Organization closure a study of mobility versus satisfaction

Roy N. Mattke
ORGANIZATION CLOSURE:
A STUDY OF MOBILITY VERSUS SATISFACTION

A Research Project
Presented to the
Faculty of
California State College, San Bernardino

In Partial Fulfillment of
the Requirements for the Degree
Master of Public Administration

by
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May 1977
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ABSTRACT

This thesis is an attitudinal study to investigate the relationship between mobility caused by the closure of a military organization and the sense of satisfaction individuals perceive as a result of the personnel actions associated with the closure. It employs a questionnaire survey of a technical organization that has had two years notification of closure and with all remaining personnel knowledgeable of their next duty assignment.

The theoretical orientation originates from literature which suggests that input into a career change by an individual generates a greater sense of satisfaction for that individual than if no chance of input is available. Other factors, too, can influence the actions of individuals in deciding to make particular career choices. Information supplied by the sample taken in the organization supports some of these literature findings, but tends to be at variance with other findings.

The Air Force attempts to provide programs which allow the individuals to make appropriate input into their career and future. It is up to the individual to take full advantage of these opportunities to gain satisfaction whenever the time comes to change job specialties or location.
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Chapter 1

BACKGROUND

Suddenly you are notified your place of employment is closing by a certain date. You have felt securely that you had a long time to continue performing your daily tasks and now you are faced with the trauma of what to do. To further complicate matters, you are told that the needs for persons with certain specialty skills are being drastically reduced and you must find some other career specialty on your own or one will be arbitrarily assigned to you. If you are a member of the United States Air Force and face this situation, there are directives that guide your future. But, are you satisfied with what is done in your behalf?

Changes of career patterns for a military member can be either on a voluntary or involuntary basis. With only these two options, do individuals, when faced with a career change resulting from an organizational closure, derive a sense of satisfaction from this move if they have a voice in their future assignment? Does the length of time an individual has spent in a career field result in greater or lesser satisfaction as a result of such moves? Since the military member has no opportunity to improve his position financially, as a general rule, are individuals willing to forego any input into their future occupational direction and accept any change that is
directed at them even if they have a chance to some degree to determine their future assignment? These are problem areas that are faced repeatedly in a period of economic constraint and an ever-reducing military force. Indications are that this will continue to be a pressing problem facing individuals choosing the military as their career for many years to come.

In the Beginning

The 15th Reconnaissance Technical Squadron (15RTS) began in 1952 when Headquarters, Strategic Air Command issued General Order 10. The squadron, this order stated, was "...constituted and assigned to the Strategic Air Command, ...assigned to the Fifteenth Air Force, and activated at March Air Force Base, California, effective 16 February 1952..."¹ It was one of three such units formed, the others being at Westover Air Force Base, Massachusetts, and Barksdale Air Force Base, Louisiana. The organization was begun with a nucleus of officers and airmen from the 5th Reconnaissance Technical Squadron at Travis Air Force Base, California, which was being inactivated and divided among the new units. The new organization was initially housed in a group of barracks known as "Dusty Acres". Within two years, construction was begun on a permanent, $1 million facility specifically designed for the organizational mission by a cartographic officer. Construction was completed in 1955 and the organization moved

¹U.S., Strategic Air Command, General Order 10, (Offutt Air Force Base, NE: Headquarters, Strategic Air Command, 10 February 1952).
The 15RTS was given the primary mission of producing air target materials. From 1952 through 1957, these included Series 100 and Series 50 Air Target Charts (scale of 1:100,000 and 1:50,000 respectively), Series 25 and Series 50 Air Target Mosaics and Target Area Analyses - Radar. In support of this mission, specialized equipment was developed largely through the initiative of the assigned personnel. Personnel skills centered primarily in the cartographic, photographic and lithographic specialties. Administrative and logistic specialties supplemented these production activities.

In 1957, squadron production activities changed to the Series 200 Air Target Chart (scale of 1:200,000), Series 50 Air Target Mosaics and Area Radar Prediction Analyses. This change was necessitated by a new concept of information portrayal whereby radar and cultural information for both high and low level bombing of targets was included on one chart. At this time, a fourth critical skill, photo interpretation, was emphasized in the occupational inventory. By 1960, the only remaining project was the Series 200 Air Target Chart. This chart, which is still being produced, provides radar and target location information necessary for briefing,

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3Ibid.
planning, training and execution of manned bomber operations. A portion of one such Series 200 Air Target Chart is provided in Plate I.

