medium for developing honor and integrity." Although this highly informal Honor Code was initially concerned strictly with lying, a series of personal conduct violations toward the end of the 19th century resulted in the formalization of the USMA Honor Code during the first half of the 20th century. The USMA Honor Code did not approximate its present form until 1947, with the addition of the cheating and stealing aspects of the present USMA Honor Code. Although the non-toleration clause was informally

recognized as a part of the Honor Code during this time, it was not be formally added until 1970.

Following the precedent established by West Point, both the U.S. Air Force Academy (USAFA) and U.S. Naval Academy (USNA) instituted similar honor codes in the 1950s. The Naval Academy inaugurated its “Honor Concept of the Brigade of Midshipmen” in 1956, which stated that “Midshipmen are persons of integrity: They stand for that which is right... They do not lie... They do not cheat... They do not steal.” The U.S. Air Force Academy followed the Honor Code model established by USMA, part of then Superintendent Lieutenant General Hubert R. Harmon’s belief that an Honor Code would be an “essential part of the new Academy.” In 1956, the Cadet Wing voted to adopt a version of the Military Academy’s Honor Code prior to a subsequent revision and modest grammatical change in 1965. The Air Force Academy Honor Code has remained unchanged since 1965 and states the following: “We will not lie, steal, or cheat, nor tolerate among us anyone who does.” In December 1984, the Cadet Wing voted to include an “Honor Oath” as a subtext to the Honor Code, which states that, “Furthermore, I resolve to do my duty and to live honorably, so help me God.” Similar to both the Military and Naval Academies, despite minimal changes to the Honor Code, the Air Force Academy Honor System (the policy, process, and procedures for enforcing the Honor Code) has undergone considerable changes throughout its 43-year existence.

The Evolution of the Current Air Force Academy Honor Code and Honor System

Figure 38 illustrates the changes to the USAFA Honor Code and System from 1954 to the present.

In 1954, the USAFA’s first Superintendent, Lieutenant General Hubert R. Harmon, established a study group to look at establishing an Honor Code at the Academy. The study group used West Point as the model for an Honor Code. The following year, the 300 members of the Cadet Wing voted to adopt the West Point-modeled Honor Code for one year. Originally, the Honor System featured a six-member Honor Committee consisting of cadets and required a unanimous vote in order to gain a “found” in violation of the Code. In 1956, the majority of the Cadet Wing voted to adopt the Honor Code on a permanent basis. Simultaneously, the Honor System was changed to allow for eight voting cadet honor representatives on an honor board—a practice that remained unchanged until the 1970s. In these early years, suspected violations of the Honor Code were dealt with swiftly—in as little as a day. Those found in violation were immediately disenrolled from the Academy.

The early 1960s witnessed the use of discretion for the first time. Discretion allowed for punishments other than disenrollment for fourth class cadets who had self-reported or who had mitigating circumstances and would resolve to live honorably in the future.

However, in the wake of a series of two 1960s cheating scandals, as well as a superintendent review which noted that “cadets did not feel as though the code was theirs, it was simply a means to enforce regulations,” substantial changes were made to the USAFA Honor System. In 1966, the three cadet investigating team was added with legal advice provided to investigators. An Officer-in-Charge of Honor was added to all Honor Boards, and a unanimous vote was required for a finding of violation. Cadets who were found guilty of violating the Honor Code were asked to resign.

A cheating scandal in 1972 spawned an Assistant Secretary of the Air Force review

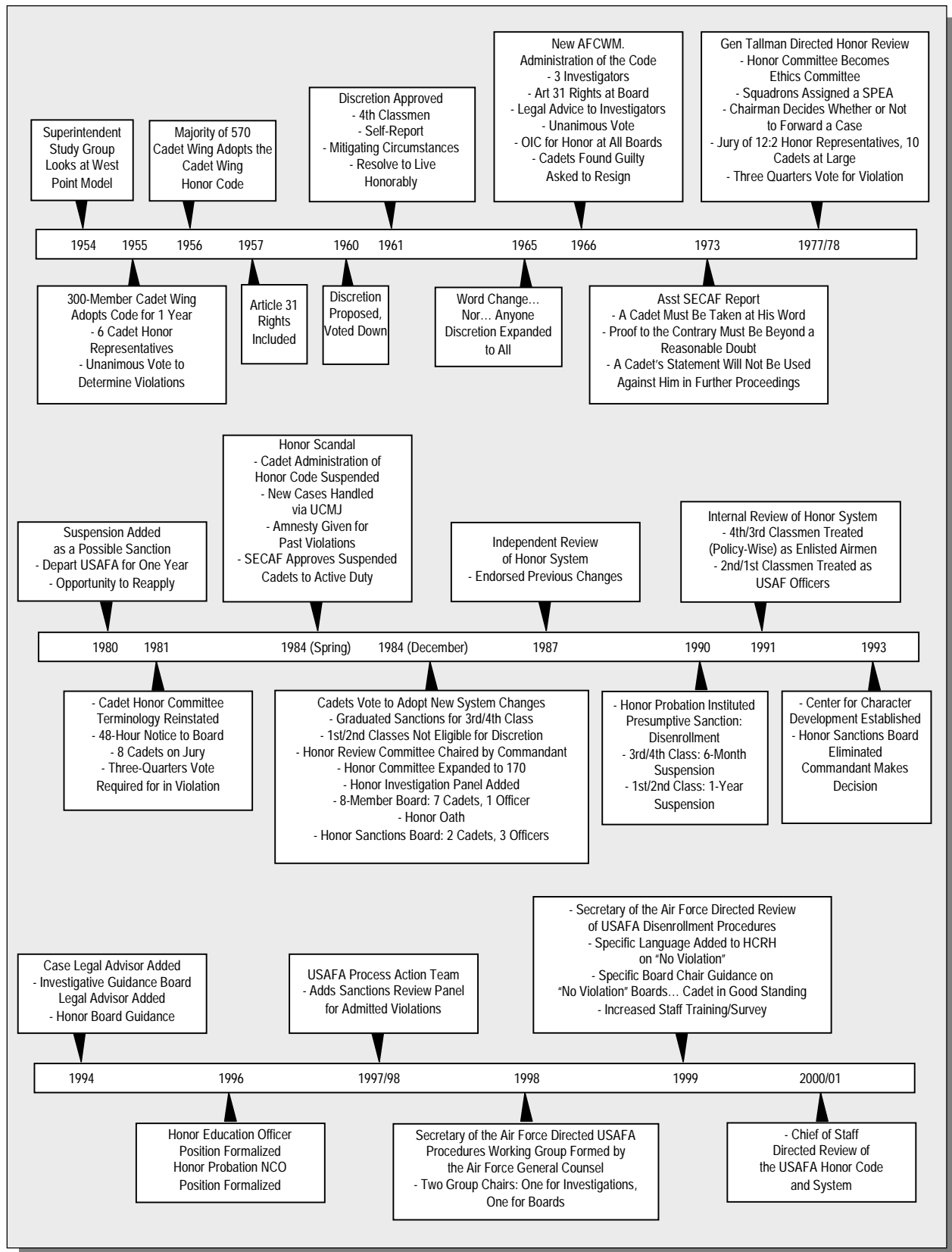


Figure 38. Evolution of the USAFA Honor Code and System, 1954–Present

of the Honor System. This resulted in more procedural changes to the Honor Code. In 1973, changes stipulated that a “cadet must be taken at his word,” and a cadet’s statement was not to be used against him in further proceedings. The “beyond a reasonable doubt” standard of proof was adopted. (The Air Force Academy alone maintains this high standard. Other service academies require preponderance of evidence⁶⁷ only.)

More changes to the Honor System followed in 1977–1978. The Honor Committee became the Ethics Committee, and each squadron was assigned a Squadron Professional Ethics Advisor to strengthen education and attempt to link honor to the professional Air Force. The Chairman of the Ethics Committee was to decide whether or not to forward a case for review. A jury of 12, which included 2 ethics representatives and 10 cadets “at large,” was added. The at-large cadet inclusion sought to increase cadet understanding and acceptance of the Code. Finally, a three-quarters majority vote (9 of 12 voting Wing Honor Board members) was required to find a cadet “in violation” of the Honor Code.

In 1980, suspension was added as a possible “sanction” for those found in violation of the Honor Code. In 1984, there was a cheating scandal, and the Honor Code was removed from the Cadet Wing for a semester. The scandal led to a comprehensive series of changes to the Honor System. Graduated sanctions were added for third and fourth class cadets. First and second classmen were not eligible for discretion, and first or second classmen found to have violated the Honor Code would be disenrolled. An Honor Review Committee

chaired by the Commandant was also added, as was an Honor Investigative Panel.

In 1990, for the first time, probation was instituted as a “sanction” for those found in violation of the Honor Code, while the presumptive sanction remained disenrollment. In 1993, the Center for Character Development was created as the focus for all cadet character development education. At the same time, the Honor Sanctions Board was eliminated, leaving the Commandant to make the ultimate decision on sanctions for cadets found to have violated the Honor Code. The following year, 1994, the Case Legal Advisor (CLA) and Board Legal Advisor (BLA) were added to the process. Although both of these individuals serve in an advisory capacity due to their familiarity with the legal implications of honor proceedings, the CLA assists the Investigative Team in the proper drafting of honor allegations, and the BLA serves in a strict advisory role to the Wing Honor Board (WHB) Chairman. In 1996, the Honor Education Officer position and Honor Probation NCO were formalized. These individuals are responsible for the development, under the leadership of the Honor Education Officer, of all Academy honor education within the Cadet Wing during Basic Cadet Training and the academic year.

Following comments that the Air Force Academy honor case process had become too cumbersome, resulting in excessive case processing length, an Honor Process Action Team (PAT) was formed in 1997. Seeking to streamline the honor case process by allowing those cadets who admit to a violation of the Honor Code to proceed immediately into the sanctioning phase of the process, a Cadet Sanctions Recommendation Panel was formally added to the USAFA Honor System. This panel was established to determine whether or not a cadet admission of an honor violation was valid prior to making sanctions recommendations for review by the Commandant.

⁶⁷ The “Preponderance of Evidence” legal requirement must be supported by such evidence that a “reasonable person, considering the evidence as a whole, can accept as sufficient to support a conclusion that the allegation of a violation of the Honor Code is more likely to be true than not.”

In 1998, the Secretary of the Air Force-directed “USAFA Procedures Working Group” was created. Formed in response to a cadet honor case that had raised the interest of the U.S. Air Force General Counsel, the Working Group came to the Air Force Academy to receive briefings on the Honor Code and Honor System as a means to increase its understanding and ensure the fairness of both the Honor Code and System. The Working Group recommended two different cadets remain responsible for conducting the investigative and the Wing Honor Board portions of the honor case process. The First Group Chair became solely responsible for the investigative stage of the honor process, and the Second Group Chair (provided the case was forwarded to a Wing Honor Board for review and adjudication) presided over the Wing Honor Board.

In 1999, the Secretary of the Air Force directed a SAF/IG review of the Academy’s disenrollment procedures. This review was stimulated by the disenrollment proceedings of a particular first class cadet (see also Chapter I). Seven institutional issues were identified for review while allowing for a determination to be made regarding any required actions needed to address the concerns arising from the IG investigation. As a result, specific language was added to the Honor Code Reference Handbook Sections 2.6.1 and 2.7.6.5.7 to further emphasize that a cadet found not in violation of the Honor Code at either the Cadet Sanctions Recommendation Panel or Wing Honor Board (CSRP/WHB) would continue to be recognized as a cadet in good standing within the Cadet Wing and nothing should be presumed from his/her having met a CSRP/WHB. In addition, increased staff training was added to the honor education curriculum. Superintendent-led honor education blocks were directed immediately for the staffs of the Superintendent, Commandant of Cadets, Dean of Faculty, and

Director of Athletics. These sessions lasted approximately one hour. Also, the Superintendent directed that honor-related discussion become an item of emphasis for the Air Force Academy mission elements in future Commander’s Calls.

The Current USAFA Honor Case Process

Figure 39 illustrates the current honor case process.

With any suspected violation of the Air Force Academy Honor Code, cadets’ first responsibility is to address the situation directly with the respondent (the cadet suspected of a violation). If the situation is resolved in this informal atmosphere, no further action is required. However, if suspicion still exists after this step, a formal clarification must be completed by both the initiator and respondent. The initiator must tell the respondent to contact his/her Primary Honor Officer to schedule a formal clarification session, something the initiator must do as well. Once contacted by the initiator and respondent, the Primary Honor Officer will hold a fact-finding meeting, beginning with the initiator’s presentation of all relevant facts and reasons for suspicion, followed by the respondent’s opportunity to explain all evidence and facts concerning his/her conduct. After the clarification session, if both parties cannot agree that a potential violation did **not** occur, the Primary Honor Officer then reports the situation to the Honor Division as soon as possible. At this point, the suspected honor violation becomes a case.

When a case is reported to the Honor Division, the Wing Honor Chair (WHC) assigns the case to a Group Honor Chairman, who then becomes the leader of the honor investigation (the Case Investigative Chairman). He/she then appoints an

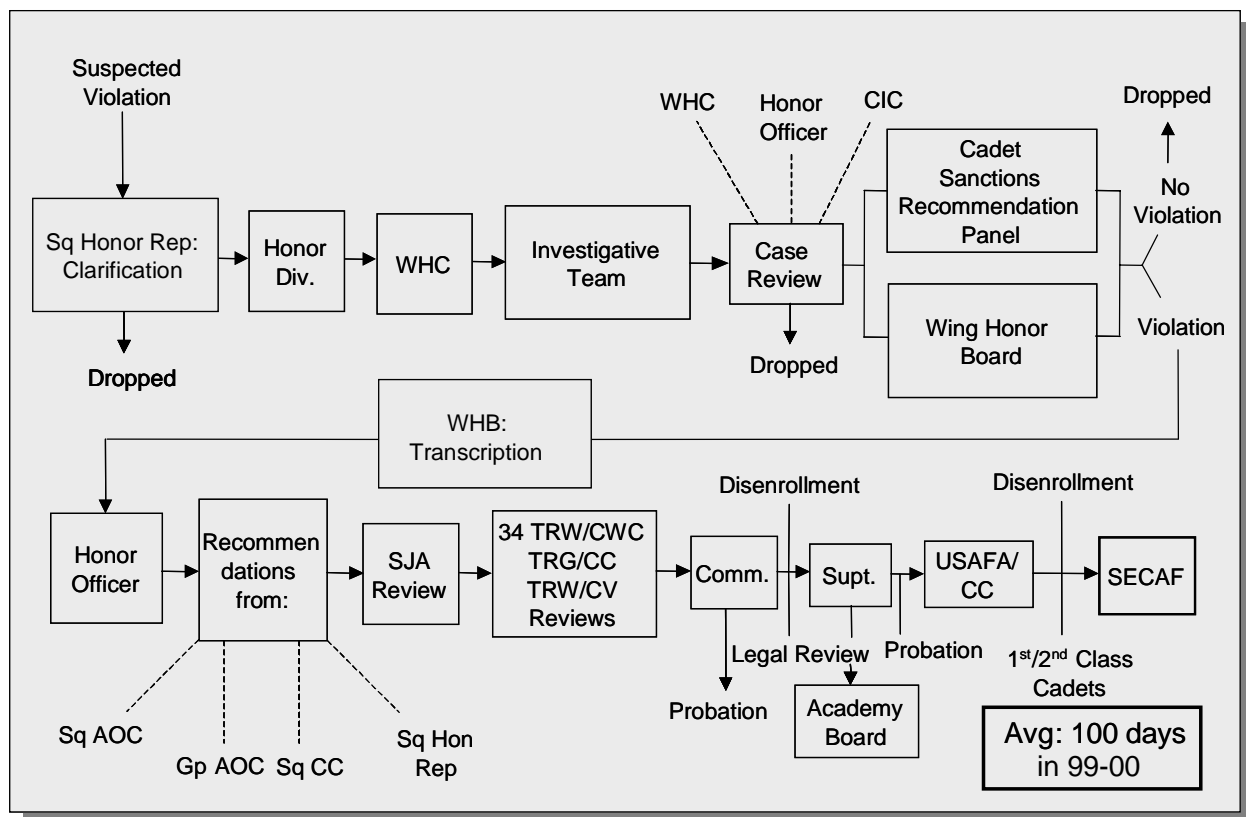


Figure 39. Current USAFA Honor Case Process

Investigative Team (IT) from a squadron or squadrons other than those of the respondent or initiator in order to “minimize potential conflicts of interest.” The IT then collects all evidence that applies to the case. If the evidence collected suggests that a wrongful act occurred, the IT formulates an allegation and provides the respondent with the opportunity to admit or not admit to violating the Honor Code. With an admission, the respondent is offered the opportunity to request placement on Immediate Honor Probation. Once the respondent has admitted or not admitted to the allegation, a Case Evidence Package (CEP) is completed and submitted to the Case Investigative Chairman, who conducts a review to ensure that the CEP is complete.

After an investigation is complete, the Case Investigative Chairman (a cadet), the WHC (a cadet), and the Chief, Honor Division (an officer), review copies of the

CEP. The purpose of this review is to determine if the formulated allegations are valid and to determine whether enough substantial evidence of a wrongful act is present to warrant forwarding the case to a Cadet Sanctions Recommendation Panel or a Wing Honor Board. A “valid” admission requires both act and intent on the part of the respondent, that is, he/she must have **committed** the individual act of violating the Honor Code and must have **intended** to do so as well. If determined to be valid and if the respondent admits to a violation of the Honor Code, the case will be forwarded directly to the Cadet Sanctions Recommendations Panel (CSRP) of the honor process; if invalid or if the respondent denies the honor allegation, the case will be forwarded to a Wing Honor Board.

