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APPROVED
AUG 29 1974

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

AUG 23 1974

MEMORANDUM FOR THE PRESIDENT

Subject: Enrolled Bill H.R. 14402 - Extend Air Force officer grade authorization
Sponsor - Rep. Hebert (D) Louisiana and Rep. Bray (R) Indiana

Last Day for Action

Purpose

Extends, until October 1, 1976, the present temporary authorization for increased numbers of officers who may serve in the grades of colonel and lieutenant colonel in the Air Force.

Agency Recommendations

Office of Management and Budget

Approval

Department of Defense

Approval

Discussion

Permanent law, enacted in 1954 when the Air Force was a new, young service, fixes limits on the number of Air Force officers who may serve in the grades of colonel and lieutenant colonel. These limits have been outmoded and unrealistic for a number of years. As a result, since 1959, Congress has provided for temporary increases in these limits by enactment of a series of measures of which the enrolled bill is the latest.

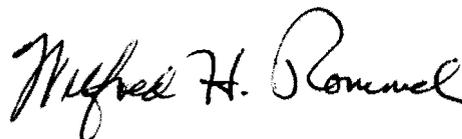


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Temporary relief has been sought and granted on the premise that permanent changes should await the enactment of comprehensive legislation relating to the officer personnel systems of all of the services. Over the years, manifold difficulties have attended the development of such comprehensive legislation and its consideration by Congress. Finally, however, such legislation was prepared and submitted to Congress by Defense, and it is now receiving consideration in depth by the House Armed Services Committee.

Pending the extended consideration of the comprehensive legislation that will be required in Congress, H.R. 14402 provides a 2-year extension of the temporary authorization due to expire September 30, 1974. By thus empowering the Air Force to maintain colonel and lieutenant colonel strengths at approximately their present levels, the bill will not only avoid the necessity for drastic cutbacks and demotions in these grades but will also enable the Air Force to maintain a flow of promotional opportunities essentially the same as those available in the other services. While the bill, as enacted, differs in certain limited respects from the proposal which Defense submitted to Congress for this purpose, the differences are not significant and do not effect the basic purpose that will be achieved.

Funds were included in the 1975 budget in anticipation of the enactment of this legislation.



Assistant Director for
Legislative Reference

Enclosures

DEPARTMENT OF THE AIR FORCE
WASHINGTON 20330



OFFICE OF THE SECRETARY

AUG 23 1974

Dear Mr. Director:

Reference is made to your request for the views of the Department of Defense with respect to the enrolled enactment of H.R. 14402, 93rd Congress, an Act "To amend section 8202(a) of title 10, United States Code, to extend for two years the period during which the authorized number for the grades of lieutenant colonel and colonel in the Air Force are increased." The Secretary of Defense has delegated to the Department of the Air Force the responsibility for expressing the views of the Department of Defense.

The primary purpose of the enrolled enactment is to extend the suspension of the limitations on the numbers of Air Force lieutenant colonels and colonels in 10 U.S.C. 8202(a) for two years from September 30, 1974, the expiration date of the current suspension. The enrolled enactment would, however, substitute lower numbers than those authorized by the current suspension (Act of September 26, 1966; Public Law 89-606, 80 Stat. 849, as amended).

The Officer Grade Limitation Act of 1954 (OGLA), Public Law 83-349, 68 Stat. 65, established the authorized numbers of field grade and general officers at given levels of active duty officer strengths in each service. Because the Air Force was a comparatively youthful service at the time OGLA was enacted, the law (10 U.S.C. 8202) provided proportionately fewer field grade officer authorizations than were afforded the other services. The Air Force officer force has matured since 1954, and today over thirty-four percent of Air Force officers have over twelve years of service as compared to eighteen percent when OGLA was enacted. Six times in the period from 1959 to 1972 (in 1959, 1961, 1963, 1965, 1966 and 1972) the Air Force was granted legislative relief in order to provide officers with reasonable promotion opportunities. The last legislative relief was provided in 1972 with the enactment

of Public Law 92-561, which provided relief from the restrictive grade authorizations for majors, lieutenant colonels, and colonels through September 30, 1974.

Department of Defense Legislative Proposal 93-82, which was cleared by your office on April 23, 1974, provided for a two year extension (until September 30, 1976) of Public Law 89-606 and was passed in this form by the House of Representatives. However, the bill was amended and passed by the Senate with a reduction in grade authorizations of two percent for lieutenant colonel, and three percent for colonel. On August 20 the House concurred in the Senate amendment, thus clearing this measure for the President's signature.

The consequences to the Air Force of not having a further suspension of the grade limitations would be severe, including a moratorium on all field grade promotions for Fiscal Years 75/76, the demotion of some 4000 regular field grade officers and the involuntary separation of some 2200 reserve field grade officers. If the Air Force is to continue to provide reasonable promotion opportunities for its officers, it is essential that this extension be granted. The Air Force would, of course, prefer the bill as originally proposed and passed by the House because the Senate amendment will slip Air Force promotion points even further behind the other Services. Nevertheless, the impact of the Senate amendment is not of sufficient magnitude to warrant any recommendation other than approval. Accordingly, the Department of the Air Force, on behalf of the Department of Defense, recommends the approval and signature by the President of the enrolled enactment of H.R. 14402.

The enactment of this proposal will result in no increase in budgetary requirements of the Department of Defense.

This report has been coordinated within the Department



of Defense in accordance with procedures prescribed by the Secretary of Defense.

Sincerely,

A handwritten signature in black ink, appearing to read 'F. Shrontz', with a long horizontal flourish extending to the right.

FRANK A. SHRONTZ
Acting Secretary of the Air Force

Honorable Roy L. Ash
Director
Office of Management and Budget

**EXTENDING THE PERIOD DURING WHICH THE AUTHORIZED
NUMBERS FOR THE GRADES OF LIEUTENANT COLONEL AND
COLONEL IN THE AIR FORCE MAY BE INCREASED**

AUGUST 15, 1974.—Ordered to be printed

Mr. NUNN, from the Committee on Armed Services,
submitted the following

REPORT

[To accompany H.R. 14402]

The Committee on Armed Services, to which was referred the bill (H.R. 14402) to amend the act of October 25, 1972, Public Law 89-606, as amended to extend for 2 years the period during which the authorized numbers for the grades of lieutenant colonel and colonel in the Air Force are increased, having considered the same, reports favorably thereon with an amendment in the nature of a substitute and recommends that the bill do pass.

NATURE OF THE SENATE COMMITTEE AMENDMENT

The House passed bill would have extended for 2 more years the previous legislation (Public Law 89-606, as amended) authorizing an increase in the number of Air Force colonels and lieutenant colonels above the number provided in permanent law (10 USC 8202a).

The Senate Committee amendment also authorizes for 2 years an increase in the number of Air Force colonels and lieutenant colonels provided under permanent law (10 USC 8202a). However, the number of colonels and lieutenant colonels thus authorized would be 3 percent and 2 percent, respectively, less than provided by Public Law 89-606, as amended.

PURPOSE OF THE LEGISLATION

The House passed bill would extend for 2 years Public Law 89-606, as amended by Public Law 92-561, which expires on September 30, 1974, and which provides the number of colonels and lieutenant colonels based on the total officer strength of the Air Force. The law pre-



scribes the number of Air Force field grade officers authorized to serve on active duty. Continuation of this authorization will, barring extreme fluctuations in the total strength of the commissioned officer force, enable the Air Force to adequately man its force and to maintain predictable promotion patterns for commissioned officers pending enactment of permanent legislation. Failure to enact legislation extending this authority would mean that the number of field grade officers allowed to serve in those grades would be based upon the table established by the Officer Grade Limitation Act (OGLA) of 1954.

In substance the extension of the authority will permit the Air Force to promote their officers for the next 2 years to the grade of major, lieutenant colonel, and colonel at about the same career points and with approximately the same percentage of promotion opportunity as has been the case in the recent past and as is comparable to the Army and the Navy.

BACKGROUND ON THE AIR FORCE FIELD GRADE OFFICER PROBLEM

In 1954, when the original Officer Grade Limitation Act (OGLA) was passed, the Air Force was a comparatively younger branch of the armed services and thus needed fewer grade authorizations to provide adequate career progression. Aware of this fact, Congress provided substantially fewer field grades for the Air Force than for the Army and Navy, but it also realized that the Air Force would need to seek relief in the form of additional authorizations as the force matured. The following is a summation of the steps taken to provide such relief.

1959—Public Law 86-335 authorized 3,000 additional majors from 1959 to 1961.

1961—Public Law 87-194 authorized 4,000 additional lieutenant colonels from 1961 to 1963.

1963—Public Law 88-63 extended the 1961 law for two years.

1965—Public Law 89-157 authorized 1,100 additional colonels and 5,500 additional lieutenant colonels for one year.