A New Production is Levied

Late in 1961, the requirement to produce a color transparency for use in the ANQ T-10 simulator trainer was levied by the Strategic Air Command. This project was given solely to the 15RTS without assistance from the sister units. In conjunction with industries interested in aircraft flight simulation and those associated with photographic techniques, a process of producing photographic presentations of real world characteristics was developed by technicians of the 15RTS. Because this was a new concept, these technicians were required to develop and even construct the sophisticated equipment associated with production. Cartographic personnel compiled manuscripts to depict ground elevations and radar significant features and then manually color separated each cultural and elevation level. Photographic personnel copied the manuscripts in black and white and made an experimental tri-color transparency. It was discovered in this successful attempt that extreme cleanliness was required as a speck of dust produced a radar return the size of a small city. To meet these requirements and in order to enter full scale production, construction was begun on a "clean room" in which the dust

count did not exceed 100,000 particles of dust larger than
one micron (.001 millimeter) per cubic foot of air. In 1965,
modules were added within this area so that some areas did
not exceed 10,000 parts per cubic foot and others did not
exceed 100 particles larger than one-half micron per cubic
foot of air, making the facility cleaner than an operating
room in a hospital. Personnel working in these areas had to
meet stringent dress and hygiene requirements. Research
and development in equipment design and techniques continued
to improve the quality of the final product.

The system, as developed and produced by the 15RTS, is
still used in flight mission simulators to enable aircrews to
simulate flight over actual wartime and training routes.
Aircrews can become familiar with cultural and terrestrial
features and practice crew coordination procedures at great
savings of fuel and aircraft operating costs. These products
are used in support of A-7, B-52, C-5A, F-4 and F-111 aircraft
by all components of the Department of Defense as well as the
British and Australian Air Forces. The flying spot scanner
in the simulator follows the flight path and the light is
transformed into signals by photomultiplier tubes, processed
and portrayed as a radar scope image for the radar navigator.
A plate covers a geographic distance of 1250 miles on a side
on a sheet of film 31" by 31" sandwiched between two optically

5Statement by Lewis N. Heaston, Photographic Equipment
Specialist, personal interview, March Air Force Base, California,
April 22, 1977.

perfect sheets of glass. It is possible to store approximately 250,000 bits of information per square inch. A portion of such an analog simulator plate covering an area of approximately 343 by 443 nautical miles is provided as Plate II.

As a move to reduce expenditures for mapping and charting, the Strategic Air Command closed the two sister units of the 15RTS in 1968 and 1971 respectively. The physical assets and manpower of these units were combined with the 15RTS. Thus, the 15RTS became the sole producer of charting information under the Strategic Air Command and was the sole producer of simulator plates.

A Major Change in Direction

A Blue Ribbon Panel of the Department of Defense recommended in 1970 that all military mapping be consolidated into one agency. The Secretary of Defense announced in his statement before the Senate Armed Services Committee on the Fiscal Year 1973 Defense Budget that all defense mapping, charting and geodetic operations were being put under a newly established agency, the Defense Mapping Agency. Only units providing direct support to field commanders would remain in the military departments. On July 1, 1972, the 15RTS became


the Cartographic Technical Squadron (CTS) as part of the Defense Mapping Agency Aerospace Center, the air associated component of the Defense Mapping Agency. There was no change in mission although there were major changes in personnel policies.

The organization was guaranteed 100% selective manning under the Defense Mapping Agency to fill the 301 military operational and support positions. Only those personnel demonstrating qualities of high personal and professional competence were selected. Tours of duty were set at three years stabilized with the possibility of extending annually for an additional year. Those who were marginal performers were eliminated through reassignment and only a cadre of true professionals was retained.

Prelude to the End

A December 1974 study group at the Defense Mapping Agency Aerospace Center stated that as a result of potential consolidation of like functions from the CTS with those of the Headquarters and the termination of the simulation plate program, the CTS could be phased out by the end of FY 1977. Analog simulator plates would no longer be required after this


time because new digital data was to be used in the new
simulators procurred for the combat forces.\textsuperscript{12}

The ultimate notice of inactivation was made at
4:30 p.m. on March 20, 1975, from the Defense Mapping Agency,
Washington, D.C. The CTS would be inactivated by September
1977. Phase out of the operations was to allow for staged
transfer of personnel to coincide to the greatest extent
possible with normal military rotational dates upon completion
of stabilized tours. Personnel resources were to revert back
to Air Force control with a reduction of the cartographic
career field, which comprised the bulk of CTS personnel
resources, to a small nucleus to be absorbed into a future
new specialty.\textsuperscript{13} The end of an era was in sight. A quarter
century of research, development and production would become
history.