Cadets admitting to an honor violation at the Academy must then meet the CSRP. The CSRP is composed of the CSRP Chairman,

the Wing Honor Chair, and a cadet honor representative at-large. Honor representatives selected for participation in the CSRP generally are in the same class year as the cadet who has allegedly violated the Honor Code.⁶⁸ The CSRP asks the respondent questions surrounding the alleged violation in order to determine if the admission of guilt is, indeed, valid. If the CSRP agrees with the validity of the admission, the WHC and cadet honor representative at-large will make sanctions recommendations. In this instance, the respondent is provided one last opportunity to request immediate enrollment in the Air Force Academy's Honor Probation program. If, however, it is believed that the respondent is not admitting to both act and intent, the case will be sent back to the Case Investigative Chairman, WHC, and Chief, Honor Division, for an additional review. If act or intent is not found, the case may also be dismissed.

With a case being forwarded to a Wing Honor Board (WHB), the WHB Chairman will then meet with the Board Legal Advisor (BLA) to prepare the case. The BLA will review the Case Evidence Package and make recommendations concerning any redactions or questions that should be asked during the Wing Honor Board. Following the case review, a Wing Honor Board is created in order to review evidence and hear testimony from the respondent and witnesses in the case, discuss the evidence, and make a judgment as to whether or not the respondent violated the Honor Code. The Wing Honor Board is composed of seven cadets (three honor representatives, two chain of command members, and two at-large) and one officer (Major or above). The respondent is allowed to present evidence or call witnesses as desired, but the final decision regarding the

admissibility of evidence rests with the WHB Chairman. Generally, all evidence relevant to the case will be allowed at the Wing Honor Board.⁶⁹ The respondent may testify on his/her own behalf and may also elect to close the board to observers. If so, the only non-participants allowed to attend are Squadron honor representatives, the Honor Executive Committee, and the Honor Division staff. After the hearing is closed for deliberations, the WHB Chairman and board members discuss the case in closed session. Members of the Honor Executive Committee and Honor Division staff may enter deliberations at any time for the purpose of ensuring the process is being conducted in accordance with all applicable policies and regulations to address any procedural issues with the WHB Chairman. When deliberations are complete, the board votes by secret written ballot whether the evidence supports the finding of an honor violation "beyond a reasonable doubt." The Air Force Academy is the only federal service academy that uses this legal standard. A three-fourths majority (6 of 8) vote is required to find a cadet in violation of the Honor Code. Cadets found in violation of the Honor Code are served a Letter of Removal from Good Standing and have all rank, positions, Academy representation, and merit lists removed; incur a loss of all privileges; and become restricted to the cadet duty area.

Following the Wing Honor Board/Cadet Sanctions Recommendation Panel finding of an Honor Code violation, a series of documents are submitted by the respondent cadet along with the sanction

⁶⁸ The *USAFA Honor Code Handbook* states that, if the respondent is a second, third, or fourth class cadet, the honor representative may be from the second class. If the respondent is a first class cadet, only first class honor representatives may participate.

⁶⁹ Even evidence that arises during the WHB proceedings may be allowed for examination. If, however, the nature of the new evidence is such that additional violations of the Honor Code may be evident, the WHB is asked to call a temporary recess. After consulting with the Chief, Honor Division, the WHB Chairman will either reconvene the board to reach a verdict on the existing allegations or prepare a supplemental letter of notification incorporating the new allegations.

recommendations by the cadet's Squadron AOC, Group AOC, Squadron Commander, and Squadron Honor Representative. If there is a recommendation for disenrollment from the Air Force Academy, the Judge Advocate (JA) then conducts a thorough legal review and returns the package to CWCH. The package is then processed through CWC, the 34 TRG/CC, and the 34 TRW/CV for sanction recommendations to the Commandant. The Commandant then will either suspend a disenrollment recommendation and place the cadet found in violation on honor probation or recommend that the cadet in violation be disenrolled. If the Commandant's recommendation is for disenrollment, the cadet in violation may resign or appeal the recommendation to the Superintendent. With a cadet appeal, the case is forwarded to the Superintendent's office. The JA conducts an additional legal review and forwards the case to the Superintendent. The Superintendent may act on the case but has the option to convene an Academy Board to discuss the case. With the convening of an Academy Board, the board will hear the case and make a recommendation for disenrollment or suspended disenrollment.⁷⁰ A first or second classman found in violation of the Honor Code will have his/her case forwarded to the Secretary of the Air Force for final action. In the case of third or fourth class cadets, the Superintendent is the final sanctioning authority. The recommended timetable for completion of the above steps is 60 days.

Comparison with the U.S. Military Academy Honor Case Process

Figure 40 illustrates the current United States Military Academy honor case process.

⁷⁰ In the case of first and second class cadets, the Academy Board also considers the issue of active duty commitment.

Similar to the Air Force Academy, the USMA honor process begins with the "recommended" approach for clarification. The clarification should be conducted within 24 hours of the alleged violation's occurrence. After conducting the approach for clarification, if an observer believes that a violation did not occur, the observer will take no action. If, however, the observer feels a violation did occur, the observer should encourage the suspected cadet to report the matter to the Company Honor Representative (CHR). If the suspected cadet fails to report himself/herself, or fails to do so within a "reasonable" amount of time (generally 24 hours), the observer must report the matter to the CHR.

After the approach for clarification, the CHR reads the Cadet Under Investigation (CUI) his/her rights and forwards the allegation to the Regimental Honor Representative (RHR) immediately. The Special Assistant for Honor (SAH) then informs the Staff Judge Advocate (SJA) and the suspected cadet's Tactical Officer chain of command whenever an alleged violation may also constitute a violation of USCC COP or the UCMJ. The RHR appoints an Investigative Team (IT) from a battalion in the same regiment other than the CUI's. The IT is composed of one first class honor representative and one second class honor representative, usually from the same company. The IT normally has seven duty days to complete the investigation. The RHR evaluates all evidence in the investigative folder, writes a recommendation, and forwards the case to the Vice-Chairman for Investigations (VCI). Similar to the IT, the RHR may recommend dropping the case but cannot drop the case. All allegations must be processed through the VCI.

The VCI reviews the case folder (all evidence, statements, and recommendations). The VCI may consult with the SAH and a member of the SJA to help determine the case's disposition. If the VCI disagrees with

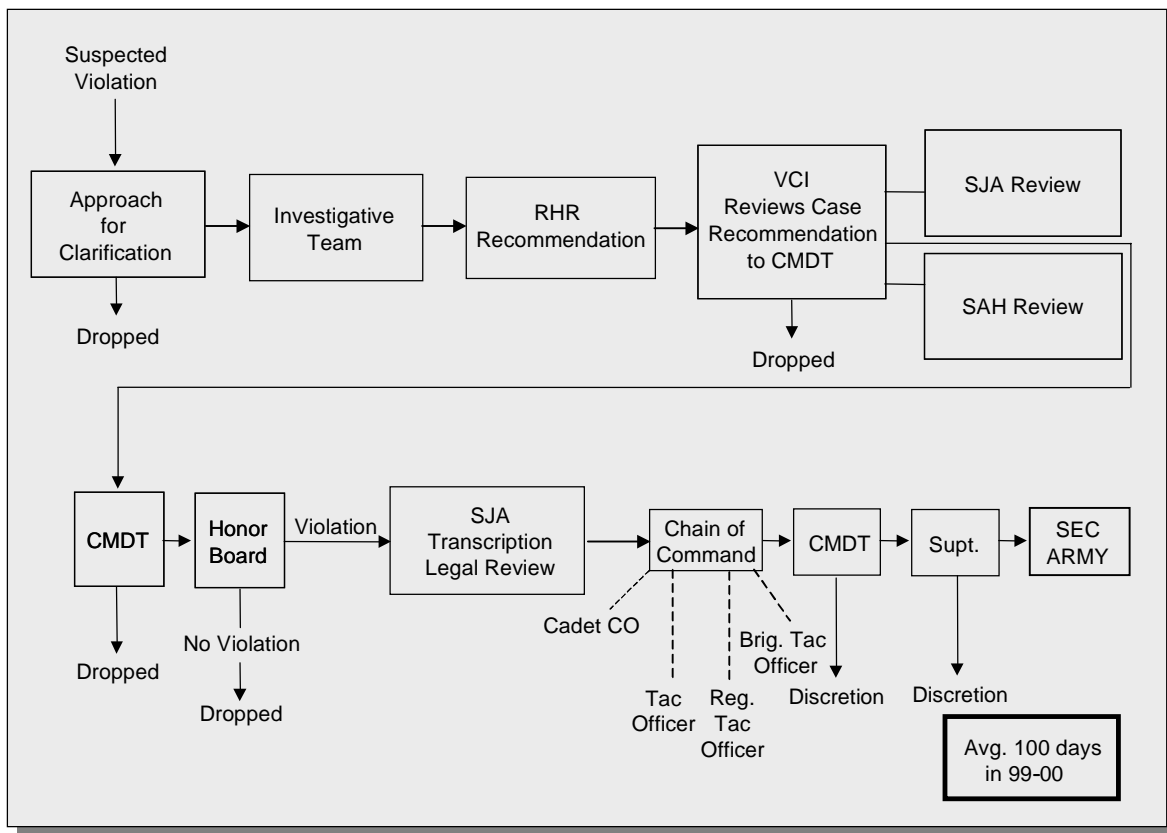


Figure 40. Current USMA Honor Case Process

the RHR/IT's recommendations, the VCI refers the case to the Chairperson, who will direct the VCI to either forward or drop the case. If the VCI agrees with the recommendations of the RHR and IT, the VCI forwards the case to the Commandant (for referral) or drops it. Prior to the Commandant's receipt of the investigative packet, the SAH reviews the packet for completeness and then forwards it to the SJA for legal review. Following the SJA review, the investigation is returned to the SAH, who forwards the case to the Commandant. The Commandant may direct further investigation, drop the case, or refer the case to an Honor Investigative Hearing (HIH). If the Commandant refers the case to an HIH, the SJA, in accordance with the SAH, will schedule the preliminary hearing(s) and HIH.

The purpose of the preliminary hearing is to give the respondent a chance to prepare his/her response for the HIH and address any

questions to the Hearing Advisor (JAG officer). The respondent may consult with counsel prior to the preliminary hearing. While the Hearing Advisor (HA) will give respondents the opportunity to admit committing a violation and sign written stipulations of fact, the respondent may raise any challenges to the HA, voice any objections concerning the investigative procedures, or submit requests for delay, attendance of witnesses, or production of evidence. After reviewing the Investigative Review Statement with the respondent, the HA will attempt to schedule any subsequent sessions of preliminary hearing without delaying the HIH. At the conclusion of the hearing, the HA may recommend to the Commandant, through the SAH, that the allegation against the accused cadet be dismissed. The court reporter will prepare a summarized record of the proceeding, which then becomes part of the summarized record of the HIH.

The purpose of the HII is to determine whether or not a violation of the Honor Code occurred and to provide input to the Superintendent for disposition of the case. An Honor Investigative Hearing Board consists of nine cadet voting members; of these nine, four are members of the Honor Committee and five are members of the Corps-at-large. Board members will hear all facts of the case and ask questions of the character witnesses to clarify and understand the circumstances surrounding the alleged violation. After receiving all the evidence and testimony, the HII must determine whether sufficient evidence exists to support a finding that the respondent violated the Honor Code. The respondent must have (1) committed the act, having the required specific intent at the time the act was committed or forming that intent during the existence of the continuing act or (2) tolerated a violation or attempted violation of the Honor Code by another cadet. A finding that the respondent violated the Honor Code must be supported by such evidence that a “reasonable person,” considering all the evidence, could accept the conclusion that an honor violation was “more likely to be true than not.” Board members will deliberate and vote on whether or not an honor violation occurred;⁷¹ a majority six of nine votes is required for a cadet to be found “in-violation” of the Honor Code.

Immediately following the Honor Investigative Hearing, the “found” cadet is forwarded to the Special Assistant to the Commandant for Honor Matters (SAH). The SAH evaluates the cadet’s emotional state and contacts the tactical officer as the situation warrants. The SAH then outlines the steps of the review process, explains the regulations/limitations placed on the cadet found in violation of the Honor Code, explains possible sanctions, and discusses the Privacy

Act. The Brigade Tactical Department (BTD) then decides whether to reassign the cadet to another company, or, if the cadet elects to resign from the Academy, the BTD will process the resignation. These steps are then followed by a three-part review process,⁷² beginning with an SJA legal review. The purpose of the legal review is to determine if legal requirements have been complied with, the effect of any error (including whether any error had a “material adverse effect on any individual’s substantial rights”), and whether the findings of the investigation are supported by sufficient evidence and by a greater weight of evidence than supports a contrary conclusion. The SJA may, as a part of the legal review, make recommendations regarding appropriate disposition of the case. The SAH also reviews the record and makes a written recommendation to the Commandant as to whether or not the Superintendent should uphold the findings of the HII plus a recommendation on the final disposition of the found cadet. Completing the review process, the found cadet’s chain of command makes a recommendation for the disposition to the Commandant. The Commandant may grant the found cadet discretion. If the Commandant recommends separation, he then makes a written recommendation to the Superintendent for disposition of the case. The cadet is provided the opportunity for rebuttal in the wake of this third review, and the SJA will address any allegations raised by the found cadet or his/her counsel. The cadet then meets with the Superintendent, who reviews the entire record, including the SJA review and any matters offered by the Commandant and the respondent. Although the Superintendent is bound by an HII finding of “no violation,” he/she is not bound by a “found” violation or by the HII’s recommendations. The Superintendent may

⁷¹ It is important to note that board members are not voting about the final disposition of the case; board members provide input to the Superintendent for disposition of the case.

⁷² During the review process, the found cadet may not participate in any athletic or public relations activities perform guard duties, or “otherwise represent USMA” until the honor investigative review is resolved in his/her favor.

only approve such findings that are supported by sufficient evidence. If not supported, the Superintendent will “set aside” the findings, close the case, or direct further investigation. The Superintendent takes into account any errors that may have accrued during the honor case process and may convene a new Honor Investigative Hearing if “substantial errors” in the case (i.e., failure to meet essential appointment/composition requirements) are found, or new evidence of an exculpatory nature is uncovered. Otherwise, the Superintendent approves the findings and may recommend separation to the Secretary of the Army (the final arbiter with sanctions of separation) or may exercise discretion. The recommended timetable for completion of all the above steps is 60 duty days.

Comparison with the U.S. Naval Academy Honor Case Process

Figure 41 illustrates the current United States Naval Academy honor case process.

The United States Naval Academy provides its midshipmen with the following four options with a suspected violation of the Honor Concept. First, midshipmen may simply approach and discuss the situation with the suspected violator of the Honor Concept. If, after discussing the situation, it is collectively determined that no violation occurred, the matter is dropped. In the second option, if, after approaching the suspected midshipman, it is determined that a violation did, in fact, occur, the initiating midshipman

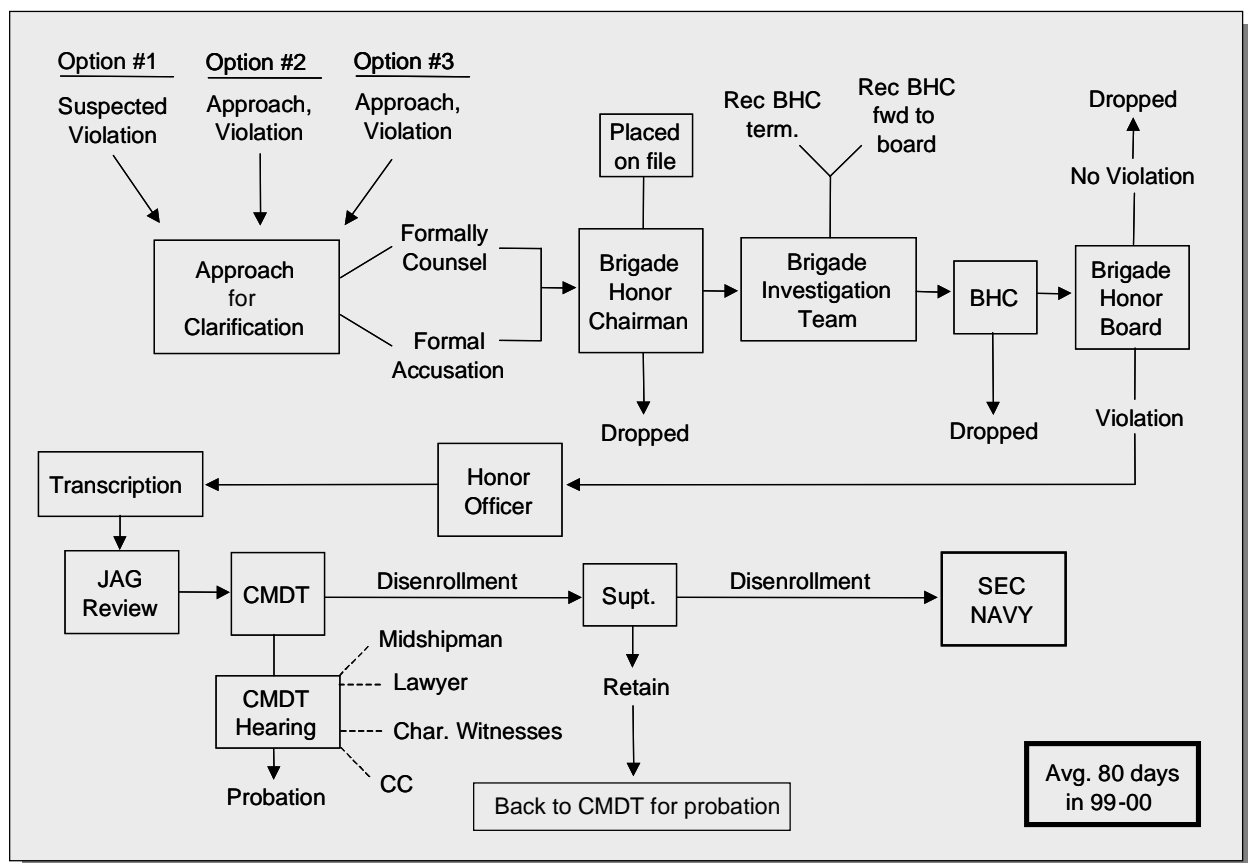


Figure 41. Current USNA Honor Case Process

may actually counsel⁷³ the violator of the Honor Concept. This happens for less egregious violations. In option three, a midshipman may approach and discuss the situation and submit a formal accusation. This usually happens when the initiating midshipman feels a violation occurred of a more serious nature occurred. In the final option, midshipmen may simply submit a formal accusation to the Brigade Honor Chairman without approaching the suspected violator and discussing the alleged incident. This option is usually reserved for midshipmen from lower classes facing the prospect of “approaching and discussing” the perceived honor violation with a member from the upper class.