1966—Public Law 89-606 revised, on a temporary basis, the 1954 grade tables for colonels and lieutenant colonels. The legislation also authorized 1,000 additional lieutenant colonels and 1,500 additional majors in the event that drastic changes occurred in the Air Force active duty officer strength. This standby authority has not been utilized by the Air Force.

Although the 1966 House bill would have granted permanent relief to the Air Force field grade officer problem, the Senate Committee limited the relief authority to six years. As reflected in the Senate report, the committee decision to grant temporary, rather than permanent, relief was based primarily upon the expectation that the Department of Defense would formulate and submit new permanent legislation covering promotion laws and problems of all the services.

1972—Public Law 92-561 extended the authority of Public Law 89-606 until September 30, 1974 and requested a report from the Secretary of Defense on the grade limitation problem in the Department of Defense.

1973—The Secretary of Defense submitted his report to the Congress, recommending the establishment of permanent limitations on

the number of officers who may serve in commissioned grades in each of the armed services.

1974—The Department of Defense sent to the Congress a proposed officer personnel management system which is designed to make changes in officer personnel laws throughout the military services. The legislative proposal to implement this system is 156 pages long. The House Armed Services Committee has held several hearings on this bill, and substantial staff work is underway in the Senate. However, because of the size and complexity of the bill and the need to thoroughly and carefully review its contents, it is uncertain when such legislation will be finalized in Congress.

CURRENT STATUS OF LEGISLATION

The current bill passed the House on August 5, 1974. It would provide further temporary relief for the Air Force by extending Public Law 89-606 for 2 more years.

EFFECTS OF THE BILL BEFORE SENATE COMMITTEE AMENDMENT

Enactment of the House-passed bill would increase for 2 years the Air Force limitations applying only to the grades of colonel and lieutenant colonel. H.R. 14402 would also continue the authority presently in law for 1,000 additional lieutenant colonels and 1,500 additional majors in the event that drastic reductions or increases in the authorized strength of the commissioned officers on active duty in the Air Force occur within a short period of time and that such changes seriously impede promotions to the grades of major and lieutenant colonel. These numbers are in addition to the total numbers authorized by subsection 1 of section 8202 of title 10, United States Code, as amended. This authority is not presently being used by the Air Force and its use is not expected under the force structure programed for fiscal years 1975 and 1976. Since it is not required for the period covered by this bill, this provision is not included in the bill as amended by the Senate Committee. The following table explains the effects of the proposed legislation on Air Force OGLA field grade authorizations.

COMPARISON OF 1954 OGLA AND PROPOSED MAXIMUM GRADE AUTHORIZATIONS AT FISCAL YEAR 1975 OFFICER STRENGTH LEVELS¹

| | House Passed Bill ² | 1954 OGLA | Difference |
|----------|--------------------------------|-----------|------------|
| O-6----- | 5,422 | 4,553 | 869 |
| O-5----- | 12,930 | 8,889 | 4,041 |
| O-4----- | 19,085 | 19,085 | 0 |

¹ Includes all commissioned officers on active duty except the Medical Corps and Dental Corps.

² These figures are the same as those in Public Law 89-606, for fiscal year 1975

The proposed legislation also provides the Air Force with promotion opportunity in the field grades comparable to the opportunity presently available in the Army and the Navy. Promotion would come in approximately the same years for all three branches.

FISCAL YEAR 1975

| | Promotion opportunity (in percent) ¹ | | | Promotion service points (years/months of service) ² | | | |
|--------------------------------------|--|------|-----------|--|-------|----------------------------|--------------------------|
| | Army | Navy | Air Force | Army | Navy | Air Force (with relief) | Air Force (1954 OGLA) |
| Colonel or captain..... | 54 | 60 | 50 | 21/0 | 20/11 | 20/6 | 21/10 |
| Lieutenant colonel or commander..... | 82 | 70 | 70 | 15/10 | 15/8 | 16/5 | 18/4 |
| Major or lieutenant commander..... | 64 | 75 | 80 | 10/0 | 9/1 | 11/0 | 12/2 |

¹ Opportunity is determined by dividing selections by the numbers of officers eligible for the first time in the primary zone of consideration.

² The promotion service point is the year of promotion list service or active commissioned service in which the typical officer in each category was promoted.

This legislation would provide the Air Force with field grade authorizations comparable (in percentage) to such authorizations in the Army and Navy. The following tables present the present maximum field grade authorizations in the three branches.

PERCENT OF OFFICERS ALLOWED BY GRADE UNDER OGLA

[In percent]

| | Army | Navy | Air Force | |
|------------------------------------|------|------|-------------|----------------|
| | | | With relief | Without relief |
| Colonel..... | 5.5 | 5.8 | 5.2 | 4.4 |
| Lieutenant or commander..... | 12.7 | 11.3 | 12.5 | 8.5 |
| Major or lieutenant commander..... | 17.5 | 17.7 | 18.5 | 18.5 |

COMPARISON WITH OTHER SERVICES

The next three tables show the actual personnel strengths and percentages by grade for each service for fiscal year 1972 and fiscal year 1974. Budgeted strengths and percentages are shown as for fiscal year 1975. As can be seen from the tables, although the Air Force has a somewhat lower percentage of officers in some senior grades, it has a substantially larger total number of officers in the grades of colonel and lieutenant colonel.

COMPARABLE PERSONNEL STRENGTHS¹—ARMY, NAVY, AND AIR FORCE—END OF FISCAL YEARS 1972, 1974, AND 1975

[Commissioned officer force]

1972 (actual)

| Grade | Army | | Navy | | Air Force | |
|--|---------|---------|---------|---------|-----------|---------|
| | Number | Percent | Number | Percent | Number | Percent |
| General or admiral..... | 514 | 0.5 | 317 | .5 | 420 | 0.4 |
| Colonel or captain..... | 5,086 | 5.2 | 3,631 | 5.8 | 5,709 | 4.9 |
| Lieutenant colonel or commander..... | 12,059 | 12.4 | 7,823 | 12.5 | 14,354 | 12.4 |
| Major or lieutenant commander..... | 17,522 | 18.0 | 13,951 | 22.2 | 21,515 | 18.5 |
| Captain or lieutenant..... | 36,772 | 37.8 | 15,502 | 24.7 | 45,506 | 39.2 |
| 1st lieutenant or lieutenant junior grade..... | 15,166 | 15.6 | 12,300 | 19.5 | 15,383 | 13.3 |
| 2d lieutenant or ensign..... | 10,075 | 10.4 | 9,277 | 14.8 | 12,763 | 11.0 |
| Total field grade strength (minus general officers)..... | 34,667 | 35.7 | 25,405 | 40.5 | 41,578 | 35.8 |
| Total commissioned officers..... | 97,194 | | 62,801 | | 115,650 | |
| Warrant officers..... | 15,926 | | 4,826 | | 238 | |
| Enlisted..... | 686,695 | | 510,669 | | 599,774 | |
| Total..... | 799,815 | | 578,296 | | 715,662 | |

1974^a
(Estimated)

| Grade | Army | | Navy | | Air Force | |
|--|---------|---------|---------|---------|-----------|---------|
| | Number | Percent | Number | Percent | Number | Percent |
| General or admiral..... | 482 | .6 | 297 | .5 | 398 | .4 |
| Colonel or captain..... | 4,484 | 5.2 | 3,258 | 5.5 | 5,558 | 5.3 |
| Lieutenant colonel or commander..... | 10,639 | 12.3 | 7,129 | 12.1 | 13,269 | 12.5 |
| Major or lieutenant commander..... | 15,255 | 17.7 | 13,003 | 22.1 | 19,385 | 18.3 |
| Captain or lieutenant..... | 31,131 | 36.0 | 12,366 | 20.9 | 38,771 | 36.6 |
| 1st lieutenant or lieutenant junior grade..... | 11,260 | 13.0 | 13,111 | 22.2 | 14,147 | 13.4 |
| 2d lieutenant or ensign..... | 13,114 | 15.2 | 9,806 | 16.7 | 14,740 | 13.9 |
| Total field grade strength (minus general officers)..... | 30,378 | 35.2 | 23,390 | 39.7 | 38,212 | 36.1 |
| Total commissioned officers..... | 86,365 | | 58,970 | | 106,268 | |
| Warrant officers..... | 14,209 | | 3,828 | | 68 | |
| Enlisted..... | 675,500 | | 483,487 | | 534,461 | |
| Total..... | 776,074 | | 546,285 | | 640,797 | |