DEFINITIONS

Within the Air Force concept, job mobility can be
readily defined as movement from one organization to another,
either by reassignment or through retraining. Whether the
movement is voluntary or involuntary on the part of the
individual is inconsequential. The Air Force pays all costs
involved in moving the member, his dependents and household
goods in either case.


\textsuperscript{13}"March AFB Mapping Squadron Activities to go to St.
Louis, MO", Press Release from the Public Affairs Office,
A reassignment is the change of an Air Force member, while serving continuously within the Air Force, from one position to another without promotion or demotion of grade. Similarly, retraining is the change of an Air Force member from one career specialty to another through formal schooling or on-the-job training at the expense of the Air Force.

For the purpose of this study, satisfaction will be defined as the individual's organization of qualities which he attributes to himself and which are the result of having his individual objectives met. It is a personal sense of achievement and will be operationally defined by the manner in which the individual associates his desires with his outcomes as a result of a move, either from reassignment or retraining.

Input is defined as the capability of the individual to express his preferences for reassignment or change in career specialty through official means.
Chapter 2

THE IMPORTANCE OF CHANGE

Although change is an important process in an individual's career, there are few empirical studies to show precisely what these changes may be. This research project incorporates all the literature written during the past two years dealing with the effects of change and worker satisfaction. Most studies concentrate on the differences of workers in the same job and most workers are combined into a single category irrespective of the different stages that may be involved in their careers. Worker satisfaction within an individual's career has as much variety as does satisfaction across job lines. What these studies fail to take into account is that a career represents a sequence of jobs held by an individual and a series of job shifts. This is especially true in a military situation where an individual is transferred from one unit to another at frequent intervals. He may be assigned within his specialty field, but the working environment and job functions may be quite different. These job shifts...
represent the basis of mobility and further enhance the idea of a career being a highly mobile process.

**Self-Generated Change is Positive**

In a recent study of 154 senior high school girls in Japan who intended to attend college, the subjects were divided into two groups. Individuals within one group were allowed to develop their own list of outcomes as to what their expectancies were while another group was tasked to rank provided outcomes. The expectancy theory formula \( M = \sum EV \) (Lawler and Porter, 1967) was used. An analysis of the data collected suggested that self-generated outcomes are probably more relevant for the test subjects than were the use of standard list outcomes. The subjects had the opportunity to have direct involvement in the choosing rather than merely arranging pre-selected choices. A second finding of the study was that for subjects to generate their own outcomes could probably be more effective in obtaining expectancy theory measures than the use of the standard list of outcomes.\(^{16}\)

**Career Change is a Multi-Faceted Action**

Voluntary job transfer situations of nonsupervisory workers from two separate companies were studied based on the assumption that certain jobs would be perceived as more

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desirable than others. It was shown that, where possible, worker initiated changes were to jobs that provided less routine tasks and greater worker involvement in the decision process associated with the job. Results further indicated that there was no statistical significance of movement toward enrichment when no pay increase was involved. It was hypothesized that job change requests were the result of factors of supervisor personalities or of the physical environment in the work center. To predict human behavior in seeking change, the study also suggested that the whole person and his environment must be considered. The study of a worker in his work environment restricted the scope of determinants such as family, social identities and situational factors which had to have consideration. There can be no isolation from these considerations. Much is dependent upon the individual's desired accomplishments, stage in the life cycle, motives, physical environment and the political and economic restraints, whether they be real or imagined. These findings add credence to earlier studies which indicate that job satisfaction is a result of a combination of factors and that these factors can not be listed in any particular order of importance. Importance, it was stated, is the product of the total situation in which a worker finds himself at any


particular time. Evidence further showed that in some cases, these other considerations overshadowed the financial aspect in voluntary job changes. Evidence also indicated that change was not necessarily a deliberate comparison of job alternatives but change in hopes of finding jobs that would be more satisfactory to the worker. The Air Force member has no opportunity for increased pay through his reassignment because of the limitations imposed by the military rank structure and promotion criteria dictated by directives.