After reporting a potential violation of the Honor Concept, the allegation is then turned over to the Brigade Honor Chair, who attempts to determine if a violation occurred. If he/she determines that the evidence does not suggest a violation of the Honor Concept or if the accusation was not reported within 21 calendar days of the alleged offense, he/she terminates the case and makes a report on the disposition and reasons for termination to the Commandant of Midshipmen. If the Chair determines that an honor violation may have been committed, he/she may formally counsel the midshipman, document the

counseling, and notify the Commandant in writing. The case is then turned over to the Deputy Chair for Investigations, who notifies the accused midshipman.

Upon receipt of the case from the Honor Chair, the Deputy Chair for Investigations will appoint a Midshipman Investigating Officer, ensuring that the individual chosen is impartial and has had no significant prior contact with the case. The Midshipman Investigating Officer then conducts a thorough investigation of the alleged offenses,⁷⁴ including gathering any relevant documents and physical evidence and interviewing any witnesses. Upon completion of the initial investigation, the Deputy Chair for Investigation then forwards the case to the Brigade Honor Chair who has the authority to (1) terminate the case and notify the Commandant, (2) formally counsel the midshipman, (3) forward the case to the Battalion Counseling Board,⁷⁵ or (4) forward the case to the Brigade Honor Board. In cases forwarded to the Brigade Honor Board, the Deputy Chair for Investigations and the Midshipman Investigating Officer draft a formal statement of charges, submit the charges to the Legal Advisor to the Commandant for review, and present them with the accused along with a copy of all evidence.

⁷³ The U.S. Naval Academy has specific criteria for conducting the midshipmen counseling. The following factors must be present in order to conduct the counseling: (1) both midshipmen agree to the facts of the violation; (2) the midshipman who committed the honor violation must demonstrate remorse; and (3) the midshipman counselor must develop a plan of resolution for the guilty midshipman, which must directly resolve the honor issue. Following these steps, the accusing midshipman writes a formal description of the counseling act, and both the accused and the accuser sign the document, which is then handed in to the Brigade Honor Chairman. The Brigade Honor Chairman then decides either to accept the counseling act or overturn the case and submit a formal accusation for later case examination and processing through the USNA Honor System.

⁷⁴ In cases submitted by a member of the faculty involving cheating or plagiarism, the Midshipman Investigating Officer will seek a second opinion. The Investigating Officer will ask the Department Chair of the accuser's department to assign another faculty member to review the evidence of the alleged violation. The faculty member will review the evidence without consultation with the accuser and will provide a written statement of his/her findings to the Midshipman Investigating Officer within two days.

⁷⁵ The purpose of the Battalion Counseling Board is to: (1) address integrity concerns arising from the midshipman's behavior; (2) educate the accused on the importance of the Honor Concept at the Naval Academy and ethical behavior in the fleet, and (3) provide the chain of command the opportunity to formally counsel and document the performance of the accused.

In every case not terminated and with those midshipmen who choose to deny the honor allegations, a Brigade Honor Board is convened whose sole purpose is to determine whether or not a midshipman violated the Honor Concept. For those who choose to admit guilt through submitting a plea of “guilty,” the Brigade Honor Board members accept the plea directly, thereby expediting the honor case process. Although similar to both the Air Force Academy and Military Academy in terms of the required minimum six out of nine majority for findings of “violation,” the Naval Academy uses the “preponderance of evidence” legal standard (similar to USMA). The Naval Academy also requires that the accused have the “necessary state of mind” at the time the incident occurred, stating that the midshipman “need not intend to commit an honor violation, but only complete the action with the state of mind described.”⁷⁶ If the Honor Board determines that a violation of the Honor Concept occurred, the Presiding Officer will submit a report to the Commandant via the Ethics Advisor and the Commandant’s Legal Advisor. If, however, the Brigade Honor Board finds no violation, the Presiding Officer will return the case to the Brigade Honor Chair with a report of the finding, who then reviews the case to understand the reasoning for the determination of no violation and makes a report to the Commandant via the Ethics Advisor. The Board may also bring additional charges against the accused if evidence presented during the Honor Board suggests that additional violations may have occurred.

Once the Honor Board report is received, the Ethics Adviser will have the tapes of the Board proceedings transcribed and will

review the case to ensure that the Honor Board was properly constituted, the report of the case was properly prepared and contains all the evidence considered by the Board, and the utilized procedures substantially complied with this instruction. The Ethics Advisor then forwards the case to the Legal Advisor for a complete review, who then reviews the entire report and advises the Commandant regarding correctness and sufficiency of the evidence. The case is then forwarded to the Commandant for a review and a hearing.

Unless the Commandant returns the case to the Brigade Honor Board, the Commandant will hold an informal, non-adversarial hearing with the accused midshipman and his/her chain of command, members of the Honor Board who heard the case, and a senior faculty member designated by the Academic Dean. The purpose of this hearing is to provide the midshipman the opportunity to present matters in extenuation and mitigation of the charges levied against him/her despite a requirement to not introduce evidence suggesting the midshipman’s guilt or innocence. During the hearing, the Commandant considers information such as prior honor offenses or the midshipman’s performance jacket, and has the authority to (1) review the record of the Honor Board and disapprove those findings deemed clearly erroneous (2) return the case to the Honor Board or direct that a new Board be convened, (3) approve only those findings that are correct in law and fact, and (4) consider matters in extenuation and mitigation. Following the hearing, the Commandant may remand the case to the Honor Board, find a violation but exercise discretion, find no violation and terminate the case, or forward the charges to the Superintendent, recommending separation from the Naval Academy. If the Commandant determines a violation has occurred and recommends separation, the Commandant will forward the case to the Superintendent via the Staff Judge Advocate.

⁷⁶ Examples of this “necessary state of mind” are as follows: (1) lying: “One must have intended to deceive;” (2) cheating: “One must have intended to use unauthorized assistance or to represent another’s work as one’s own;” and (3) stealing: “One must have intended to deprive the owner of the property.”

Following the second SJA review, the Superintendent reviews the entire case and is vested with the same authority to accept or reject the findings/recommendations of the Commandant. After the review, the Superintendent may (1) remand the case to the Honor Board or convene a new Board, (2) find a violation but refer the case back to the Commandant for imposition of such action as the Commandant deems appropriate, (3) find no violation and terminate the case after reviewing all the evidence, or (4) recommend

to the Secretary of the Navy that the midshipman be discharged from the Naval Academy for unsatisfactory conduct. The Superintendent then notifies the midshipman of his/her decision. If the Superintendent recommends separation, the midshipman may submit a qualified resignation. However, the Superintendent will not normally endorse any request to resign after he/she has acted in a case. The recommended timetable for completion of all phases of the honor case process is 62 days.

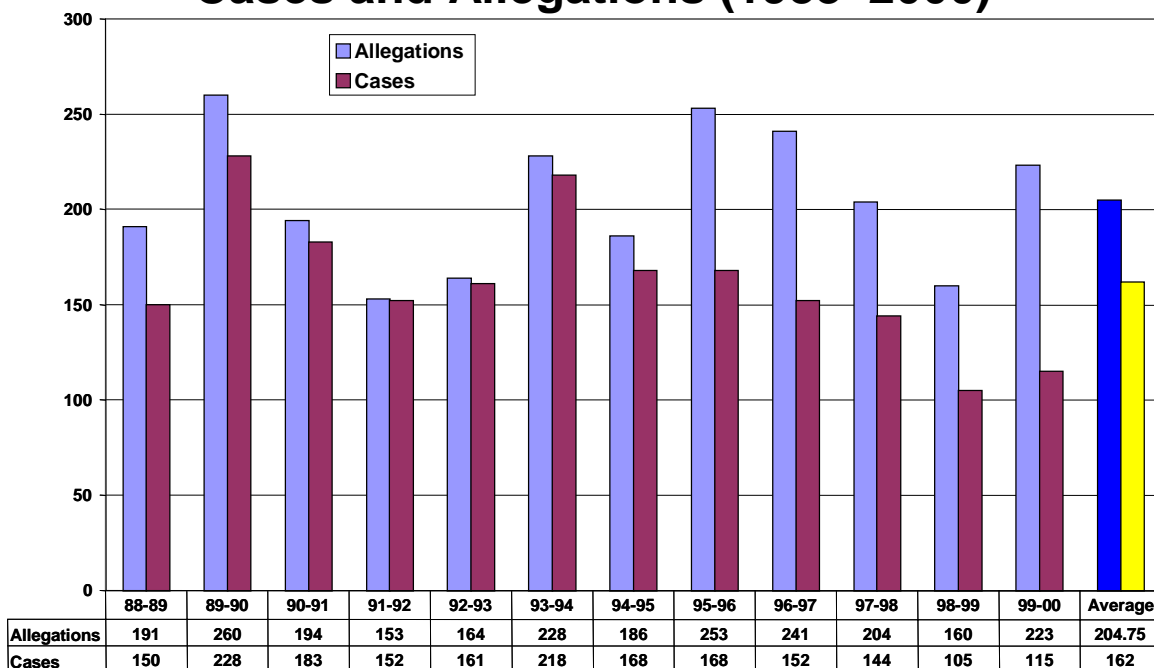
Honor Data

The following charts were developed using data that is regularly collected by the various departments at the U.S. Air Force Academy. Prior to 1988, there was no formal method in place for putting allegation and case data into databases. Any data available prior to this time, therefore, was deemed unreliable. In 1996, the USAFA Honor Division instituted new data tracking policies, making the tracking of allegations and cases much more robust. The data shown after 1996, therefore, should be considered the most reliable. Additionally, due to this new data tracking

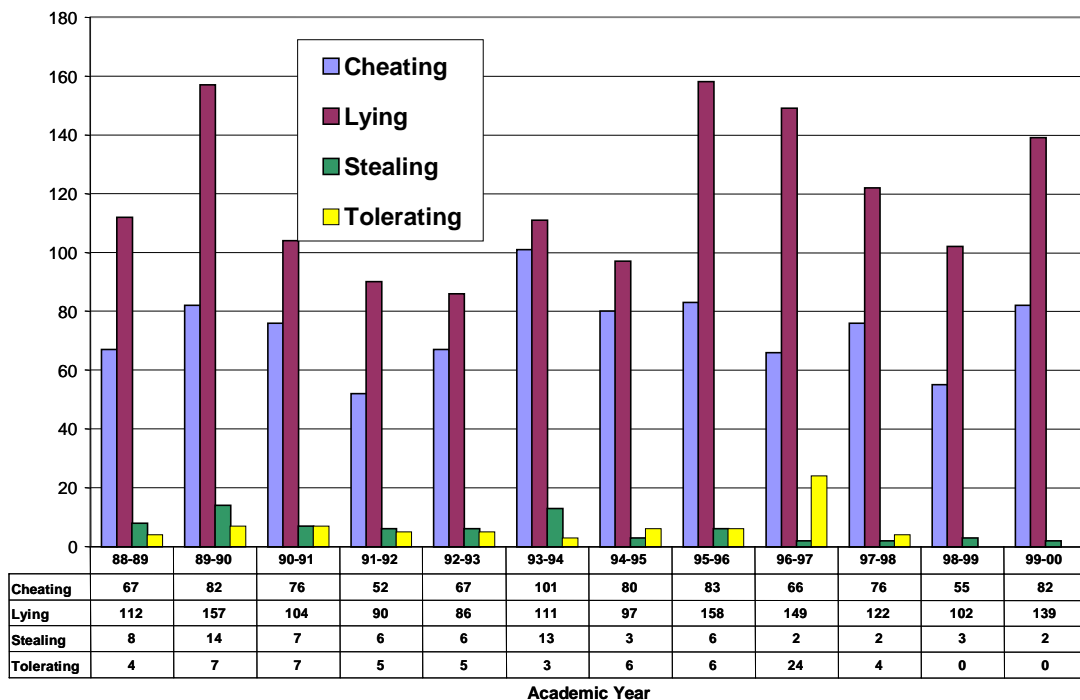
policy, it is somewhat difficult to compare data prior to 1996 to data collected after 1996. Finally, in 1996, the Air Force Academy's Office of Institutional Research in conjunction with the Center for Character Development issued an annual "Cadet Honor Wing Survey" to be completed on a voluntary basis by all cadets. Although questions and question order were changed every year, the data presented in the graphs attempts to show trends using this data.

These charts were presented to the Task Force in October 2000.

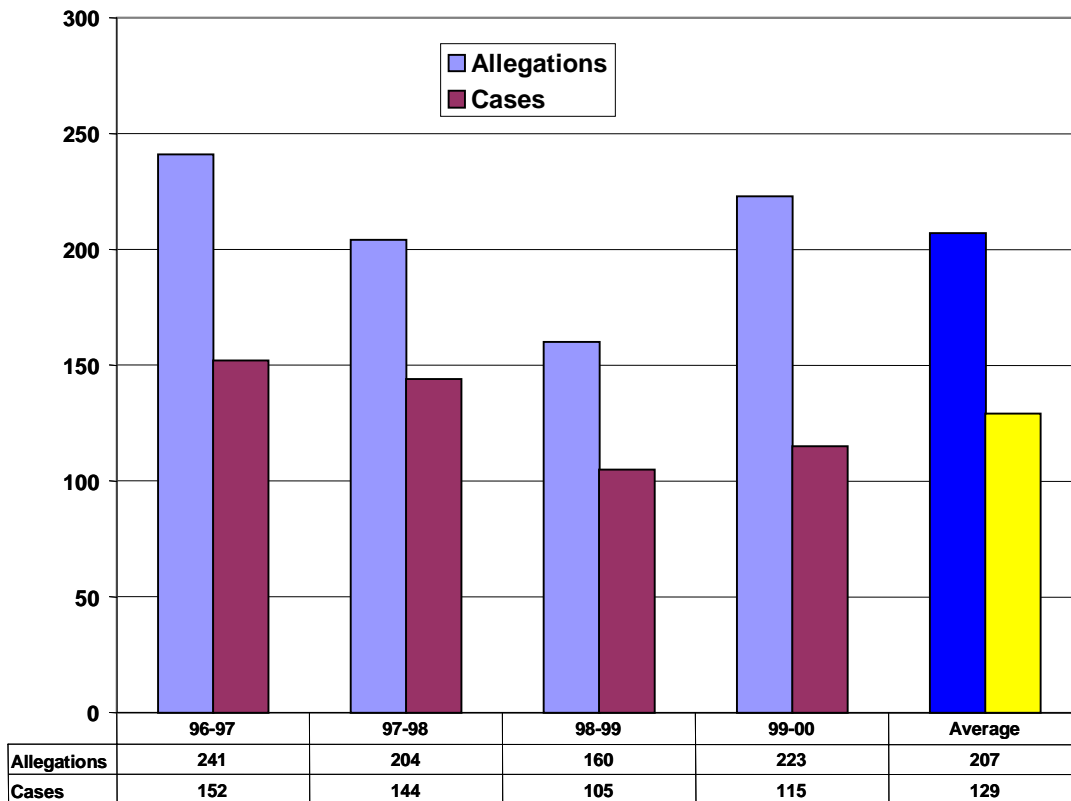
Cases and Allegations (1988–2000)