1975^a
(Budget figures)

| Grade | Army | | Navy | | Air Force (with relief) | | Air Force (without relief) | |
|--|---------|---------|---------|---------|----------------------------|---------|-------------------------------|---------|
| | Number | Percent | Number | Percent | Number | Percent | Number | Percent |
| General or admiral..... | 474 | 0.6 | 288 | 0.5 | 398 | 0.4 | 398 | 0.4 |
| Colonel or captain..... | 4,486 | 5.4 | 3,230 | 5.6 | 5,390 | 5.2 | 4,521 | 4.4 |
| Lieutenant colonel or commander..... | 10,601 | 12.9 | 6,928 | 12.1 | 12,458 | 12.0 | 8,417 | 8.5 |
| Major or lieutenant commander..... | 14,535 | 17.5 | 12,185 | 21.2 | 19,500 | 18.9 | 19,500 | 18.9 |
| Captain or lieutenant..... | 30,180 | 36.5 | 13,326 | 23.7 | 35,991 | 34.9 | 35,991 | 34.9 |
| 1st lieutenant or lieutenant junior grade..... | 10,727 | 13.0 | 12,137 | 21.1 | 15,477 | 15.0 | 15,477 | 15.0 |
| 2d lieutenant or ensign..... | 11,616 | 14.1 | 9,361 | 16.3 | 13,799 | 13.4 | 13,799 | 13.4 |
| Total field grade strength (minus general officers)..... | 29,633 | 35.8 | 22,343 | 38.9 | 37,348 | 36.1 | 32,438 | 31.8 |
| Total commissioned officers..... | 82,620 | | 57,455 | | 103,013 | | 103,013 | |
| Warrant officers..... | 13,464 | | 3,499 | | 43 | | 43 | |
| Enlisted..... | 683,450 | | 474,226 | | 523,045 | | 523,045 | |
| Total..... | 779,534 | | 534,180 | | 626,101 | | 626,101 | |

¹ All figures are minus physicians and dentists.

² 1974—Best estimate of what end of fiscal year 1974 will be (validated budget figures not yet available).

³ 1975—President's fiscal year 1975 budget.

EFFECT IF NO EXTENSION IS AUTHORIZED

If no extension of increased grade authority is granted there would be no promotions in the Air Force for large numbers of field grade officers. The Air Force will lose authorizations for 869 colonels and 4041 lieutenant colonels and will be required to adjust to 1954 grade authorizations by demoting approximately 100 colonels, 3200 lieutenant colonels and 1900 majors, and RIFING 800 majors. Moreover, the Air Force predicts that with the stoppage of promotions and threatened demotions, the following will occur: the voluntary separation of 1500 lieutenant colonels, 250 majors and 2000 captains, demo-

tion of 1400 lieutenant colonels, and RIFing of 800 majors. Thus, the extension is needed to retain and attract qualified Air Force officers.

In addition, the extension will provide needed stability in the Air Force promotion program until the Defense Officer Personnel Management System (DOPMS) restructures the grade limitation system in the military services and establishes permanent limitations.

Finally, extension of the present authority will allow the Air Force to continue promoting their officers to the grade of major, lieutenant colonel and colonel at comparable career points and percentage of promotion opportunities as the Army and the Navy.

COMMITTEE ACTION

The Subcommittee on Manpower and Personnel held hearings on August 12, 1974 and considered the effects of the proposed legislation. The Committee on Armed Services has proposed the following amendment: to grant the Air Force a 2-year extension of Public Law 89-606 with a 3% decrease in the ceiling authorization for colonels and a 2% decrease in the ceiling authorization for lieutenant colonels provided by title 10, United States Code, section 8202(a). The following table shows the colonel and lieutenant colonel strengths in relation to the strength of the officer corps and compares the committee recommendation with the House bill, the 1954 OGLA, and the proposed DOPMS legislation.

COMPARISON OF AIR FORCE GRADE TABLES

| | 1954 OGLA | House Passed Bill | DOPMS | Senate Committee Recommendation |
|----------------------------------|-----------|----------------------|--------|---------------------------------------|
| Colonel (O-6): | | | | |
| If strength is— | | | | |
| 50,000 | 3,133 | 3,500 | | 3,395 |
| 60,000 | 3,540 | 3,859 | | 3,743 |
| 70,000 | 3,857 | 4,218 | | 4,091 |
| 80,000 | 4,107 | 4,577 | | 4,440 |
| 90,000 | 4,299 | 4,936 | 4,749 | 4,788 |
| 100,000 | 4,440 | 5,295 | 5,162 | 5,136 |
| 110,000 | 4,750 | 5,654 | 5,574 | 5,484 |
| 120,000 | 5,020 | 6,013 | 5,930 | 5,833 |
| 130,000 | 5,273 | 6,372 | | 6,181 |
| 140,000 | 5,484 | 6,730 | | 6,527 |
| 150,000 | 5,665 | 7,089 | | 6,876 |
| 160,000 | 5,842 | 7,449 | | 7,226 |
| 170,000 | 4,974 | 7,087 | | 7,573 |
| 180,000 | 6,075 | 8,166 | | 7,921 |
| Lieutenant colonel (O-5): | | | | |
| If strength is— | | | | |
| 50,000 | 6,055 | 6,500 | | 6,370 |
| 60,000 | 6,822 | 7,706 | | 7,552 |
| 70,000 | 7,427 | 8,911 | | 8,733 |
| 80,000 | 7,920 | 10,116 | | 9,914 |
| 90,000 | 8,316 | 11,321 | 11,591 | 11,095 |
| 100,000 | 8,620 | 12,527 | 12,427 | 12,276 |
| 110,000 | 9,350 | 13,732 | 13,262 | 13,457 |
| 120,000 | 10,056 | 14,937 | 13,929 | 14,638 |
| 130,000 | 10,725 | 16,142 | | 15,819 |
| 140,000 | 11,368 | 17,348 | | 17,001 |
| 150,000 | 12,000 | 18,553 | | 18,162 |
| 160,000 | 12,608 | 19,758 | | 19,363 |
| 170,000 | 13,175 | 20,963 | | 20,544 |
| 180,000 | 13,716 | 22,169 | | 21,726 |

The committee feels that this reduction would be the first step in reducing the numbers of high ranking officers in the military services. It is not viewed as a long term solution, since this legislation expires

after 2 years. This action is not intended to penalize the Air Force. Moreover, the committee expects the Secretary of Defense to take note of the grade structure authorized here and to maintain the grade structure of the other services at a comparable level.

The committee has analyzed the effect of its proposed authorization on Air Force promotion patterns. The Committee's alternative, as compared with the Air Force request for fiscal year 1975, will not appreciably change the promotion patterns for colonels and lieutenant colonels. This comparison, along with the provisions of several other proposals, are presented in the following table.

EFFECT OF GRADE AUTHORIZATION AIR FORCE PROMOTION PATTERNS

| | Fiscal Year 1975 | | | | | Senate Committee recommendation |
|----------------------------------|-------------------------|-----------|-------------------|------------------|--------------------------|---------------------------------|
| | Fiscal year 1974 actual | 1954 OGLA | House Passed Bill | DOPMS (proposed) | 1975 budget ¹ | |
| Promotion opportunity (percent): | | | | | | |
| 0-6..... | 50 | 50 | 50 | 50 | 50 | 50 |
| 0-5..... | 70 | 70 | 70 | 70 | 70 | 70 |
| Promotion point (years/months): | | | | | | |
| 0-6..... | 20/2 | 21/10 | 20/7 | 22-23 | 20/8 | 20/10 |
| 0-5..... | 16/3 | 18/4 | 16/3 | 16-17 | 16/7 | 16/5 |

¹ In addition, it would require demotion of 4,200 majors, lieutenant colonels, and colonels, and RIF of 800 majors to maintain these figures.

The committee has also carefully studied the effects its proposal would have upon officer strengths in numbers for an officer corps of 102,827. The next table presents a comparison of the numbers of colonels and lieutenant colonels authorized under various provisions.

COMPARISON OF THE NUMBERS OF USAF COLONELS AND LIEUTENANT COLONELS AUTHORIZED UNDER VARIOUS PROVISIONS

| | July 1, 1974 active strength | 1954 OGLA | House Passed Bill | DOPMS (DOD proposed) | Senate committee recommendation |
|-------------------------------|------------------------------|-----------|-------------------|----------------------|---------------------------------|
| For 102,827 officers | | | | | |
| 0-6 (Colonel)..... | 5,558 | 4,553 | 5,422 | 5,363 | 5,260 |
| 0-5 (Lieutenant colonel)..... | 13,269 | 8,889 | 12,930 | 12,689 | 12,674 |

In analyzing the changes which each of the above provisions would require, the committee has formulated the following table, in which each plan is compared with the Air Force active strength as of July 1, 1974.