The environmental impact resulting in the propensity of professionals to move is examined by four broad categories. The first is the specific problem confronted in the work place (work autonomy and decision making) or otherwise known as the situational factor. Implications are that the greater the dissatisfaction with the situation, the greater the propensity for the individual to move. Another factor is where the worker has greater ties to his profession than to the organization which also increases propensity to move. Thirdly, the professional finds himself, at times, in a specialty which is inconsistent with his personal views. He may feel his dignity is impaired or he is overly qualified. The greater this inconsistency becomes, the more likely the propensity to move to another occupational choice. Lastly, changing is a means

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of expanding toward greater career achievements. This is anticipatory of eventually obtaining greater rewards.\textsuperscript{20}

\textbf{Is Length of Employment Important}

One study suggests that the younger, less experienced workers express greater propensity to move than do the more advanced professionals. It is at these later stages when upward mobility plays the dominant role over lateral mobility. The less experienced see the ability to move as an opportunity to change to employment where they will have a greater chance for advancement. The increased emphasis upon the desire to get ahead strengthened the propensity to move at these earlier or trial stages of the career.\textsuperscript{21} A comparable study stated that changes are observed on a continuum throughout the career and not merely in the early stages.\textsuperscript{22}

Another study developed the model that the frequency with which individuals change jobs is strongly related to age in terms of psychological time rather than chronological time. The rate of impulses is shown to decline as the chronological age increases.\textsuperscript{23}

\textbf{When is the Time to Change}

In developing his model, Sorensen made the assumption that individuals change jobs to improve their achievement.


\textsuperscript{21}Ibid, pp. 366-369. \textsuperscript{22}Van Maanen, op. cit. p. 613.

\textsuperscript{23}Sorensen, op. cit., pp. 49-50.
Structural characteristics of the job play a vital role in the decision to move. Worker's levels of employment determine to a large degree whether they do or do not have complete control over their decisions to change jobs. If the individual has full control of his decision, he should change only when he can gain maximum benefit from the change. He will not be dependent upon the structural constraints since he is the one to decide when to make the change.  

Conversely, if a person does not have any choice regarding his job change, Sorensen states that there will be a loss of the sense of achievement. If he would have achieved a gain, the employee would have left his previous job before he was required to make the involuntary change.

A current trend appears to be for people to remain in their present locality even if it means a financial sacrifice. Although they may be forced to change careers, they are unwilling to leave their familiar surroundings, friends and life style. These factors are deemed more important than possible financial rewards. The satisfaction of achievement is being upstaged by the satisfaction of deeper emotional and psychological factors. However, it is not a total truism. For each one who refuses to move, there is someone else eager to change locale and careers. But these factors are causing individuals to give serious considerations to their future.

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24 Ibid., pp. 51-52.  
25 Ibid.  
26 Labor, "For Lots of Reasons, More Workers are Saying 'No' to Job Transfers," U.S. News & World Report, February 14, 1977, pp. 73-74.
The Air Force has developed procedures to manage its personnel resources as they pertain to reassignment and career changes. These procedures apply equally to all personnel as they move from one duty location to another and from one career field to another.

**Personnel Assignments - Officers**

Effective mission accomplishment is the primary objective of the officer assignment system. Each assignment is based on Air Force requirements, career development and administrative policies. Career development is a vital concept so that highly qualified and well-trained officers are available to meet the "total mission". Unit deactivation is one method of predicting officer availability for reassignment. Normally, every attempt is made to stabilize the lives of military personnel and their families and to reduce costs incurred in a move. Dependent upon national security requirements, the time interval between moves is made as long as possible, especially in these times of economic constraint. A minimum of 90 days advance notice is a major personnel objective. Long-range planning of assignment actions to maintain operational readiness is based on information contained in the officer's personnel records as well as Air Force current and projected requirements to fill vacancies. A close correlation of the individual's career objectives and the Air Force programs is attempted. Thus, well-trained
career officers who have demonstrated abilities receive the consideration they warrant to fill positions with increased responsibility. 27

The Air Force (AF) Form 90, Officer Career Objective Statement, is the officer's means of expressing his desires for assignments, training and career development on both short-range and long-range bases. This form is to be reaccomplished by the officer each time there is a change in his objectives or preferences. Career monitors are established at the Air Force Military Personnel Center (AFMPC) for each career area and these monitors utilize the AF Form 90 in conjunction with operational necessities. Individual preferences are used to the extent possible in making final assignment decisions. 28