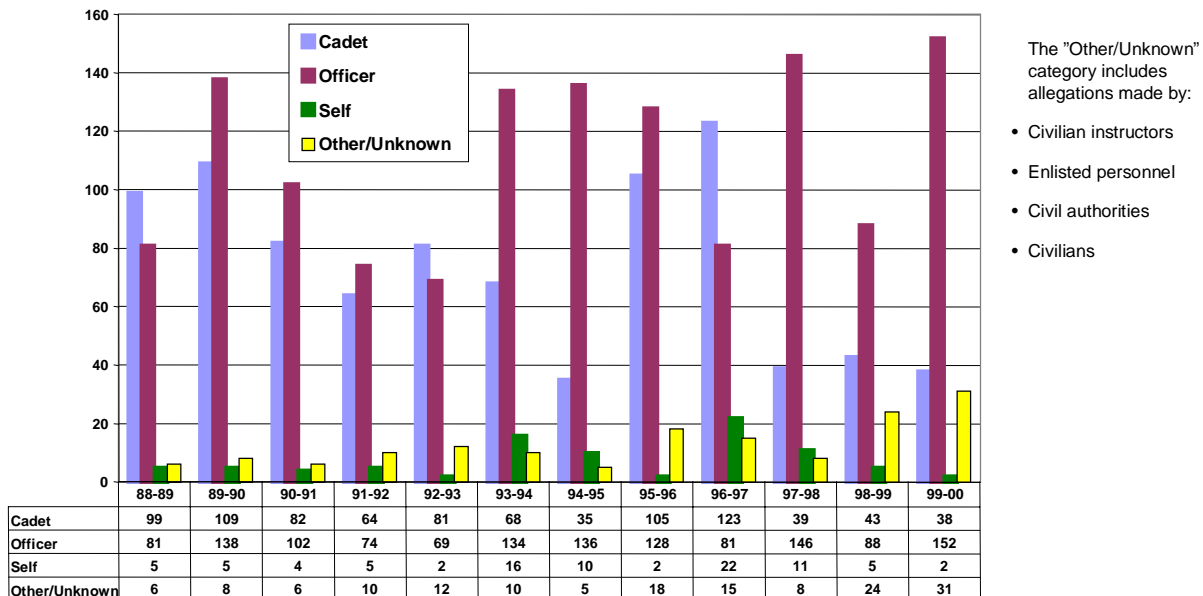
Allegations by Academic Year



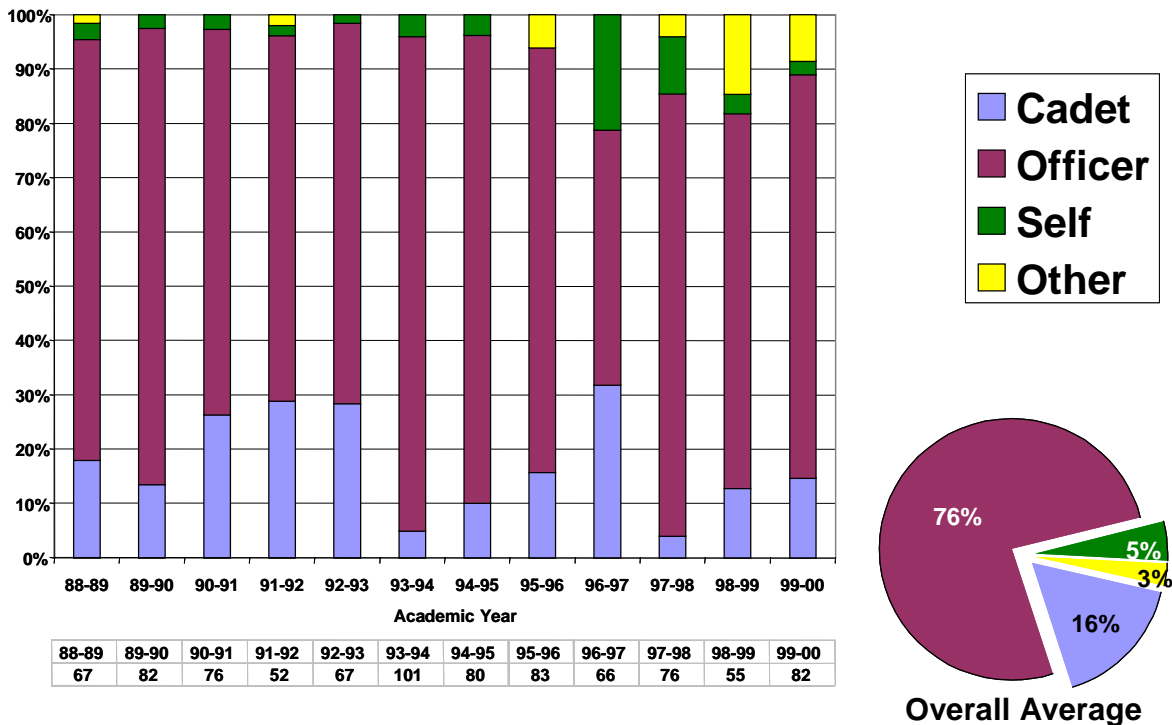
Cases and Allegations (1996–2000)



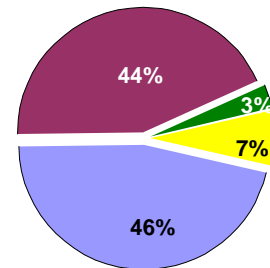
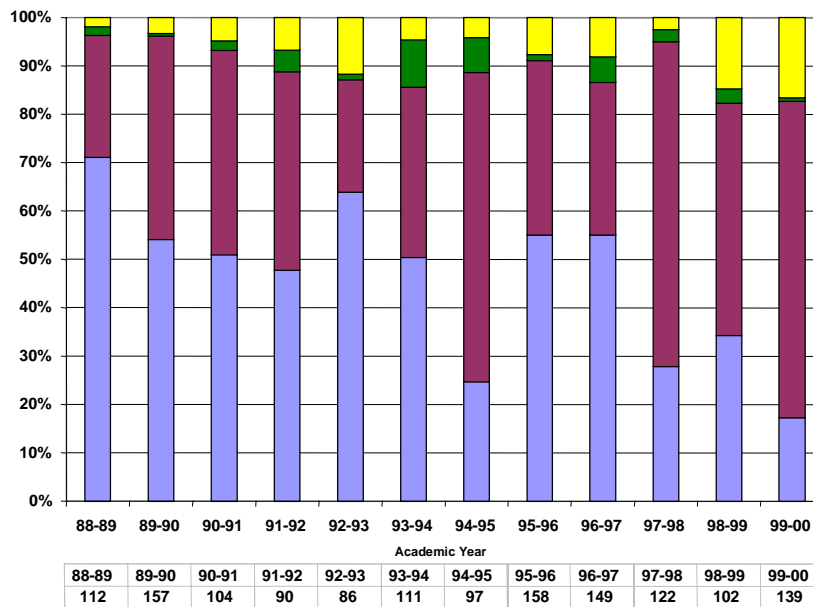
Who Makes Allegations



Cheating Allegations

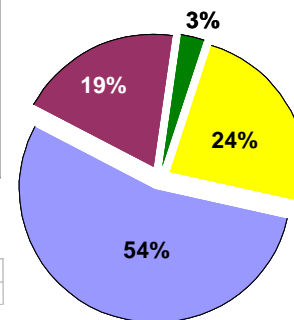
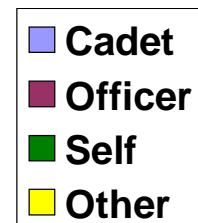
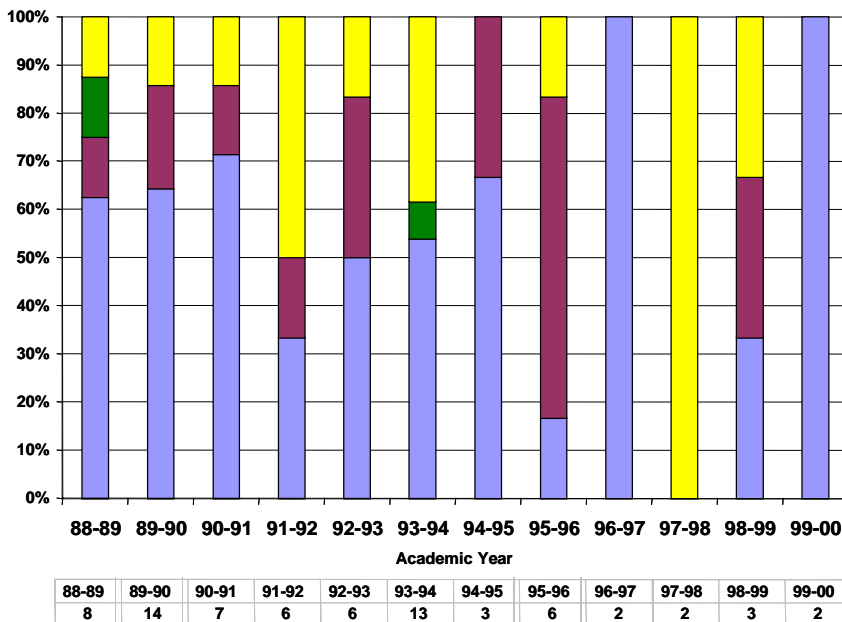