REDUCTIONS FROM CURRENT OFFICER STRENGTHS

| | 1954 OGLA | Per-cent | House Passed Bill | Per-cent | DOPMS (DOD proposed) | Per-cent | Senate committee recommendation | Per-cent |
|-------------------------------|-----------|----------|-------------------|----------|----------------------|----------|---------------------------------|----------|
| From July 1, 1974 actual to: | | | | | | | | |
| 0-6 (Colonel)..... | -1,005 | (-18) | -136 | (-2½) | -195 | (-3½) | -298 | (-5) |
| 0-5 (Lieutenant colonel)..... | -4,380 | (-33) | -339 | (-2½) | -580 | (-4) | -595 | (-4½) |

After careful consideration of the Air Force request, the House bill and the problems of the present Air Force grade structure, the committee recommends that the bill as amended be adopted to begin the process of reworking the grade structure of the armed services.

DEPARTMENTAL POSITION

The Department of the Air Force strongly recommends the enactment of its proposed legislation, and the President has provided for the expenses incurred by enactment of this legislation in the fiscal year 1975 budget, as is shown by a letter from the Secretary of the Air Force. The letter is set out below and hereby made a part of the report.

DEPARTMENT OF THE AIR FORCE,
Washington, D.C., April 24, 1974.

DEAR MR. PRESIDENT: There is forwarded herewith a draft of legislation to amend the act of September 26, 1966, Public Law 89-606, as amended, to extend for two years the period during which the authorized numbers for the grades of lieutenant colonel and colonel in the Air Force are increased.

This proposal is a part of the Department of Defense Legislative Program for the 93d Congress. The Office of Management and Budget advises that, from the standpoint of the Administration's program, there is no objection to the presentation of this proposal for the consideration of Congress. The Department of the Air Force has been designated as the representative of the Department of Defense for this legislation. It is recommended that this proposal be enacted by the Congress.

PURPOSE OF THE LEGISLATION

The proposed legislation would extend the Act of September 26, 1966 (Public Law 89-606, 80 Stat. 849), as amended by the Act of October 25, 1972 (Public Law 92-561, 86 Stat. 1175), for two years—to September 30, 1976. Public Law 89-606 suspended until June 30, 1972, the limits in section 8202 of title 10, United States Code, on the number of colonels and lieutenant colonels of the Air Force on active duty and authorized greater numbers while those limits were suspended. The limits suspended by Public Law 89-606 had originally been enacted as part of the Officer Grade Limitation Act of 1954, ch. 180 (68 Stat. 69), and were intentionally lower than that prescribed for the other services because the Air Force had a much younger officer force in 1954. Public Law 92-561 extended the authority in Public Law 89-606 until September 30, 1974. A further extension until September 30, 1976, will enable the Air Force to maintain stable promotion patterns pending enactment of new permanent grade limitations.

In 1972, H.R. 14542, 92nd Congress (legislation which resulted in the enactment of Public Law 92-561) was passed in response to an Air Force request. The Senate amended H.R. 14542 and added a section requiring the Secretary of Defense to submit, by May 30, 1973, a written report regarding limitation in commissioned grades in each

of the military services. The House agreed to the Senate amendments and the bill became Public Law 92-561. In compliance with Public Law 92-561 the Secretary of Defense filed a report to the Congress on May 30, 1973, recommending the establishment of permanent limitations on the number of officers who may serve in commissioned grades for each of the military services. In implementation of the report, the Department of Defense, on January 25, 1974, forwarded to the Congress the proposed "Defense Officer Personnel Management Act," which has been introduced in the House as H.R. 12405.

The proposed "Defense Officer Personnel Management Act" would make significant changes in officer personnel laws to include correction of the existing inconsistencies in the Officer Grade Limitation Act. It is hoped that Congressional action will be taken on this bill at an early date; however, should the Air Force authority expire on September 30, without enactment of the proposed "Defense Officer Personnel Management Act," the original permanent limitations would take effect. Reversion to the 1954 grade limitations would create a combination of the following conditions within the Air Force:

(a) It would force the demotion or elimination from active duty of large numbers of field grade officers, including Reserve officers with many years of productive and meritorious service.

(b) To the extent that eliminations are not accompanied by reduced officer requirements, an increase in pilot and navigator training base structures and programs would have to be considered.

(c) No field grade promotions would occur for at least one year.

(d) The promotion disparities which currently exist between the Air Force officers and their contemporaries in the other Services would be further widened.

These drastic actions would be detrimental to the attraction and retention of qualified Air Force officers, and would seriously impede the capability of the Air Force to meet mission requirements.

Further extension of Public Law 89-606, as amended, will enable the Air Force to continue for the immediate future a promotion program comparable to that which exists today. It is urged that this legislation be enacted at the earliest possible date.

COST AND BUDGET DATA

The enactment of this proposal will result in no increase in budgetary requirements of the Department of Defense.

Sincerely,

JOHN L. MCLUCAS,
Secretary of the Air Force.

FISCAL DATA

The funds for the promotions authorized by the bill are included in the fiscal year 1975 budget. The following chart explains the Air Force's prediction of costs and savings for fiscal year 1975 if the proposed legislation is not enacted.

COST IMPACT IF NO EXTENSION IS GRANTED, FISCAL YEAR 1975

| | Savings | Costs |
|--|--------------|--------------|
| Fiscal year 1975 grade structure without relief ¹ | \$27,488,469 | |
| Actions required to adjust to fiscal year 1975 grade structure without relief: | | |
| Losses: | | |
| RIF's: 800 majors..... | | \$14,309,264 |
| Additional retirements: 1,500 lieutenant colonels..... | | 5,417,970 |
| Additional separations: | | |
| 250 majors..... | | 721,645 |
| 2,000 captains..... | | 3,928,460 |
| Total losses: 4,500..... | | |
| Gains: | | |
| Additional accessions: 4,550..... | | 910,000 |
| Permanent change of station costs..... | | 25,287,339 |
| | | 10,381,280 |
| | 27,488,469 | 35,668,619 |
| Cost over savings..... | | 8,180,150 |

¹ The savings of the redemption of 1/3 of a man-year was based on the assumption that increased separations would occur after Sept. 30, 1974, subsequent to the expiration of grade relief.

CHANGES IN EXISTING LAW

In compliance with paragraph 4 of rule XXIX of the Standing Rules of the Senate, changes in existing law proposed to be made by the bill are shown as follows: Existing law to be omitted is enclosed in black brackets, new matter is printed in italic, and existing law in which no change is proposed is shown in roman.

UNITED STATES CODE, TITLE 10—ARMED FORCES

CHAPTER 831. STRENGTH

Sec. 8202. Air Force: officers in certain commissioned grades

(a) The authorized strength of the Air Force in officers on active duty in each of the following grades on the last day of each fiscal year, exclusive of officers on active duty for training only and officers serving with other departments or agencies on a reimbursable basis, is, except as provided in subsections (e) and (f), based on the actual strength of the Air Force in those officers, as follows:

| | The authorized strength in grade is— | | | | | |
|---|--------------------------------------|--------------|-------------------------|------------|--------|--------|
| | For general officers | For colonels | For lieutenant colonels | For majors | | |
| If the actual strength is— ¹ | | | | | | |
| 50,000..... | 312 | 5,396 | 3,133 | 6,370 | 6,065 | 9,455 |
| 60,000..... | 324 | 5,713 | 3,540 | 7,552 | 6,822 | 11,298 |
| 70,000..... | 336 | 6,091 | 3,957 | 8,793 | 7,427 | 13,125 |
| 80,000..... | 349 | 6,440 | 4,107 | 11,095 | 8,316 | 14,999 |
| 90,000..... | 363 | 6,788 | 4,299 | 13,814 | 9,316 | 16,740 |
| 100,000..... | 380 | 7,199 | 4,440 | 15,452 | 8,620 | 18,530 |
| 110,000..... | 398 | 7,584 | 4,750 | 17,276 | 9,350 | 20,295 |
| 120,000..... | 418 | 7,933 | 5,020 | 19,438 | 10,056 | 22,056 |
| 130,000..... | 434 | 8,181 | 5,273 | 21,819 | 10,725 | 23,808 |
| 140,000..... | 452 | 8,588 | 5,484 | 24,001 | 11,368 | 25,536 |
| 150,000..... | 470 | 8,976 | 5,665 | 26,168 | 12,000 | 27,255 |
| 160,000..... | 478 | 9,286 | 5,842 | 28,363 | 12,608 | 28,976 |
| 170,000..... | 486 | 9,573 | 5,974 | 30,544 | 13,175 | 30,685 |
| 180,000..... | 495 | 9,891 | 6,075 | 31,720 | 13,716 | 32,328 |

¹ As determined by the Secretary of the Air Force.

EXTENDING THE PERIOD DURING WHICH THE AUTHORIZED NUMBERS FOR THE GRADES OF LIEUTENANT COLONEL AND COLONEL IN THE AIR FORCE MAY BE INCREASED

JULY 30, 1974.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. STRATTON, from the Committee on Armed Services,
submitted the following

REPORT

together with

MINORITY VIEWS

[To accompany H.R. 14402]

The Committee on Armed Services, to whom was referred the bill (H.R. 14402) to amend the Act of September 26, 1966 (Public Law 89-606), as amended, to extend for two years the period during which the authorized numbers for the grades of lieutenant colonel and colonel in the Air Force are increased, having considered the same, report favorably thereon without amendment and recommend that the bill do pass.