While individual preferences and objectives are stressed as the goals of the career development process, the needs of the Air Force create the final determination. 29

Career development involves filling the gaps in an officer's qualifications for improved performance and promotion. Since these factors vary from individual to individual, the officer's own initiative determines the success of his career. Combined efforts of all levels, from the individual through USAF, are vitally important to ensure a climate conducive to growth. 30


30 Ibid., pp. 1-1 - 1-2.
The career plan must be carefully developed as to not be exclusive of other specialty areas. Faulty planning is one of the sure ways to limit available opportunities and the individual's potential value to the Air Force. Careers must be planned vertically instead of horizontally in preparation for promotion and assignments of greater responsibility. This will give the officer greater mobility and increased job satisfaction since competition increases as the longevity increases.31

Personnel Assignments - Enlisted

The primary objectives of the enlisted assignment system closely parallel those of the officer force. Like those of the officer corps, assignments are to fill valid military requirements with every consideration for individual desires, career progression and welfare aspects. However, unlike officer assignments, enlisted members are assigned by Control Air Force Specialty Code (CAFSC) and grade. The AFMPC distributes enlisted members to vacancies once they are incorporated into manning documents.32 A computerized system is utilized for collecting, recording, reporting, transferring and retrieving information on enlisted personnel. Because of the large number of individuals available, this process facilitates the

31Ibid., p. 6-1.

matching of available resources with demand. To provide adequate time for members to plan moves and meet personal obligations, a 90-day advance notice is desired but at least a 60-day notice is expected. Under unusual circumstances, this requirement can be waived for operational necessities and personal hardship must be endured. Unit inactivation is just one means of providing enlisted members for the reassignment program.

Airmen who are surplus to the needs of a unit are first considered for assignment to another unit on the same station (PCA) if their CAFSC can be used. If not, they are reported to AFMPC for permanent change of station (PCS). Those who are vulnerable for overseas assignment, or who are volunteers, are used to fill those vacancies. Others for whom no overseas assignments exist, or who are not volunteers, are allocated to stateside requirements.

The AF Form 392, Airman Assignment Preference Statement, is used to indicate an enlisted member's assignment preference. This document is of vital importance as it serves as the means of communicating desires of overseas assignment or base of preference for stateside assignment. It differs from the officer AF Form 90 in that it does not provide inputs on career development which receives less attention for enlisted members than among the officer force.

\[33^{Ibid.,} \text{p. 2-1.} \quad 34^{Ibid.,} \text{p. 3-12.} \quad 35^{Ibid.,} \text{p. 3-20.} \quad 36^{Ibid.,} \text{p. 3-32.}\]
An alternative for obtaining desired assignments by enlisted members is the base of preference program which provides reassignment from one stateside base to another if certain criteria are met. For those who are on a first enlistment, it offers the opportunity to move to a desired location for persons who intend to reenlist under the career airman reenlistment reservation system (CAREERS). For those who already have career status, it provides opportunity to move to a desired location after having been on station for four years. However, these career airmen must be eligible for a stateside to stateside move or not be vulnerable for overseas assignment.37

Retraining Opportunities

Enlisted members are provided with the opportunity of obtaining a new Air Force Specialty Code (AFSC) through either the formal schooling or on-the-job training method. Selective retraining can also be directed without the consent of the trainee to fill an Air Force requirement.38 Retraining is conducted basically for three purposes: (1) to meet the individual's career objectives, (2) to balance the requirements in a particular AFSC, and (3) to fill the vacancies in some other field to maintain the total objectives plan for career airman personnel based on years of service. Qualified airmen who possess overage CAFSC's and who are not knowledgeable of

37Ibid., p. 3-20.

another specialty are encouraged to retrain into short AFSC's for their year group. Otherwise, selective retraining may be made mandatory.\(^{39}\) This is one of the problems inherent in reduction of an AFSC where the member does not apply for voluntary retraining.