Lying Allegations



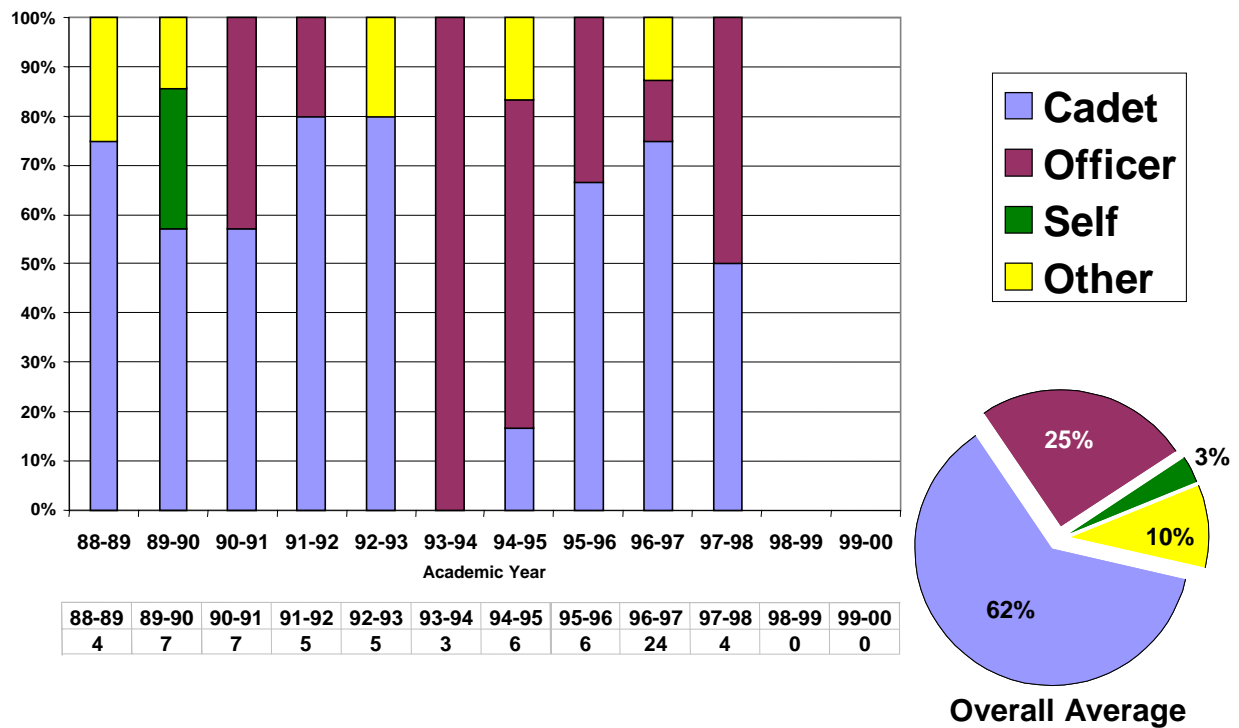
Overall Average

Stealing Allegations

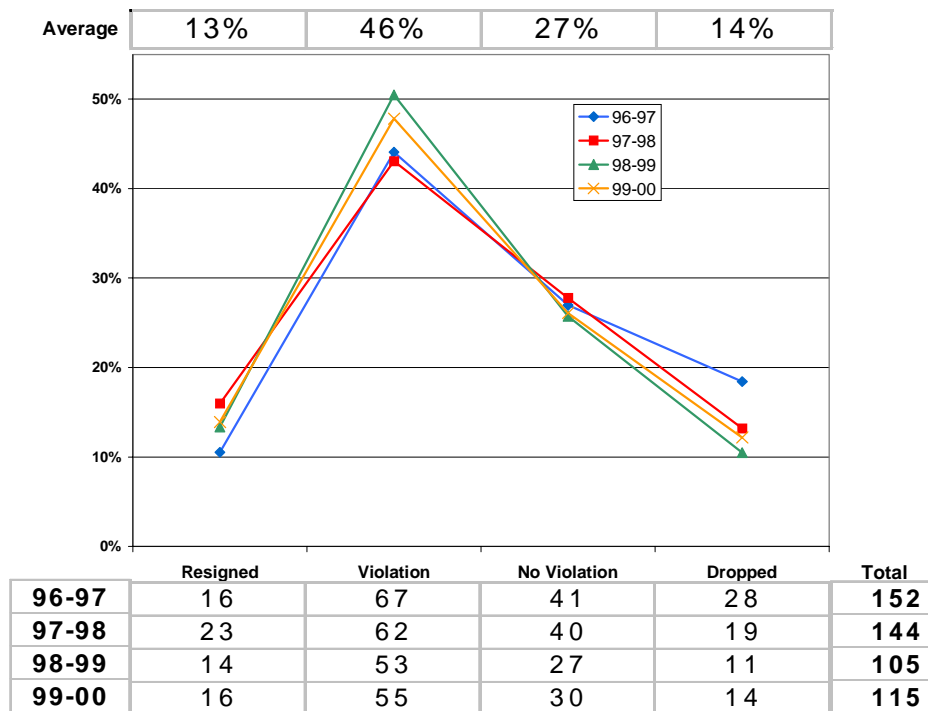


Overall Average

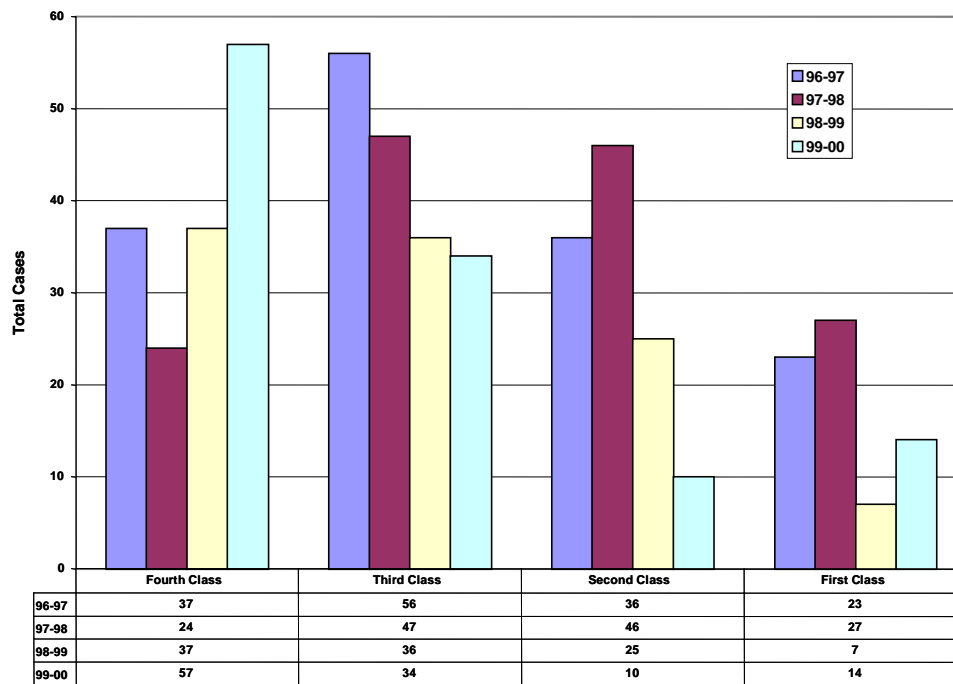
Toleration Allegations



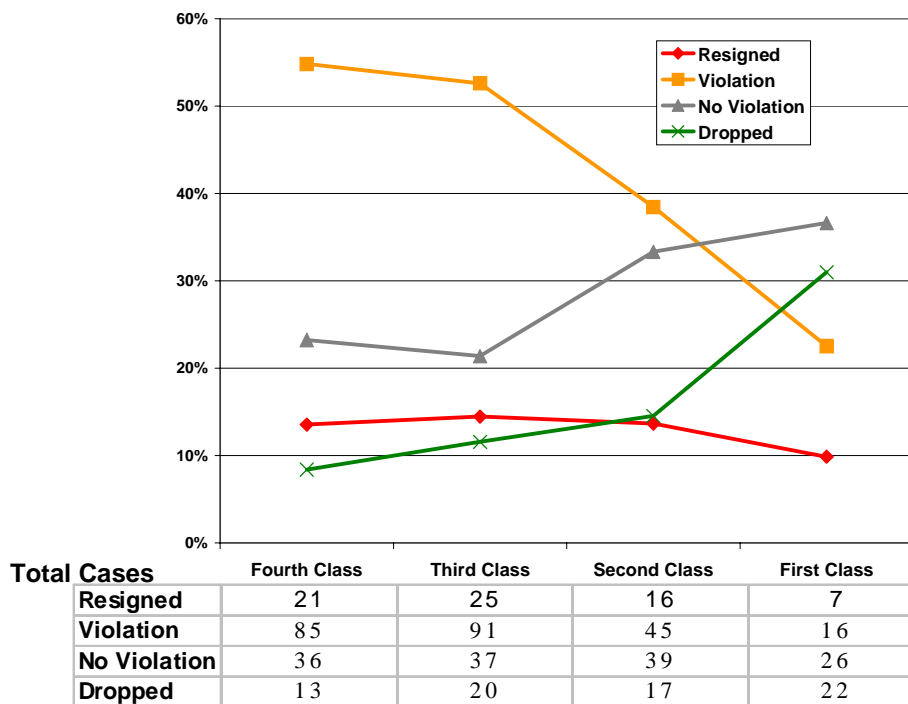
Overall Case Outcomes



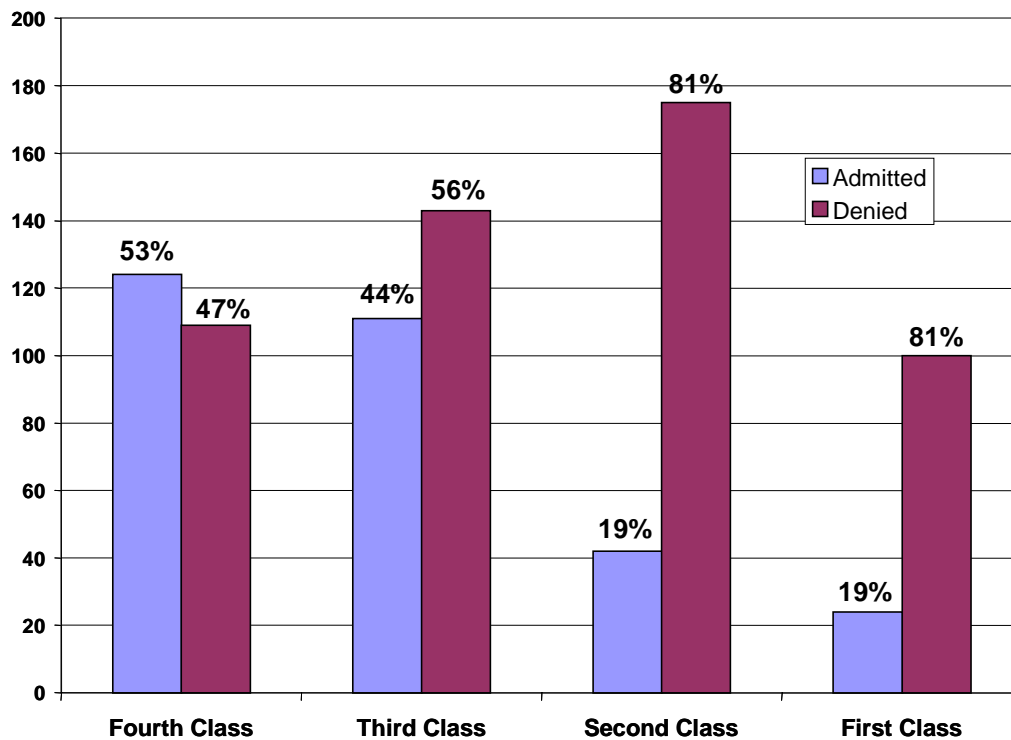
Total Cases by Class



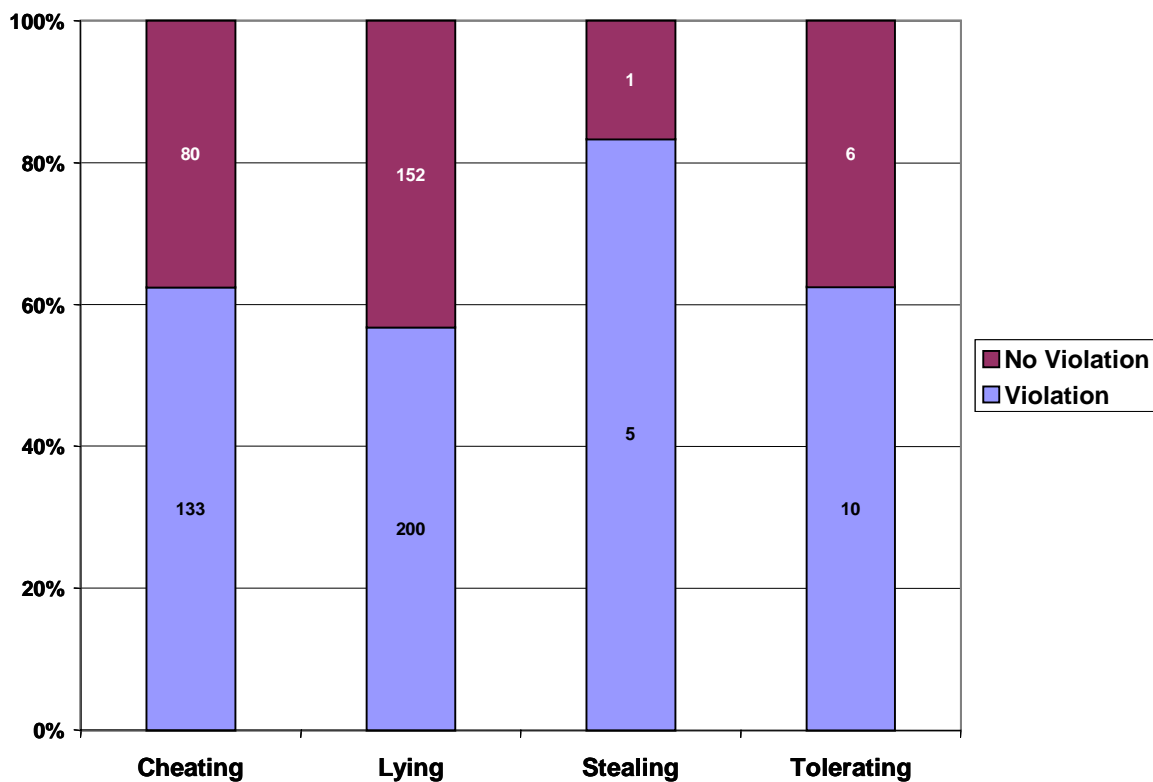
Case Outcomes by Class ('96-'00)



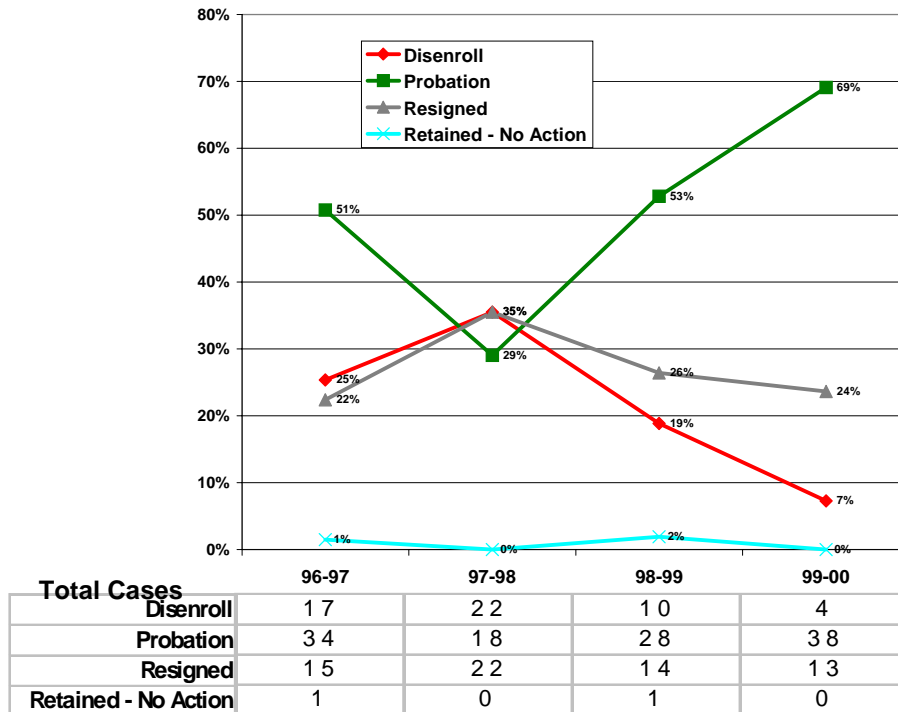
Admitted/Denied Allegations ('96-'00)



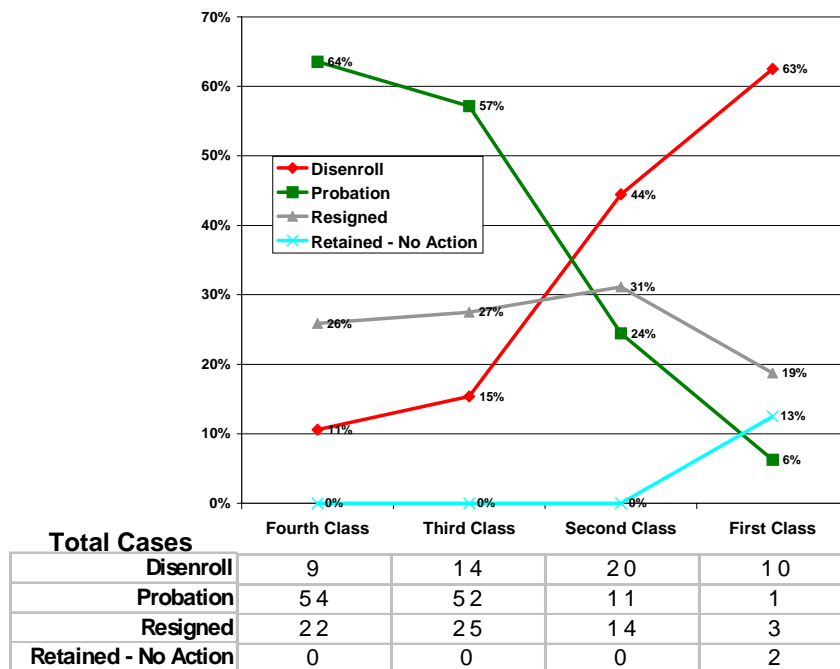
Allegation Outcomes ('96-'00)



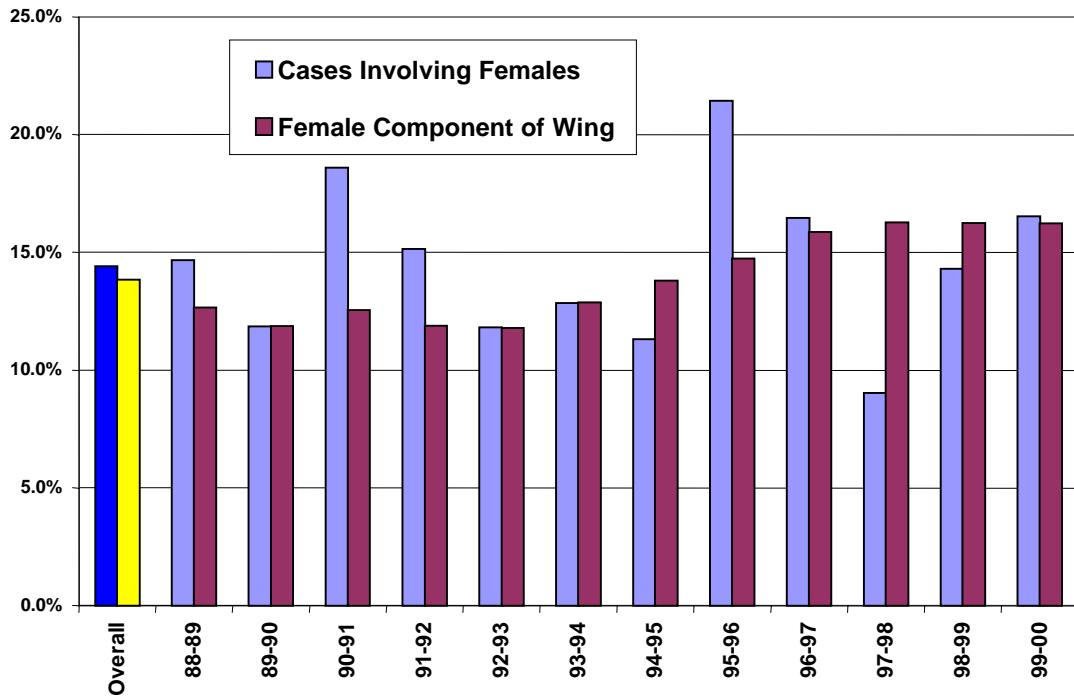
Violation – Disposition



Violation – Disposition by Class ('96-'00)

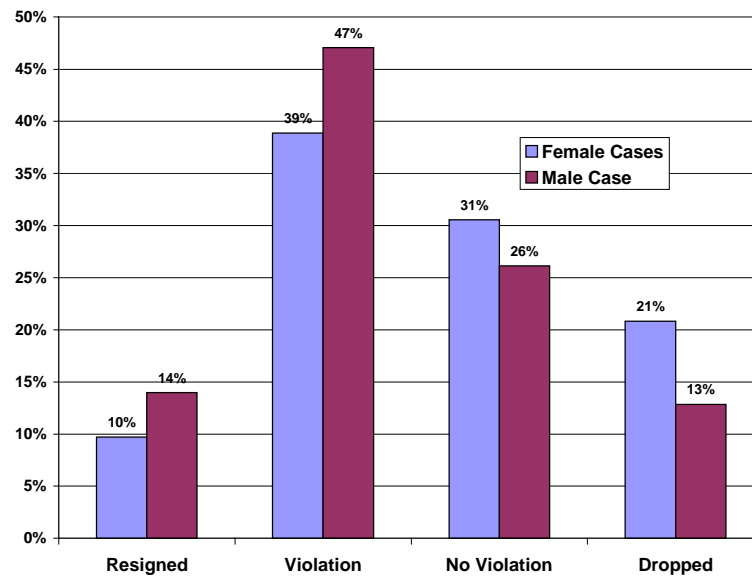


Female Accused



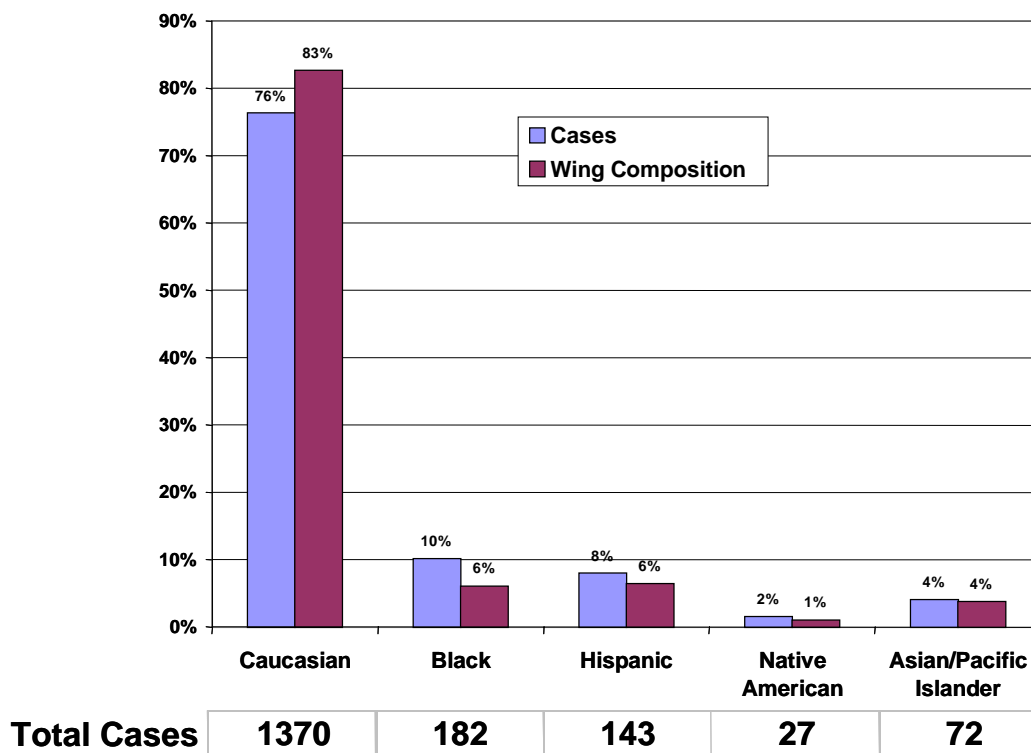
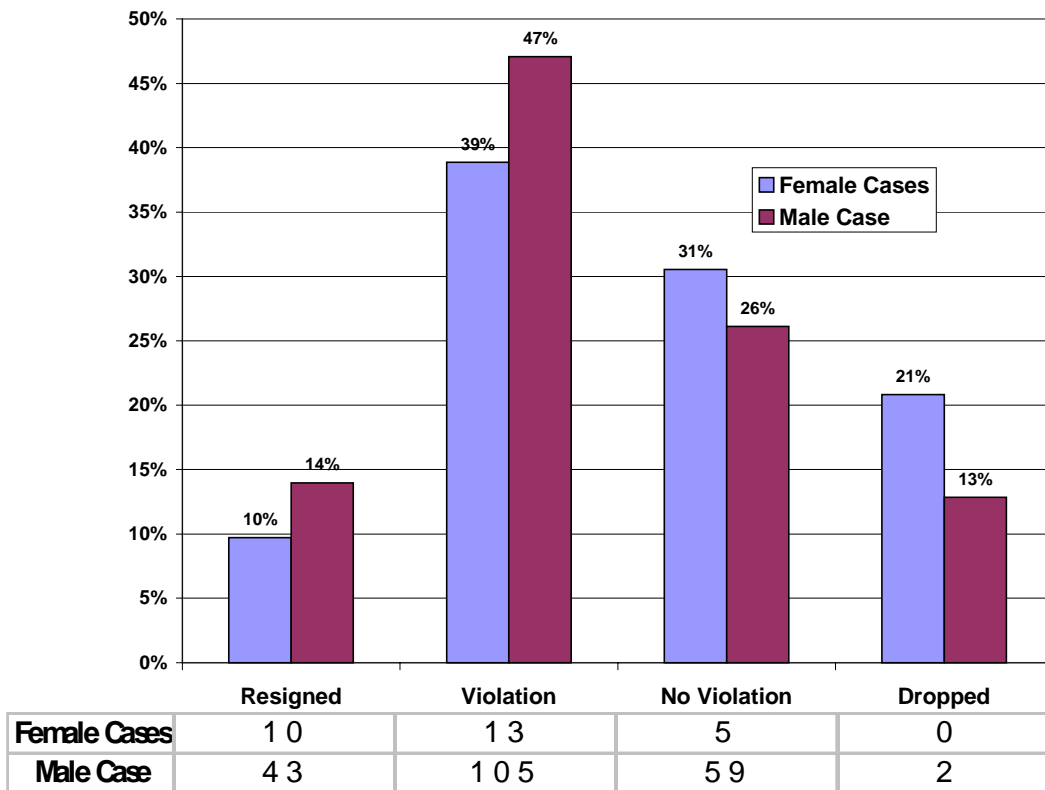
	Academic Year											
Cases	88-89	89-90	90-91	91-92	92-93	93-94	94-95	95-96	96-97	97-98	98-99	99-00
	22	27	34	23	19	28	19	36	25	13	15	19