PURPOSE OF THE BILL

The purpose of the bill is to extend for two additional years the period during which the authorized numbers of field-grade officers in the Air Force may be increased. This would be accomplished by extending for two additional years Public Law 89-606, as amended by Public Law 92-561, which expires on September 30, 1974.

EXPLANATION OF THE BILL

H.R. 14402 would continue for the Air Force the relief from the limitations of the Officer Grade Limitation Act (OGLA) of 1954. Since 1959 Congress has provided on a nonpermanent basis for an increase in field-grade authorizations for the Air Force to allow it to have numbers of officers in the grades of major, lieutenant colonel and colonel roughly comparable to that provided for the Army and the Navy.

The current statutory authority which provides for the numbers of field-grade officers and which was extended by Public Law 92-561 expires on September 30, 1974.

Failure to enact this legislation would result in 870 fewer colonel spaces and 4,041 fewer lieutenant colonel spaces for the Air Force. Because of the ripple effect of such reductions, the Air Force would be required to demote or eliminate from active duty approximately 6,000 field-grade officers if this bill does not pass. In addition, there would have to be a complete moratorium on promotion to the grades of major, lieutenant colonel and colonel in the Air Force for at least one year. Further, the promotion point for Air Force officers for field grades would slip to as much as three years behind those in the Army and the Navy. The effect on the morale of the officer corps would be exceptionally severe.

H.R. 14402 would also continue the authority presently in law for 1,000 additional lieutenant colonels and 1,500 additional majors in the event that drastic reductions or increases in the authorized strength of the commissioned officers on active duty in the Air Force occur within a short period of time and that such changes seriously impede promotions to the grades of major and lieutenant colonel. These numbers are in addition to the total numbers authorized by subsection 1 of section 8202 of title 10, United States Code, as amended. This authority is not presently being used by the Air Force and its use is not contemplated under the force structure programed for fiscal year 1975.

BACKGROUND

The Officer Grade Limitation Act of 1954 provided a substantially lower number of field-grade positions for the Air Force than for the other services simply because it was at that time a relatively new force with a much younger officer corps. By 1959 the Congress determined that the limitations on the Air Force were unrealistic and since that time has provided them with relief from those limitations. Temporary relief was provided in 1961, 1963, 1965, 1966 and 1972. Thus the Air Force has proceeded for the last 15 years under the more realistic field-grade authorizations which would be continued by the present bill. In extending the authority in 1972, the Congress charged the Department of Defense to come up with recommendations for permanent revisions of the officer grade structure.

INITIATION OF HEARINGS ON PERMANENT LEGISLATION

The Department of Defense has submitted, and the Committee on Armed Services has commenced hearings on, the Defense Officer Personnel Management Act (DOPMA), H.R. 12405, which would revise the fieldgrade officer structure for the armed forces on a permanent basis. H.R. 12405 is extremely detailed and complex legislation.

Since it is unrealistic to expect Congress to complete action on H.R. 12405 by September 30, the Committee on Armed Services recommends the separate extension on the Air Force grade relief which would otherwise expire on September 30.

This additional two-year extension will provide adequate time for both the House and the Senate to complete action on a permanent revision of the officer grade structure. The Committee on Armed Services intends to continue its study of DOPMA; and if that study is not completed in the present Congress, it intends to resume work on the proposal as soon as time permits in the next Congress.

EFFECT OF THE BILL

The effect of this legislation will be to enable the Air Force for the next two years to continue to conduct its officer promotion program so as to enable officers in the Air Force to be promoted at approximately the same promotion points as their contemporaries in the other military departments. The legislation will assure Air Force officers approximately the same promotion opportunities as are available to officers of like grades in the other services.

The present permanent (1954 OGLA) officers limitations applying to the Army, Navy, and Air Force in the grades of colonel, lieutenant colonel, and major are shown in the following table, with the Air Force limitation which would apply under this bill shown in the last column:

[In percent]

| | Army | Navy | Air Force | Air Force with continued relief) |
|--------------------------------------|------|------|-----------|---|
| Colonel or captain..... | 5.5 | 5.8 | 4.4 | 5.2 |
| Lieutenant colonel or commander..... | 12.7 | 11.3 | 8.5 | 12.5 |
| Major or lieutenant commander..... | 17.5 | 17.7 | 18.5 | 18.5 |

Note: Statutory limitations apply only to Navy unrestricted line.

BILL CONTINUES PRESENT GRADE DISTRIBUTION

The committee would stress that there would be no increase in promotion opportunity in the Air Force as a result of passage of the bill. The legislation merely continues the grade distribution authority under which the Air Force is presently operating. The following table compares the grade percentages that would be provided by the bill compared to what was available in fiscal year 1966 under Public Law 89-606:

[In percent]

| | Fiscal years— | |
|-------------------------|---------------|------|
| | 1966 | 1975 |
| Colonel..... | 4.9 | 5.2 |
| Lieutenant colonel..... | 12.6 | 12.5 |
| Major..... | 18.9 | 18.5 |

Note: It should be noted that the percentage of authorizations depends on the total commissioned officer strength. If the end strengths of 1966 and 1975 were the same, the colonel and lieutenant colonel percentages above would be identical.

EFFECT ON PROMOTION OPPORTUNITY

As of June 30, 1975, the promotion opportunity and promotion service points of the Air Force will be reasonably comparable with the other Departments. However, if the Air Force were required to return to the 1954 grade ceilings, the promotion points compared to the other services would be as indicated in the last column:

FISCAL YEAR 1975

| | Promotion opportunity (in percent) | | | Promotion service points (years of service) | | | | | |
|--------------------------------------|------------------------------------|------|-----------|---|------|------|-------|-------------------------|-----------------------|
| | Army | Navy | Air Force | Army | | Navy | | Air Force (with relief) | Air Force (1954 OGLA) |
| | | | | 21st | 16th | 21st | 16th | 11th | 12th |
| Colonel or captain..... | 50 | 60 | 50 | 21st | 21st | 21st | 22d. | | |
| Lieutenant colonel or commander..... | 70 | 70 | 70 | 16th | 16th | 17th | 19th. | | |
| Major or lieutenant commander..... | 65 | 75 | 80 | 10th | 9th | 11th | 12th. | | |

Note: Opportunity is determined by dividing selections by the number of officers eligible for the 1st time in the primary zone of consideration. The promotion service point is the year of promotion list service or active commissioned service in which the typical officer in each category is promoted.

Until such time as a revision of the officer grade structure affecting all services is effected, it would be inequitable to force a substantial reduction of field-grade officers on the Air Force alone. However, the committee wishes to make it clear to the Department of Defense that it does believe modernization of the officer promotion laws, and a review of the distribution of senior officer grades, is required and that H.R. 14402 is approved with the understanding that the committee and the department will continue the commitment to work for a revision of the officer grade structure affecting all services.

FISCAL DATA

The enactment of this legislation will result in no increase in the budgetary requirements of the Department of Defense.

DEPARTMENTAL POSITION

The bill is part of the legislative program of the Department of Defense; and the Office of Management and Budget interposes no objection, as is evidenced by a letter from the Secretary of the Air Force dated April 24, 1974. The letter is set out below and hereby made a part of the report.

DEPARTMENT OF THE AIR FORCE,
Washington, D.C., April 24, 1974.

DEAR MR. SPEAKER: There is forwarded herewith a draft of legislation "To amend the Act of September 26, 1966, Public Law 89-606, as amended, to extend for two years the period during which the authorized numbers for the grades of lieutenant colonel and colonel in the Air Force are increased."

This proposal is a part of the Department of Defense Legislative Program for the 93d Congress. The Office of Management and Budget advises that, from the standpoint of the Administration's program,

there is no objection to the presentation of this proposal for the consideration of Congress. The Department of the Air Force has been designated as the representative of the Department of Defense for this legislation. It is recommended that this proposal be enacted by the Congress.

PURPOSE OF THE LEGISLATION

The proposed legislation would extend the Act of September 26, 1966 (Public Law 89-606, 80 Stat. 849), as amended by the Act of October 25, 1972 (Public Law 92-561, 86 Stat. 1175), for two years—to September 30, 1976. Public Law 89-606 suspended until June 30, 1972, the limits in section 8202 of title 10, United States Code, on the number of colonels and lieutenant colonels of the Air Force on active duty and authorized greater numbers while those limits were suspended. The limits suspended by Public Law 89-606 had originally been enacted as part of the Officer Grade Limitation Act of 1954, ch. 180 (68 Stat. 69), and were intentionally lower than that prescribed for the other Services because the Air Force had a much younger officer force in 1954. Public Law 92-561 extended the authority in Public Law 89-606 until September 30, 1974. A further extension until September 30, 1976, will enable the Air Force to maintain stable promotion patterns pending enactment of new permanent grade limitations.