First term airmen are selected for retraining based on their preferences and qualifications and the Air Force requirements. Normally, they remain in their initial AFSC throughout their entire first term but are allowed to enter retraining upon establishing suitable retainability after this time. These individuals may apply for voluntary retraining in lieu of selective retraining. Career airmen must possess an overage AFSC and the requested AFSC must be a shortage for the individual's year group. There are maximum time in service limitations by grade after which an individual may not apply. In cases of selective retraining, an individual will be returned to duty in another possessed AFSC if possible. Each individual will be offered a final opportunity to apply voluntarily to a specialty of his/her choice. If the individual declines this opportunity, a new specialty will automatically be assigned from among those for which the individual has been approved by the Air Force.\(^{40}\)

A new and important program has recently been implemented for certain enlisted grades. It is designated as PALACE BALANCE and is designed to balance certain AFSC's by

\(^{39}\)Ibid., p. 1-2.  \(^{40}\)Ibid., pp. 2-2 - 2-3.
voluntary retraining from overage skills to shortage fields. It is designed to give Technical Sergeants (E-6) through Chief Master Sergeants (E-9) with proven potential the opportunity to discuss their follow-on assignment options with a specialized team at the AFMPC prior to any decision or commitment. The program offers a chance of improved job satisfaction by getting into a field that offers a challenge, appropriate training and selection of assignment possibilities. If reassignment is involved, the base will be guaranteed before the individual departs for retraining. Since the individuals eligible are already at supervisory grades, they are given a stabilized assignment for a two-year period if they volunteer.41

SUMMARY

Although empirical studies are not numerous on the effects of change in careers, indications are that where the worker has a direct input into his destiny, there will be greater satisfaction. Also, it is not always for financial gain that workers undertake a relocation but choose to change careers, even at a sacrifice. The Air Force offers its members the opportunity to have direct inputs into their career plans. Officers are provided with an extensive career management program aimed at preparing them for jobs of increased responsi-

bility and promotion. Enlisted members are offered similar opportunities of having inputs into their reassignment choices and in retraining to other skills areas on a voluntary basis.
Chapter 3

SUBJECTS

Subjects for investigation were those Air Force personnel assigned to the Cartographic Technical Squadron as of February 1977. Although the organization had an authorized strength of 301 military personnel during the period prior to notice of inactivation, available assigned personnel had been reduced to 115 persons at the time of this study. Hence, the sample used is a sample within a sample and might not be a true representation of the original manning. All of these remaining personnel had received notification of next duty assignment and were fully able to respond with the knowledge of where they would be expected to move. In addition to the military complement, there was a civilian complement of 21 Civil Service employees but these were excluded because they were guaranteed absorption into the Defense Mapping Agency at the same grade level and in the same skill, if they desired, or be registered with the Defense-wide Priority Placement Program.42

Distribution of the military personnel, by grade, is shown on Table 1. To obtain a representative sample of potential respondents, those with Social Security Account

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Numbers ending in odd numbers were used. Air Force regulations require that approval to conduct a survey of Air Force personnel must be obtained prior to data collection but for the purpose of this study, this was not done. Therefore, any data generated from the subjects cannot be construed as representing Air Force policy or as an official position by Air Force members. Data was provided on a purely voluntary basis with the full consent of the subjects providing no identification data was recorded or used other than that shown on the instrument (Appendix A).

Table 1
Distribution of the Military Personnel

<table>
<thead>
<tr>
<th>Grade</th>
<th>Number Assigned</th>
<th>Number Contacted</th>
</tr>
</thead>
<tbody>
<tr>
<td>E-4 and below</td>
<td>11</td>
<td>4</td>
</tr>
<tr>
<td>E-5</td>
<td>43</td>
<td>21</td>
</tr>
<tr>
<td>E-6</td>
<td>29</td>
<td>14</td>
</tr>
<tr>
<td>E-7 through E-9</td>
<td>25</td>
<td>8</td>
</tr>
<tr>
<td>Officers</td>
<td>7</td>
<td>4</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>115</strong></td>
<td><strong>51</strong></td>
</tr>
</tbody>
</table>

INSTRUMENT

A questionnaire, designed to provide some factual background identification data as well as opinioned responses on satisfaction, was developed. The U.S. Civil Service Commission publication, The Questionnaire Survey Technique, was used as an aid in preparing the questions. It incorporated

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the variable factors of: (1) the grade of the individual, (2) the length of time in service, and (3) the possibilities of reassignment. Again, because of restrictions in having individuals complete unauthorized surveys, the individual respondents were informally interviewed using the questions of the questionnaire. This limited, to some degree, the openness and candor with which the individuals answered. It also restricted the ability of the respondents to provide, with complete anonymity, their further feelings in the form of general or specific comments.

HYPOTHESES

To explore the basic assumptions found in the literature and the opportunities available to an Air Force member in a situation of organizational closure, the hypotheses for study were as follows:

1. An Air Force member who has not obtained the career change he requested will feel less satisfaction than the one who was given the career change of his choosing.