Outcome of Cases by Gender ('96-'00)

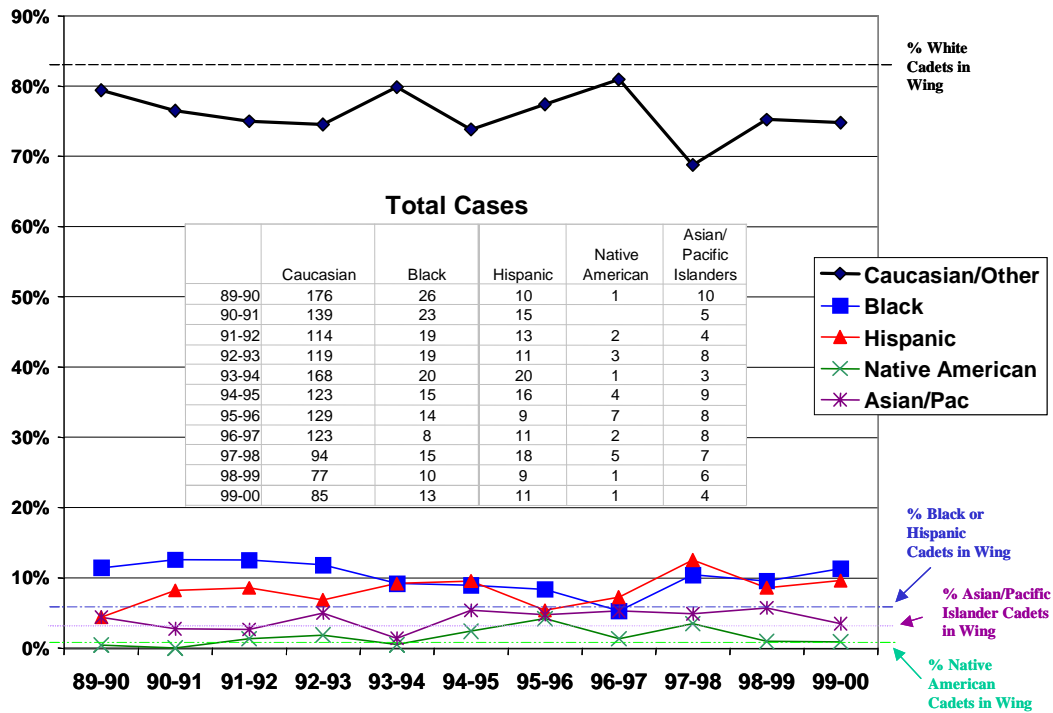


Female Cases	7	28	22	15
Male Case	62	209	116	57

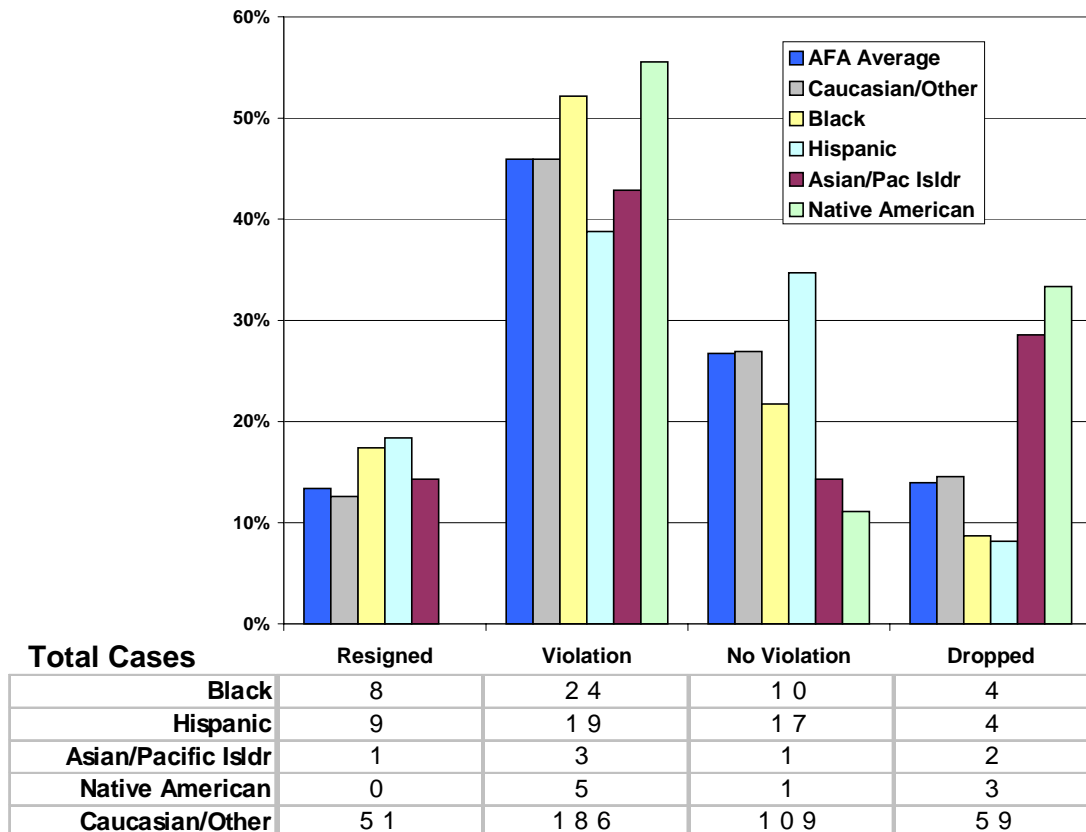
Disposition of Violation by Gender ('96-'00)



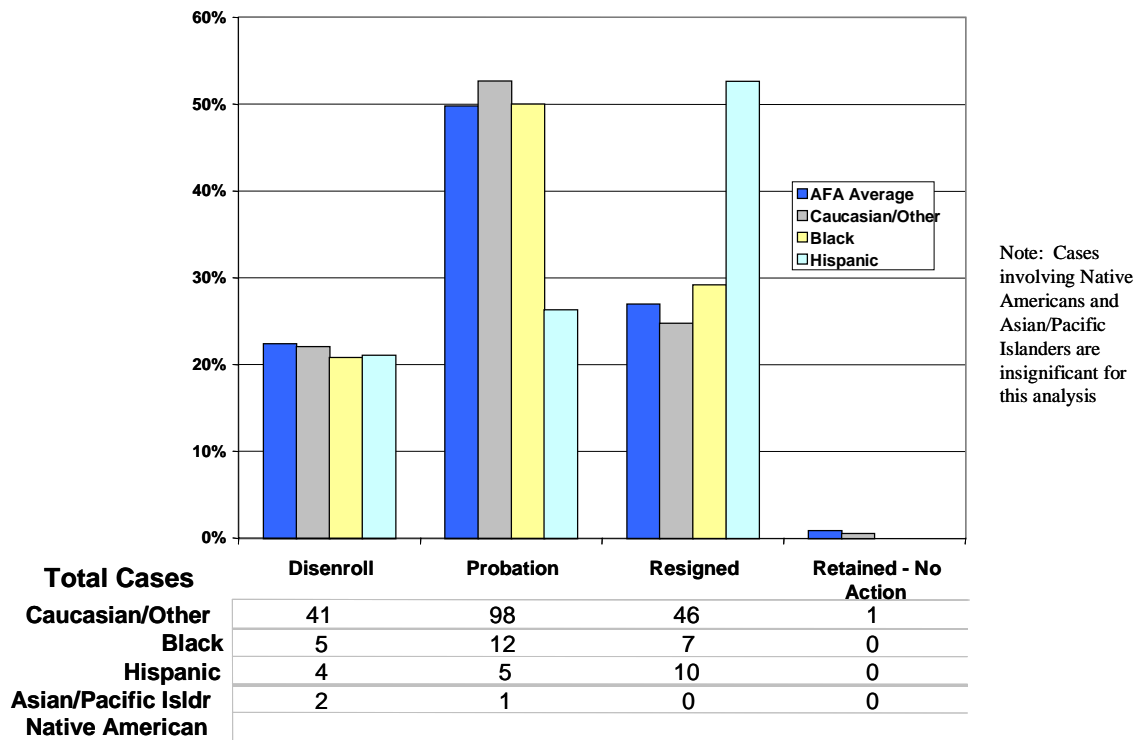
Case Breakdown by Race



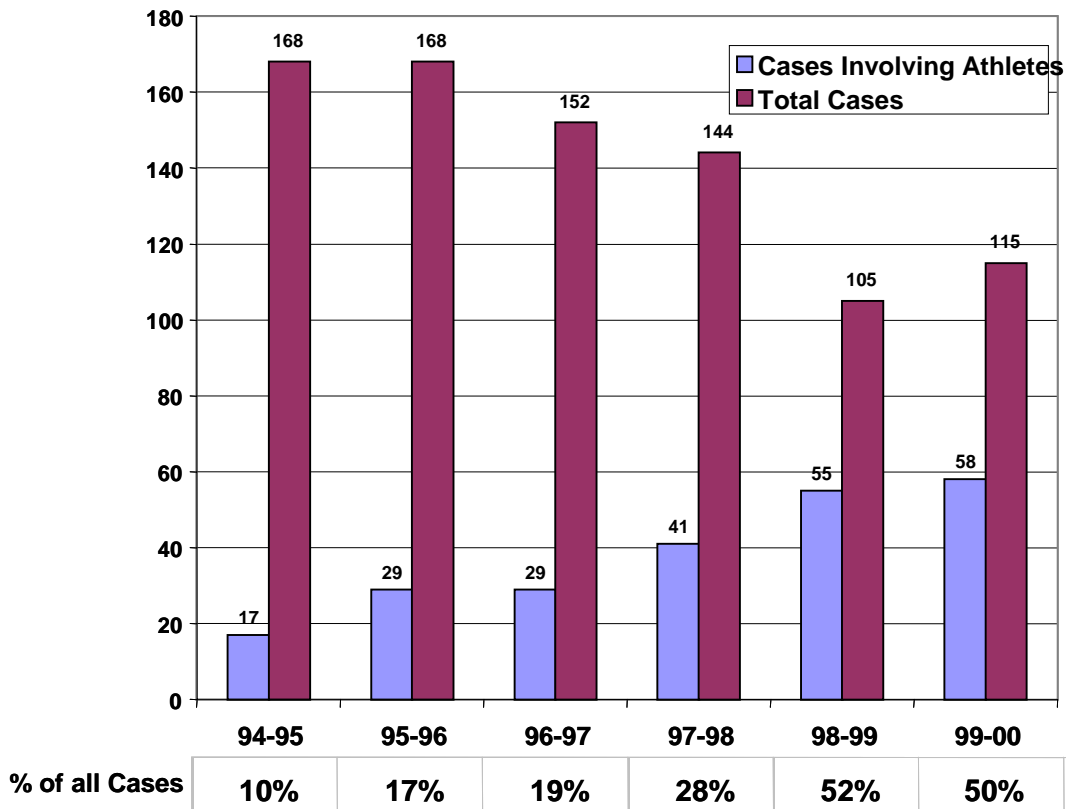
Case Outcomes by Race ('96-'00)



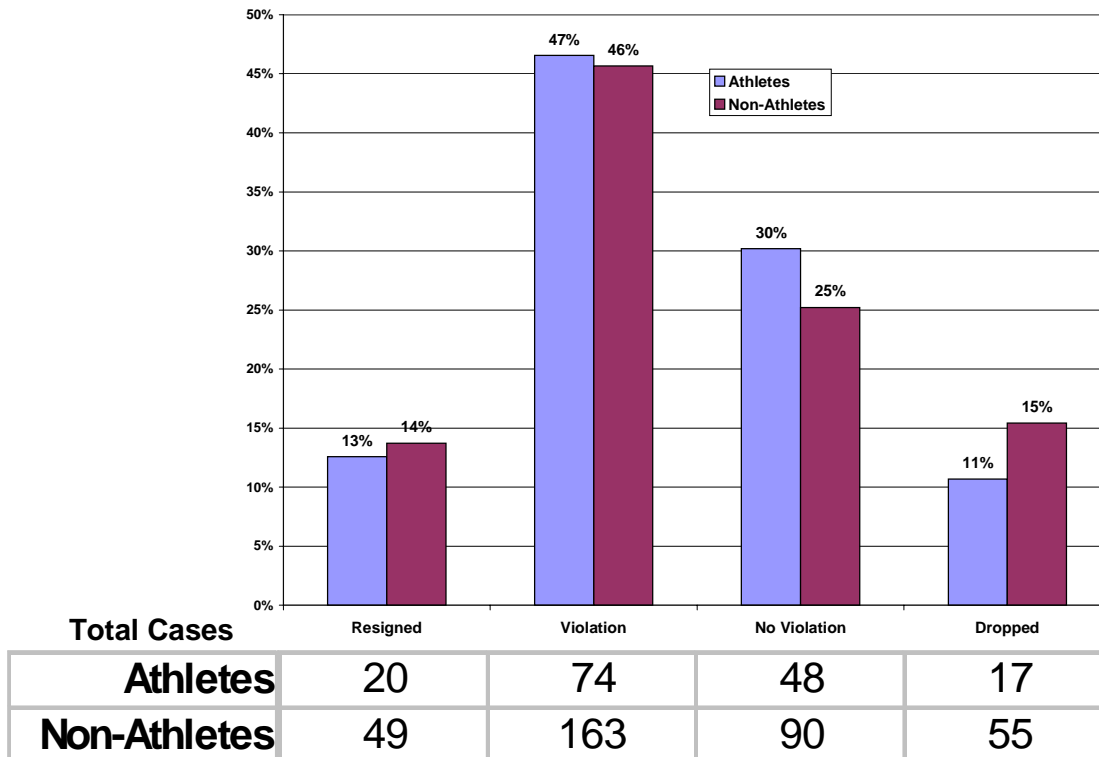
Final Disposition by Race ('96-'00)