In 1972, H.R. 14542, 92nd Congress (legislation which resulted in the enactment of Public Law 92-561) was passed in response to an Air Force request. The Senate amended H.R. 14542 and added a section requiring the Secretary of Defense to submit, by May 30, 1973, a written report regarding limitation in commissioned grades in each of the military services. The House agreed to the Senate amendments and the bill became Public Law 92-561. In compliance with Public Law 92-561 the Secretary of Defense filed a report to the Congress on May 30, 1973, recommending the establishment of permanent limitations on the number of officers who may serve in commissioned grades for each of the military services. In implementation of the report, the Department of Defense, on January 25, 1974, forwarded to the Congress the proposed "Defense Officer Personnel Management Act," which has been introduced in the House as H.R. 12405.

The proposed "Defense Officer Personnel Management Act" would make significant changes in officer personnel laws to include correction of the existing inconsistencies in the Officer Grade Limitation Act. It is hoped that Congressional action will be taken on this bill at an early date; however, should the Air Force authority expire on September 30, without enactment of the proposed "Defense Officer Personnel Management Act," the original permanent limitations would take effect. Reversion to the 1954 grade limitations would create a combination of the following conditions within the Air Force:

(a) It would force the demotion or elimination from active duty of large numbers of field grade officers, including Reserve officers with many years of productive and meritorious service.

(b) To the extent that eliminations are not accompanied by reduced officer requirements, an increase in pilot and navigator training base structures and programs would have to be considered.

(c) No field grade promotions would occur for at least one year.
 (d) The promotion disparities which currently exist between the Air Force officers and their contemporaries in the other Services would be further widened.

These drastic actions would be detrimental to the attraction and retention of qualified Air Force officers, and would seriously impede the capability of the Air Force to meet mission requirements.

Further extension of Public Law 89-606, as amended, will enable the Air Force to continue for the immediate future a promotion program comparable to that which exists today. It is urged that this legislation be enacted at the earliest possible date.

COST AND BUDGET DATA

The enactment of this proposal will result in no increase in budgetary requirements of the Department of Defense.

Sincerely,

JOHN L. McLUCAS,
Secretary of the Air Force.

MINORITY VIEWS OF HON. OTIS G. PIKE ON H.R. 14402

It is widely considered by such flaming liberals as General Creighton Abrams, Chief of Staff of the Army, that the military structure in America is too heavily populated with fat, and too thinly muscled. That there are too many Chiefs and not enough Indians, too many Staffs and Joint Commands and Combined Commands, not enough divisions and ships and planes and tanks and guns and fighting men.

Every now and then the Congress has an opportunity to do something about this, and every time the occasion arises, Congress does nothing about this.

The last time Congress had an opportunity to do something about this was two years ago, when we last "temporarily" extended the period during which the Air Force could continue to have more brass than allowed under the basic law, the Officer Grade Limitation Act of 1954. Two years ago, in their report on that bill, the Armed Services Committee assured the Congress that if only the Department of Defense would provide us with a "legislative package providing for a comprehensive officer management system", then in that event revision of the laws "should then make it unnecessary to ever again extend this officer grade relief Act."

Well, the Department of Defense did submit a package. It was introduced in the House on January 30, 1974, and here we go again, letting the Air Force have "temporarily" more brass than provided for in the Officer Grade Limitation Act. It is "temporary" only in the sense that the national debt is. We just keep "temporarily" allowing them to have more high rank than they need.

In 1966, when we "temporarily" allowed them to exceed the limits for the fifth time, the Air Force had 12,259 planes. Today they have 8,096. They have made up for the loss of 4,163 planes, however, by adding three 4-star Generals and one 3-star General.

To run an Air Force 34 per cent smaller (in planes) than it was 8 years ago, we have an officer force only 13 per cent smaller. In the total number of Generals, it is only 9 per cent smaller. To put it another way, in 1966 we had 10.5 officers for every plane in the Air Force. In 1974 we have 13.7 officers for every plane.

To run our Air Force of 8,096 planes, we have 14 4-star Generals, 39 3-star Generals, 146 2-star Generals, and just 200 little old one-star Generals. We have 6,095 Colonels, 13,979 Lieutenant Colonels, 21,339 Majors, 40,404 Captains, 14,147 1st Lieutenants, and 14,740 2nd Lieutenants. Oh yes, we also have 534,000 enlisted men, but this bill does nothing for them. At the height of World War II, when there were 2,282,000 people in the Air Corps, there were 322 generals. Today, the Air Force has 1,638,000 fewer people, but it has 77 more generals. The generals all have aides, and wheels, and lovely offices and quarters, and almost none of them fly planes.

This is a bill for the Colonels and Lieutenant Colonels. Under the basic law, the Officer Grade Limitation Act, the Air Force is, at its current strength, entitled to 4,442 colonels. Today it has 5,558, not counting physicians and dentists, for we let them stop counting the 4,500 Air Force physicians and dentists in the 89th Congress. The overall bill recommended by the Department of Defense would allow them 5,503.

Under the basic law, the Air Force is entitled to 8,809 Lieutenant Colonels. Today it has 13,269, again not counting physicians and dentists. The overall bill recommended by the Department of Defense would allow them 12,844.

What would happen if this bill were not passed? Very little. In the first place, the Air Force would have until the end of the fiscal year next July 1st to adjust its force structure. Surely, the Congress in the meantime could find it possible to pass the basic legislation requested by the Department of Defense. At worst, we would lose some Colonels and Lieutenant Colonels. The nation would survive. The Air Force would be healthier.

The Air Force has provided some wholly phony figures on the cost of not passing this legislation. Their figures assume that we are going to pass other legislation increasing retirement benefits. They assume we will have to replace at least 733 pilots, 311 navigators, and 1,197 non-rated officers. No matter how few planes we have, and how many Colonels are collecting flight pay for not flying them, the Air Force will always be saying we have to replace every man who leaves. The bill should be defeated.

OTIS G. PIKE.

CHANGES IN EXISTING LAW

In compliance with clause 3 of rule XIII of the rules of House of Representatives, there is herewith printed in parallel columns the text of provisions of existing law which would be repealed or amended by the various provisions of the bill as reported.

EXISTING LAW

Public Law 89-606

That, beginning with the date of enactment of this Act through September 30, 1974, the columns under the headings "For colonels" and "For lieutenant colonels" contained in the table in section 8202(a) of title 10, United States Code, are suspended. For such period such columns shall read as follows:

| "For colonels: | "For lieutenant colonels: |
|----------------|---------------------------|
| 3,500 | 6,500 |
| 3,859 | 7,706 |
| 4,218 | 8,911 |
| 4,577 | 10,116 |
| 4,936 | 11,321 |
| 5,295 | 12,527 |
| 5,654 | 13,732 |
| 6,013 | 14,937 |

THE BILL AS REPORTED

To amend the Act of September 26, 1966, Public Law 89-606, as amended, to extend for two years the period during which the authorized numbers for the grades of lieutenant colonel and colonel in the Air Force are increased. ∞

Be it enacted by the Senate and House of Representatives of the United States of America, in Congress assembled, That Section 1 of the Act of September 26, 1966,

“For colonels:

6, 372
6, 730
7, 089
7, 449
7, 807
8, 166

“For lieutenant colonels:

16, 142
17, 348
18, 533
19, 758
20, 963
22, 169

Fiscal years following enactment:

*Number to exceed
authorized strength*

| | |
|--------------|--------|
| First ----- | 9, 500 |
| Second ----- | 7, 917 |
| Third ----- | 6, 334 |
| Fourth ----- | 4, 751 |
| Fifth ----- | 3, 168 |
| Sixth ----- | 1, 585 |

However, the authority to exceed the authorized strengths by 1,000 for the grade of lieutenant colonel, and 1,500 for the grade of major authorized by this section may be used only in the event that drastic reductions or increases in the authorized strength of the commissioned officers on active duty in the Air Force occur within a short period of time and that such changes seriously impede promotions to the grade of major and lieutenant colonel as determined by the Secretary of the Air Force, who shall notify the Committees on Armed Services of the Senate and of the House of Representatives not later than 60 days following the utilization of any of the numbers covered in this sentence.

SEC. 2. For a period of six years after the effective date of this Act, the authorized strengths prescribed by section 8202 of title 10, United States Code, may be exceeded (1) by 1,000 for the grade of lieutenant colonel; and (2) by the following numbers for the grade of major:

Law 89-606, as amended (86 Stat. 1175), is amended by striking out “September 30, 1974” and inserting in place thereof “September 30, 1976.”