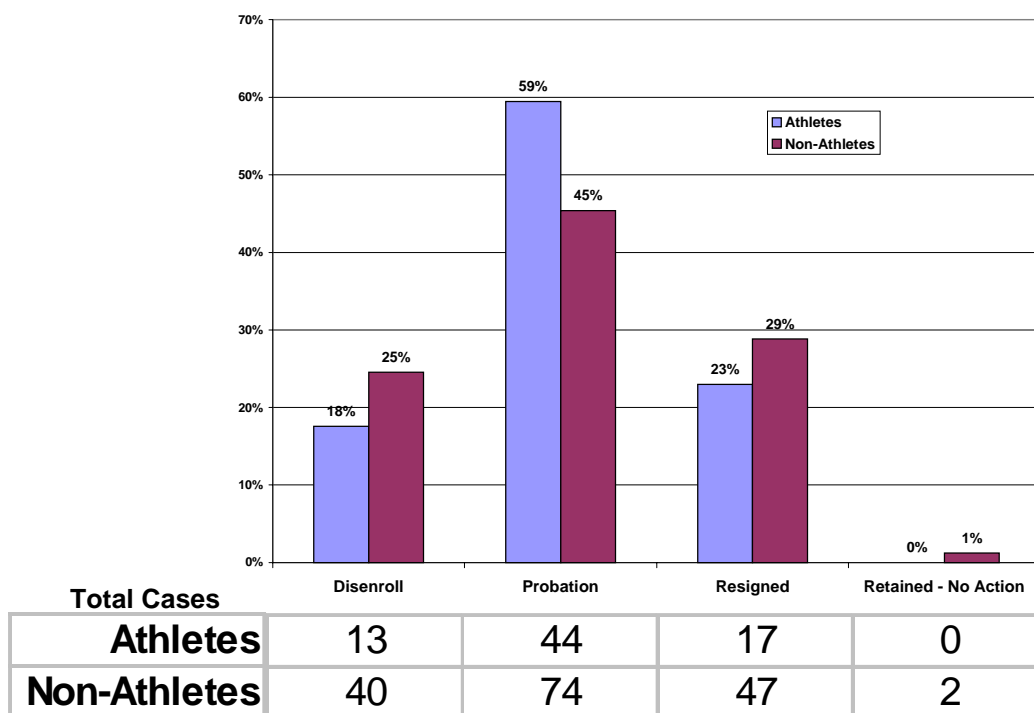
Cases Involving Varsity Athletes



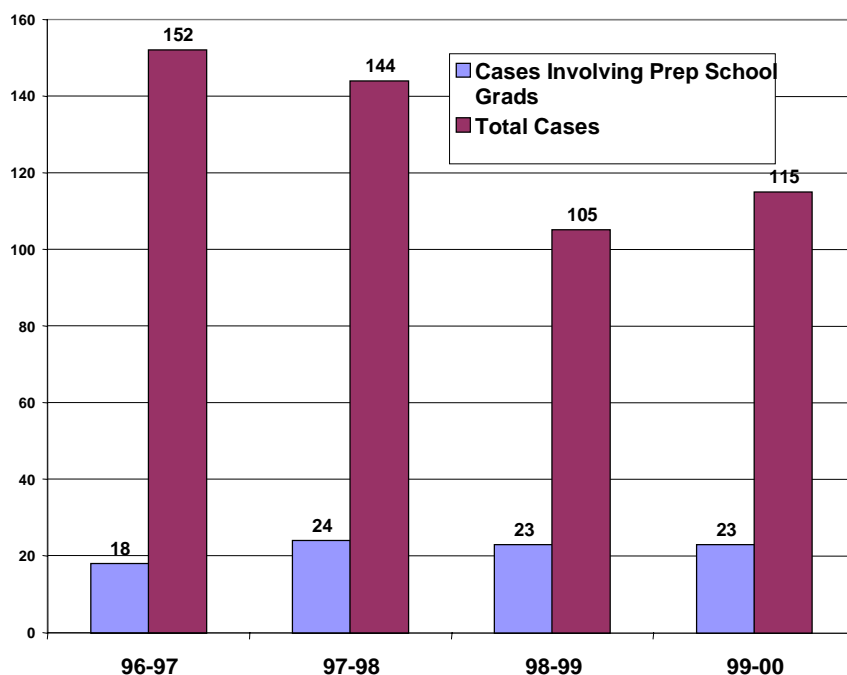
Outcome of Varsity Athlete Cases ('96-'00)



Disposition of Varsity Athlete Violations ('96-'00)

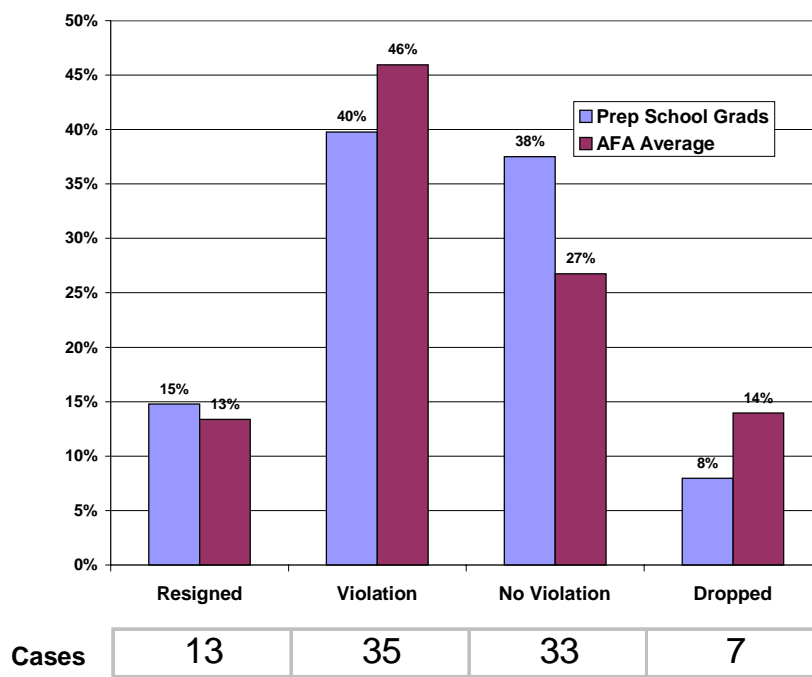


Prep School Graduate Cases



12%	17%	22%	20%
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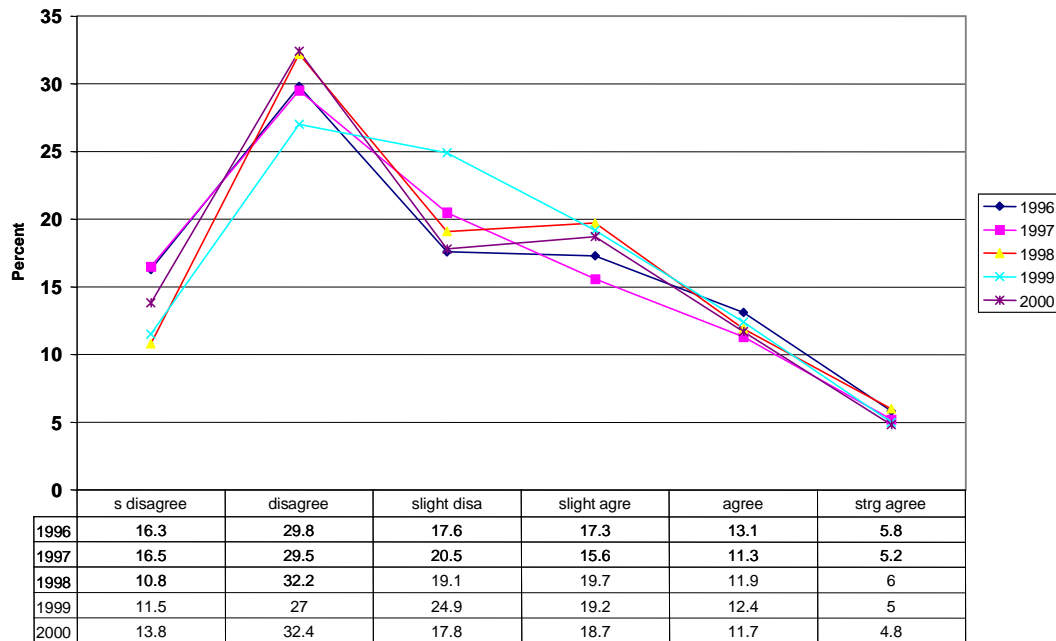
Outcome of Prep School Grad Cases ('96-'00)



Cases	13	35	33	7
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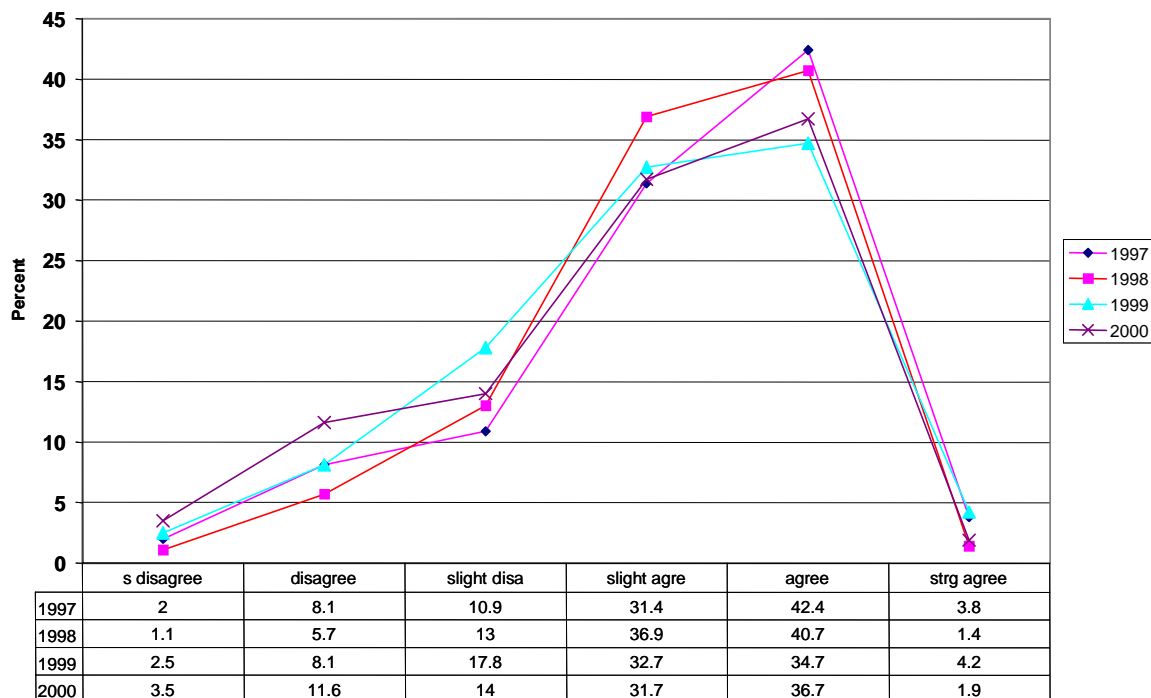
Survey Data – General

Q6 (I View the Honor Code as a Set of Rules, Versus a Code of Values) Trend



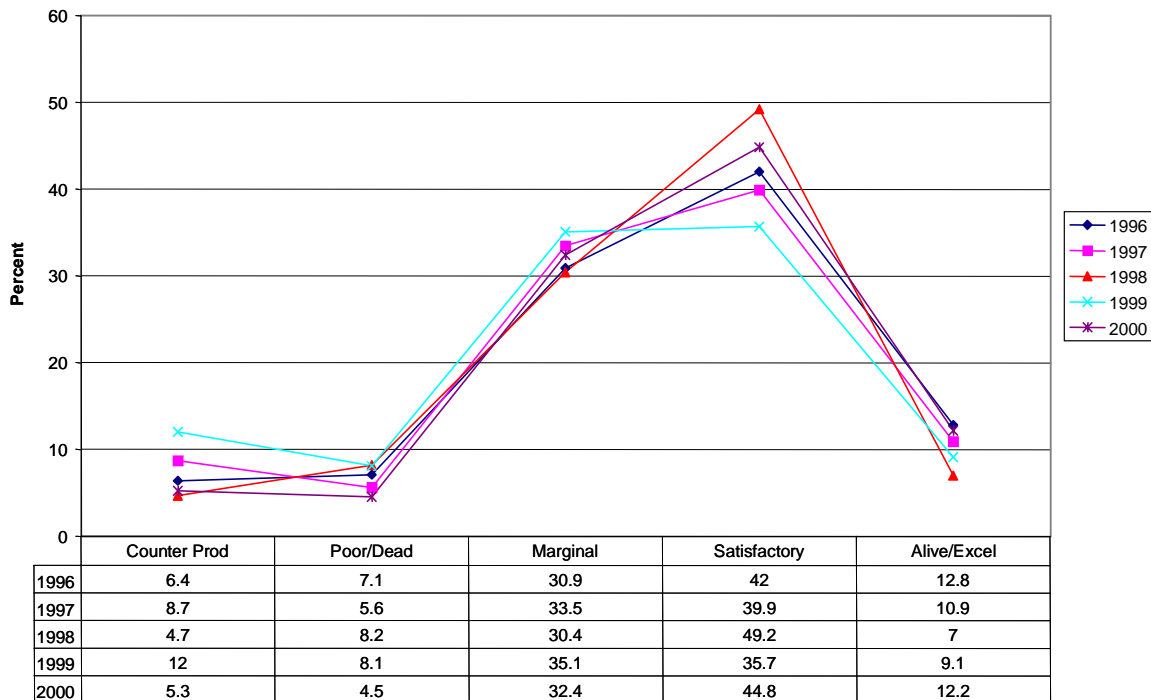
Survey Data – General

Q7 (Cadets Live Honorably) Trend



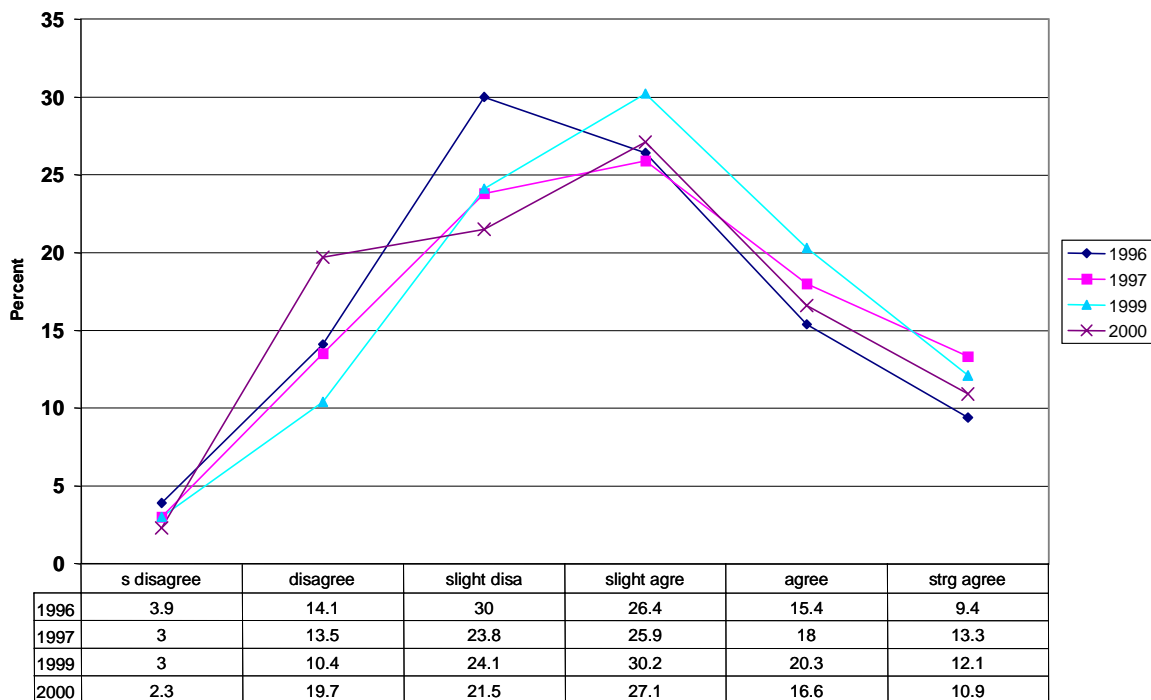
Survey Data – Health of System

Q13 (Current Health of Honor System) Trend



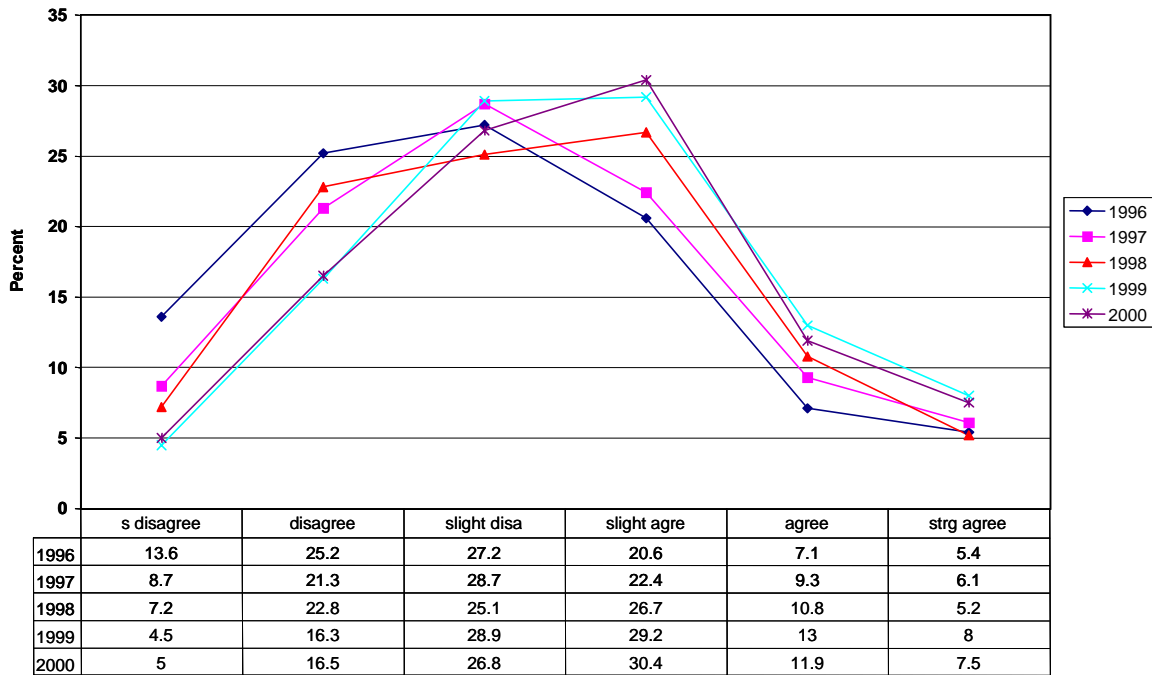
Survey Data – Officer Involvement

Q17 (There is too much officer involvement in the Honor System) Trend



Survey Data – Class Loyalty

Q26 (Loyalty to my cadet friends is more important than upholding the ethical principles contained in the Honor Code) Trend



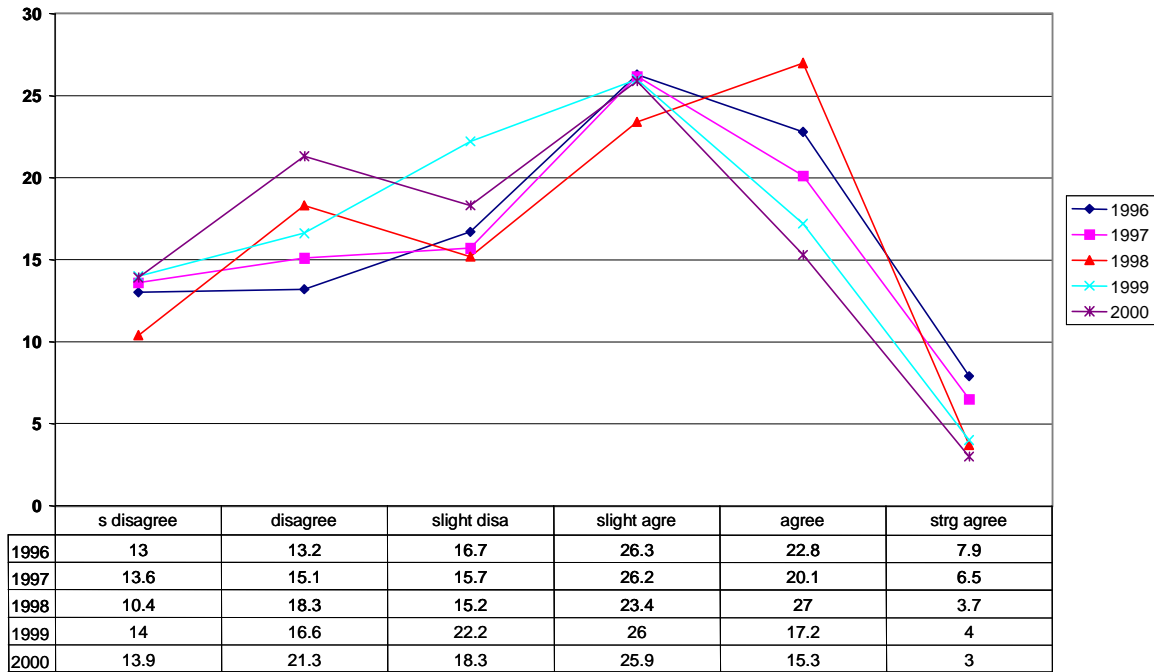
Survey Data – Harassment

(Q30) I personally know a cadet who was harassed for reporting a suspected honor violation) Trend



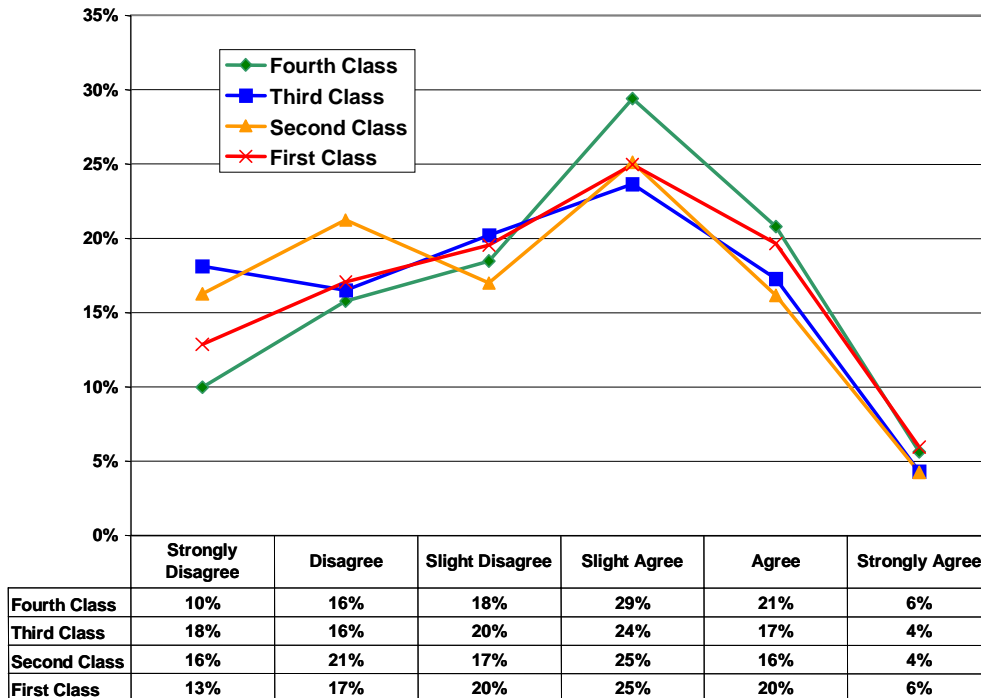
Survey Data – Toleration

Q31 (The non-toleration clause in the Honor Code helps to instill ethical responsibility and accountability) Trend



Survey Data – Toleration (by Class)

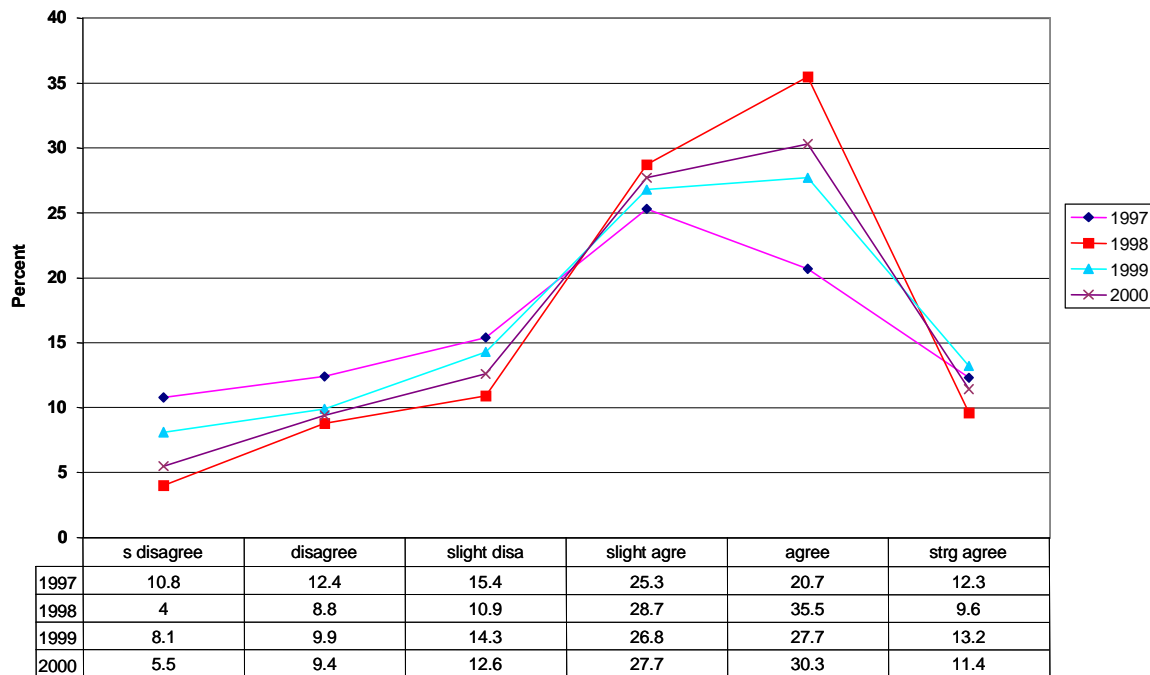
Q31 (The non-toleration clause in the Honor Code helps to instill ethical responsibility and accountability)



Note: Graph based on three years of data (1996, 1999 and 2000 Surveys)

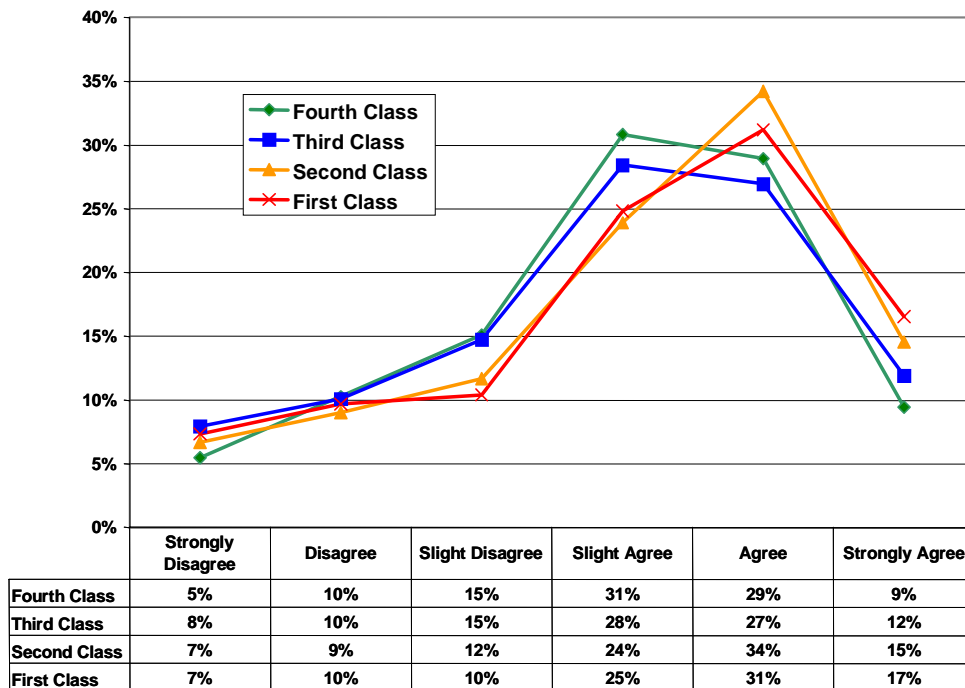
Survey Data – Probation

Q34 (Honor probation is effective for rehabilitating cadets who have violated the Honor Code)
Trend



Survey Data – Probation (by Class)

Q34 (Honor probation is effective for rehabilitating cadets who have violated the Honor Code)



Note: Graph based on two years of data (1999 and 2000 Surveys)



U.S. AIR FORCE

The Ethicist: Honor Bound

By Randy Cohen

New York Times Magazine

April 29, 2001

I go to a public middle school with an honor code that requires us to report cheating. Is it fair to ask us to police one another? Is it ethical to refuse to cooperate? — Aaron Schein (age 12), Los Angeles.

It is difficult to find fault with the first part of most honor codes: I will not lie, cheat or steal. Nearly everyone would endorse those precepts—even liars, cheaters and thieves. It is the second half of such codes, the obligation to tattle on violators, that is problematic. There is a paradox here. If students meet the code's demand of individual rectitude, there will be no transgressors to report. If the first half of the code is effective, the second half is superfluous.

While it is reasonable to ask students to regulate their own behavior, little good will come of compelling them to police the behavior of their schoolmates. For one thing, few will do so. Our society has real ambivalence about informing. To punish only the occasional kid for failing to inform is arbitrary and capricious, and it undermines

the sense of the school as a just community. Calling such a dubious set of rules an "honor code" doesn't make it honorable any more than calling a husky guy "slim" makes him look great in a spandex swimsuit.

I believe George Orwell had a lot to say on this use of language. Or am I thinking of Ralph Lauren?

The happiest outcome would be for your school to abolish such dubious codes. There may well be times where one must make the painful choice between loyalty to a friend and loyalty to a code, but the school ought not multiply those occasions unnecessarily. You'd do nothing dishonorable were you to tell your school that you will neither cheat nor inform on those who do, although I suspect you will not like its response.

Here's another alternative: warn your friends not to put you in untenable positions. You needn't—shouldn't—report mere suspicion. And so at the first hint that a friend might be misbehaving, demand that he either stop doing so or keep his mischief to himself. It is a sad thing to seek recourse in ignorance, but it may be your best option.



U.S. AIR FORCE

Teaching Case Method at the U.S. Air Force Academy

As used in this report, case method is defined and described as a technique for teaching honor and ethics that requires preparation on the part of all participants and their active intellectual engagement in the subject matter. This teaching technique is composed of the following characteristics, teaching format, and style:

1. Cases would be researched and developed according to various real world military situations experienced by officers, enlisted personnel, and civilians within the profession of arms (military service not important). These case studies would document and portray actual situations where issues of honor and ethics arose vis-à-vis official guidance and/or action. Such cases might document situations where individuals allegedly acted contrary to accepted honorable/ethical practices or where they were presented with a situation wherein a subordinate, peer, or superior had acted inconsistent with such practices. Preferably chronicled by time, these cases would provide cadets with the relevant background and facts of a particular case in order to explore the nature of applicable honor and ethics issues, develop their views and perspectives as to what the precise nature of the breach of honor/ethics was, and refine their judgment as to what proper course of action should have been undertaken. These cases would usually

conclude by posing the general question for discussion of: “What should [the main character in the case] do,” or “What should [the main character in the case] have done?”

Cases must be constructed by a corps of skilled professionals who understand the military ethic and are trained in the creation of case method studies. This team of professional researchers would be responsible for researching, developing, and refreshing all cases utilized in the honor and ethics curriculum at the Air Force Academy.

2. The case may be composed of two teaching parts but is not necessarily required for the successful use of case method analysis: (a) a written case intended for the student and (b) a supplemental document intended for the instructor. The written cases would be provided to cadets prior to the classroom session in order to provide sufficient time for thorough preparation. In preparing for class, cadets may study the case material alone or with others who will be attending the class. Group collaboration and discussion prior to the classroom session is encouraged to aid in the discovery of the second and third order issues in the cases and to help facilitate dialogue in the classroom. The supplemental document would provide the instructor with an expanded discussion of the background material/facts of the case in order to assist

in the educational discovery during the classroom session.

3. Where appropriate, the case may be sequenced, both in terms of the amount of information/facts presented to the cadets, as well as the level of cadet involvement required to execute a decision. Cases would range from one to four parts in composition and from one to 10–15 pages in length. Cadets would be required to read and understand all relevant facts of the case and determine the necessary course of action in accordance with the questions posed in number one from the preceding paragraph. However, for those cases designed for sequential teaching (two or more classes per case), cadets would be required to execute sequential decisions based on the nature, amount, and arrival of information at each stage in the case method process. The arrival of additional information in subsequent cases would presumably necessitate a reevaluation of the circumstances of the case, which may require a reevaluation of the course of action or redirection of previously issued guidance/decisions.
4. The class session would be conducted by a cadet and/or officer who has been specially trained to teach case method instruction and who is fully familiar with all aspects of the case. This will provide him/her with the ability to offer views regarding the key issues being addressed by the particular case, as well as provide insight to manage the progress of the cadet discussion to ensure illumination of key issues. Acceptable military personnel instruction may range from sergeant to general. Only cadets from the second and first classes would be allowed to instruct on the case method. Throughout all phases of this process, the instructor's role is to facilitate but not to guide/determine the outcome of the case discussion. The entire purpose of case

method instruction is to provide cadets, as future officers in the U.S. Air Force, with the opportunity to grapple with the larger ethical/moral dilemmas brought to light through analysis of various real world/professional military-related examples of the need for honor, integrity, trust, and character within the profession of arms. As a natural consequence of this classroom dialogue, the cadets would then arrive at some judgment as to what should be done. Two or more perspectives may emerge within the classroom. This is fine; there is no “right” answer.

Depending on the perspectives, judgments, and overall nature of the discussion that arise during the classroom session, the instructor closes the session by further exploring the honor and ethics implications of the judgments suggested by the cadets. Often it may be appropriate to state what actually happened in the case cited to make the case “real” as well as to illustrate that people do not necessarily always choose the ethical or honorable alternative. Where applicable, a person who was directly involved in the case might be invited to explore the additional aspects of honor and ethics experienced in the particular case.

5. Class size should be sufficient to stimulate broad dialogue within the classroom. The interjection of a wide range of views and perspectives stimulates discussion and broadens the base of discussion. Class size is recommended on the order of 40–65, not smaller than approximately 25 or larger than 75. Suggested class length is 70–80 minutes in order to provide adequate time for discussion and understanding of the facts of the case, followed by an in-depth examination of the larger ethical dilemmas faced by the individual actors in the case and the choices they came to exercise in light of those particular facts and circumstances.

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6. Cases are intended for a limited life, that is, a period of teaching, followed by retirement. A case refreshment cycle is paramount in order to ensure the vitality and applicability of these professional military cases, as well as to ensure that fresh thinking is devoted to examining honor and ethics situations. Cases may, however, be reintroduced after a period of dormancy (i.e., 2–3 years minimum).

The Task Force believes it is imperative that the U.S. Air Force Academy possesses a

robust indigenous case research capability. However, at the same time, the responsible USAFA organization should also seek to obtain cases from external sources for cadet classroom use that illustrate core honor and ethics issues for discussion. Several American civilian universities have instituted ethics courses, have adopted the case method of instruction, and would prove to be useful sources for various non-military related case material.



U.S. AIR FORCE