TITLE X, UNITED STATES CODE

CHAPTER 831. STRENGTH

* * * * *

SEC. 8202. AIR FORCES OFFICERS IN CERTAIN COMMISSIONED GRADES

(a) The authorized strength of the Air Force in officers on active duty in each of the following grades on the last day of each fiscal year, exclusive of officers on active duty for training only and officers serving with other departments or agencies on a reimbursable basis, is, except as provided in subsections (e) and (f), based on the actual strength of the Air Force in those officers, as follows:

| If the actual strength ¹ is— | The authorized strength in grade is— | | | |
|---|--------------------------------------|--------------|-------------------------|------------|
| | For general officers | For colonels | For lieutenant colonels | For majors |
| 50,000----- | 312 | 3,133 | 6,065 | 9,445 |
| 60,000----- | 324 | 3,540 | 6,822 | 11,298 |
| 70,000----- | 336 | 3,857 | 7,427 | 13,125 |
| 80,000----- | 349 | 4,107 | 7,920 | 14,936 |
| 90,000----- | 363 | 4,299 | 8,316 | 16,740 |
| 100,000----- | 380 | 4,440 | 8,620 | 18,530 |
| 110,000----- | 398 | 4,750 | 9,350 | 20,295 |
| 120,000----- | 416 | 5,020 | 10,056 | 22,056 |
| 130,000----- | 434 | 5,273 | 10,725 | 23,803 |
| 140,000----- | 452 | 5,484 | 11,368 | 25,536 |
| 150,000----- | 470 | 5,665 | 12,000 | 27,255 |

H.R. 1234

| | | | | |
|--------------|-----|-------|--------|--------|
| 160,000----- | 478 | 5,842 | 12,608 | 28,976 |
| 170,000----- | 486 | 5,974 | 13,175 | 30,685 |
| 180,000----- | 495 | 6,075 | 13,716 | 32,328 |

¹ As determined by the Secretary of the Air Force.

If the actual strength is determined to be between two of the figures named in the first column of the table, the corresponding authorized strengths in grade are determined by mathematical interpolation between the respective authorized strengths named in the table. If it is determined to be more than 180,000, the Secretary shall fix the corresponding authorized strengths in grade in general conformity with the table.

(b) Not more than one-half of the general officer strength may be in grades above brigadier general.

(c) A vacancy in any grade may be filled by an authorized appointment in any lower grade.

(d) In time of war, or of national emergency declared after May 5, 1954, by Congress or the President, the President may suspend the operation of any provision of this section.

(e) The authorized strengths of the Air Force in officers who are designated as medical or dental officers of the Air Force in grades below brigadier general shall be based on the needs of the Air Force, as determined by the Secretary under regulations to be prescribed by the Secretary of Defense.

(f) In determining the authorized strength of the Air Force under subsection (a), the strengths authorized for those who are designated as medical or dental officers of the Air Force shall be excluded.

* * * * *

H.R. 1234

SUMMARY

PURPOSE OF THE BILL

The purpose of the bill is to extend for two years the period during which the authorized numbers of field-grade officers in the Air Force may be increased.

FISCAL DATA

Enactment of this bill will not result in any increase in the budgetary requirements of the Department of the Air Force.

DEPARTMENTAL POSITION

The bill is part of the legislative program of the Department of Defense.

COMMITTEE POSITION

The Committee on Armed Services, on July 25, 1974, a quorum being present, recommended the enactment of H.R. 14402 without amendments.

○

Ninety-third Congress of the United States of America

AT THE SECOND SESSION

*Begun and held at the City of Washington on Monday, the twenty-first day of January,
one thousand nine hundred and seventy-four*

An Act

To amend section 8202(a) of title 10, United States Code, to extend for two years the period during which the authorized number for the grades of lieutenant colonel and colonel in the Air Force are increased.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That beginning with October 1, 1974, through September 30, 1976, the columns under the headings "For colonels" and "For lieutenant colonels" contained in the table in section 8202(a) of title 10, United States Code, are suspended. For such period such columns shall read as follows:

| <i>"For colonels</i> | <i>For lieutenant colonels</i> |
|----------------------|--------------------------------|
| 3,395 | 6,370 |
| 3,743 | 7,552 |
| 4,091 | 8,733 |
| 4,440 | 9,914 |
| 4,788 | 11,095 |
| 5,136 | 12,276 |
| 5,484 | 13,452 |
| 5,833 | 14,638 |
| 6,181 | 15,819 |
| 6,528 | 17,001 |
| 6,876 | 18,182 |
| 7,226 | 19,363 |
| 7,573 | 20,544 |
| 7,921 | 21,726". |

Speaker of the House of Representatives.

*Vice President of the United States and
President of the Senate.*

THE WHITE HOUSE
WASHINGTON

ENROLLED BILL

SUBJECT: Enrolled Bill H. R. 14402 - Extend Air
Force officer grade authorization

| <u>Name</u> | <u>Approval</u> | <u>Date</u> |
|-----------------------------|-----------------------------|-----------------------------|
| <u>Geoff Shepard</u> | <u>Yes</u> | <u> </u> |
| <u>NSC/S</u> | <u>Yes</u> | <u> </u> |
| <u>Phil Buchen</u> | <u>Yes</u> | <u> </u> |
| <u>Bill Timmons</u> | <u>Yes</u> | <u> </u> |
| <u>Ken Cole</u> | <u> </u> | <u> </u> |
| <u> </u> | <u> </u> | <u> </u> |
| <u> </u> | <u> </u> | <u> </u> |
| <u> </u> | <u> </u> | <u> </u> |

Comments:

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.: 532

Date: August 26, 1974

Time:

9:30 a.m.

FOR ACTION: Geoff Shepard
 NSC/S
 Phil Buchen
 Bill Timmons

cc (for information): Warren K. Hendricks
Jerry Jones

FROM THE STAFF SECRETARY

DUE: Date: Tuesday, August 27, 1974

Time:

2:00 p.m.

SUBJECT: Enrolled Bill H. R. 14402 - Extend Air Force officer grade authorization

ACTION REQUESTED:

For Necessary Action

For Your Recommendations.

Prepare Agenda and Brief

Draft Reply

For Your Comments

Draft Remarks

REMARKS:

Please return to Kathy Tindle - West Wing

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

K. R. COLE, JR.
For the President

To
Mason Headrick
8-23-74

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

AUG 23 1974

MEMORANDUM FOR THE PRESIDENT

Subject: Enrolled Bill H.R. 14402 - Extend Air Force
officer grade authorization
Sponsor - Rep. Hebert (D) Louisiana and
Rep. Bray (R) Indiana

Last Day for Action

Purpose

Extends, until October 1, 1976, the present temporary authorization for increased numbers of officers who may serve in the grades of colonel and lieutenant colonel in the Air Force.

Agency Recommendations

Office of Management and Budget

Approval

Department of Defense

Approval

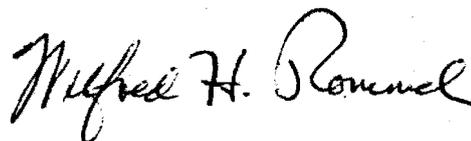
Discussion

Permanent law, enacted in 1954 when the Air Force was a new, young service, fixes limits on the number of Air Force officers who may serve in the grades of colonel and lieutenant colonel. These limits have been outmoded and unrealistic for a number of years. As a result, since 1959, Congress has provided for temporary increases in these limits by enactment of a series of measures of which the enrolled bill is the latest.

Temporary relief has been sought and granted on the premise that permanent changes should await the enactment of comprehensive legislation relating to the officer personnel systems of all of the services. Over the years, manifold difficulties have attended the development of such comprehensive legislation and its consideration by Congress. Finally, however, such legislation was prepared and submitted to Congress by Defense, and it is now receiving consideration in depth by the House Armed Services Committee.

Pending the extended consideration of the comprehensive legislation that will be required in Congress, H.R. 14402 provides a 2-year extension of the temporary authorization due to expire September 30, 1974. By thus empowering the Air Force to maintain colonel and lieutenant colonel strengths at approximately their present levels, the bill will not only avoid the necessity for drastic cutbacks and demotions in these grades but will also enable the Air Force to maintain a flow of promotional opportunities essentially the same as those available in the other services. While the bill, as enacted, differs in certain limited respects from the proposal which Defense submitted to Congress for this purpose, the differences are not significant and do not effect the basic purpose that will be achieved.

Funds were included in the 1975 budget in anticipation of the enactment of this legislation.



Assistant Director for
Legislative Reference

Enclosures

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.: 532

Date: August 26, 1974

Time: 9:30 a. m.

FOR ACTION: Geoff Shepard
NSC/S
✓ Phil Buchen
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cc (for information): Warren K. Hendriks
Jerry Jones

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DUE: Date: Tuesday, August 27, 1974

Time: 2:00 p. m.

SUBJECT: Enrolled Bill H. R. 14402 - Extend Air Force officer grade authorization

ACTION REQUESTED:

___ For Necessary Action

XX For Your Recommendations

___ Prepare Agenda and Brief

___ Draft Reply

___ For Your Comments

___ Draft Remarks

REMARKS:

Please return to Kathy Tindle - West Wing

*No objection
A.C.*

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

Warren K. Hendriks
For the President

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

AUG 23 1974

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Agency Recommendations

| | |
|---------------------------------|----------|
| Office of Management and Budget | Approval |
| Department of Defense | Approval |

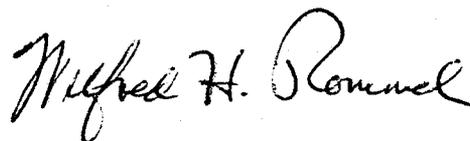
Discussion

Permanent law, enacted in 1954 when the Air Force was a new, young service, fixes limits on the number of Air Force officers who may serve in the grades of colonel and lieutenant colonel. These limits have been outmoded and unrealistic for a number of years. As a result, since 1959, Congress has provided for temporary increases in these limits by enactment of a series of measures of which the enrolled bill is the latest.

Temporary relief has been sought and granted on the premise that permanent changes should await the enactment of comprehensive legislation relating to the officer personnel systems of all of the services. Over the years, manifold difficulties have attended the development of such comprehensive legislation and its consideration by Congress. Finally, however, such legislation was prepared and submitted to Congress by Defense, and it is now receiving consideration in depth by the House Armed Services Committee.

Pending the extended consideration of the comprehensive legislation that will be required in Congress, H.R. 14402 provides a 2-year extension of the temporary authorization due to expire September 30, 1974. By thus empowering the Air Force to maintain colonel and lieutenant colonel strengths at approximately their present levels, the bill will not only avoid the necessity for drastic cutbacks and demotions in these grades but will also enable the Air Force to maintain a flow of promotional opportunities essentially the same as those available in the other services. While the bill, as enacted, differs in certain limited respects from the proposal which Defense submitted to Congress for this purpose, the differences are not significant and do not effect the basic purpose that will be achieved.

Funds were included in the 1975 budget in anticipation of the enactment of this legislation.



Assistant Director for
Legislative Reference

Enclosures

DEPARTMENT OF THE AIR FORCE
WASHINGTON 20330



OFFICE OF THE SECRETARY

AUG 23 1974

Dear Mr. Director:

Reference is made to your request for the views of the Department of Defense with respect to the enrolled enactment of H.R. 14402, 93rd Congress, an Act "To amend section 8202(a) of title 10, United States Code, to extend for two years the period during which the authorized number for the grades of lieutenant colonel and colonel in the Air Force are increased." The Secretary of Defense has delegated to the Department of the Air Force the responsibility for expressing the views of the Department of Defense.

The primary purpose of the enrolled enactment is to extend the suspension of the limitations on the numbers of Air Force lieutenant colonels and colonels in 10 U.S.C. 8202(a) for two years from September 30, 1974, the expiration date of the current suspension. The enrolled enactment would, however, substitute lower numbers than those authorized by the current suspension (Act of September 26, 1966; Public Law 89-606, 80 Stat. 849, as amended).

The Officer Grade Limitation Act of 1954 (OGLA), Public Law 83-349, 68 Stat. 65, established the authorized numbers of field grade and general officers at given levels of active duty officer strengths in each service. Because the Air Force was a comparatively youthful service at the time OGLA was enacted, the law (10 U.S.C. 8202) provided proportionately fewer field grade officer authorizations than were afforded the other services. The Air Force officer force has matured since 1954, and today over thirty-four percent of Air Force officers have over twelve years of service as compared to eighteen percent when OGLA was enacted. Six times in the period from 1959 to 1972 (in 1959, 1961, 1963, 1965, 1966 and 1972) the Air Force was granted legislative relief in order to provide officers with reasonable promotion opportunities. The last legislative relief was provided in 1972 with the enactment

of Public Law 92-561, which provided relief from the restrictive grade authorizations for majors, lieutenant colonels, and colonels through September 30, 1974.

Department of Defense Legislative Proposal 93-82, which was cleared by your office on April 23, 1974, provided for a two year extension (until September 30, 1976) of Public Law 89-606 and was passed in this form by the House of Representatives. However, the bill was amended and passed by the Senate with a reduction in grade authorizations of two percent for lieutenant colonel, and three percent for colonel. On August 20 the House concurred in the Senate amendment, thus clearing this measure for the President's signature.

The consequences to the Air Force of not having a further suspension of the grade limitations would be severe, including a moratorium on all field grade promotions for Fiscal Years 75/76, the demotion of some 4000 regular field grade officers and the involuntary separation of some 2200 reserve field grade officers. If the Air Force is to continue to provide reasonable promotion opportunities for its officers, it is essential that this extension be granted. The Air Force would, of course, prefer the bill as originally proposed and passed by the House because the Senate amendment will slip Air Force promotion points even further behind the other Services. Nevertheless, the impact of the Senate amendment is not of sufficient magnitude to warrant any recommendation other than approval. Accordingly, the Department of the Air Force, on behalf of the Department of Defense, recommends the approval and signature by the President of the enrolled enactment of H.R. 14402.

The enactment of this proposal will result in no increase in budgetary requirements of the Department of Defense.

This report has been coordinated within the Department

THE WHITE HOUSE

WASHINGTON

August 27, 1974

MEMORANDUM FOR: MR. WARREN HENDRIKS
FROM: WILLIAM E. TIMMONS *W. E. Timmons*
SUBJECT: Action Memorandum - Log No. 532
Enrolled Bill H. R. 14402 - Extend
Air Force Officer Grade Authorization

The Office of Legislative Affairs concurs in the attached proposal and has no additional recommendations.

Attachment

THE WHITE HOUSE

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WASHINGTON

LOG NO.: 532

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NSC/S
Phil Buchen
✓ Bill Timmons

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REMARKS:

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Warren K. Hendriks
For the President

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

AUG 23 1974

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Agency Recommendations

Office of Management and Budget

Approval

Department of Defense

Approval

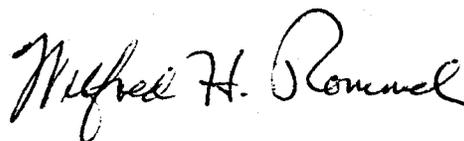
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Temporary relief has been sought and granted on the premise that permanent changes should await the enactment of comprehensive legislation relating to the officer personnel systems of all of the services. Over the years, manifold difficulties have attended the development of such comprehensive legislation and its consideration by Congress. Finally, however, such legislation was prepared and submitted to Congress by Defense, and it is now receiving consideration in depth by the House Armed Services Committee.

Pending the extended consideration of the comprehensive legislation that will be required in Congress, H.R. 14402 provides a 2-year extension of the temporary authorization due to expire September 30, 1974. By thus empowering the Air Force to maintain colonel and lieutenant colonel strengths at approximately their present levels, the bill will not only avoid the necessity for drastic cutbacks and demotions in these grades but will also enable the Air Force to maintain a flow of promotional opportunities essentially the same as those available in the other services. While the bill, as enacted, differs in certain limited respects from the proposal which Defense submitted to Congress for this purpose, the differences are not significant and do not effect the basic purpose that will be achieved.

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Assistant Director for
Legislative Reference

Enclosures

DEPARTMENT OF THE AIR FORCE
WASHINGTON 20330



OFFICE OF THE SECRETARY

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The enactment of this proposal will result in no increase in budgetary requirements of the Department of Defense.

This report has been coordinated within the Department

of Defense in accordance with procedures prescribed by the
Secretary of Defense.

Sincerely,



FRANK A. SHRONTZ
Acting Secretary of the Air Force

Honorable Roy L. Ash
Director
Office of Management and Budget



August 22, 1974

Dear Mr. Director:

The following bills were received at the White House on August 22nd:

| | |
|------------|------------|
| S. 1871 | H.R. 14402 |
| S. 3703 | H.R. 14920 |
| H.R. 6485 | H.R. 15205 |
| H.R. 11864 | H.R. 15842 |

Please let the President have reports and recommendations as to the approval of these bills as soon as possible.

Sincerely,

Robert D. Linder
Chief Executive Clerk

The Honorable Roy L. Ash
Director
Office of Management and Budget
Washington, D. C.

of Defense in accordance with procedures prescribed by the
Secretary of Defense.

Sincerely,

A handwritten signature in cursive script, appearing to read 'F. Shrontz', written in dark ink.

FRANK A. SHRONTZ
Acting Secretary of the Air Force

Honorable Roy L. Ash
Director
Office of Management and Budget