2. Personnel in the lower grades (i.e., E-1 through E-5) will find greater satisfaction with their reassignment than will those of higher grades (i.e., E-6 through E-9 and officers).

3. Those personnel in the lower grades will be more apt to seek retraining than those of a higher grade.
Chapter 4

FINDINGS

The career intentions of the sample are shown in Tables 2 and 3 by both grade and length of service. It can be noted that the majority of those individuals who have completed over 20 years of service elected to retire in lieu of moving to a new locality or changing their career specialties within the Air Force. It can also be noted that almost

Table 2

Career Intention by Time in Service

<table>
<thead>
<tr>
<th>Intention</th>
<th>4 yrs-8 yrs</th>
<th>8-16 yrs</th>
<th>16-20 yrs</th>
<th>Over 20 yrs</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>PCS/PCA</td>
<td>2</td>
<td>16</td>
<td>6</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>Retrain</td>
<td>1</td>
<td>1</td>
<td>3</td>
<td>4</td>
<td>1</td>
</tr>
<tr>
<td>Retire/Separate</td>
<td>1</td>
<td>4</td>
<td></td>
<td>6</td>
<td></td>
</tr>
</tbody>
</table>

Table 3

Career Intention by Grade

<table>
<thead>
<tr>
<th>Intention</th>
<th>E-4 and below</th>
<th>E-5</th>
<th>E-6</th>
<th>E-7 thru E-9</th>
<th>Officers</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>PCS/PCA</td>
<td>2</td>
<td>16</td>
<td>6</td>
<td>3</td>
<td>3</td>
<td>30</td>
</tr>
<tr>
<td>Retrain</td>
<td>1</td>
<td>1</td>
<td>5</td>
<td>3</td>
<td></td>
<td>10</td>
</tr>
<tr>
<td>Retire/Separate</td>
<td>1</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
<td>11</td>
</tr>
</tbody>
</table>

27
one-third of those with length of service under 8 years elected to pursue other interests. Grade distribution by time in service is shown in Table 4. Those individuals who are separating or retiring have not been considered in testing the hypotheses since they have made the decision to leave the Air Force. Of those personnel who are retraining, only three are not included in the PALACE BALANCE program. Two below the grade of Technical Sergeant are not eligible and one Technical Sergeant had an application approved prior to the beginning of the program.

<table>
<thead>
<tr>
<th>Grade and Service Time Distribution</th>
</tr>
</thead>
<tbody>
<tr>
<td>Service Time</td>
</tr>
<tr>
<td>---------------</td>
</tr>
<tr>
<td>4 Yrs and below</td>
</tr>
<tr>
<td>4-8 Years</td>
</tr>
<tr>
<td>8-16 Years</td>
</tr>
<tr>
<td>16-20 Years</td>
</tr>
<tr>
<td>Over 20 Years</td>
</tr>
</tbody>
</table>

Those individuals who felt they had no input into their future assignment are shown in Tables 5 and 6 by both grade and length of service. Of the whole sample, approximately one-third of those queried felt they had no input. This was especially true of those in the grade of Staff Sergeant and below who had less than 16 years of service. Three personnel in the grade of Staff Sergeant in the 8-16 year group felt they had an insufficient amount of time to make their desires known through appropriate channels. Two of these felt they had no input into
Table 5

No Input into Future Assignment by Grade

<table>
<thead>
<tr>
<th>Opinion</th>
<th>E-4 and E-5</th>
<th>E-6</th>
<th>E-7 thru E-9</th>
<th>Officers</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Satisfied</td>
<td>4</td>
<td>1</td>
<td>1</td>
<td></td>
<td>6</td>
</tr>
<tr>
<td>Unsatisfied</td>
<td>1</td>
<td>3</td>
<td>1</td>
<td>1</td>
<td>6</td>
</tr>
</tbody>
</table>

Table 6

No Input into Future Assignment by Time in Service

<table>
<thead>
<tr>
<th>Opinion</th>
<th>4 yrs and below</th>
<th>4-8 years</th>
<th>8-16 years</th>
<th>16-20 years</th>
<th>Over 20 years</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Satisfied</td>
<td>3</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>6</td>
</tr>
<tr>
<td>Unsatisfied</td>
<td>1</td>
<td>4</td>
<td>1</td>
<td></td>
<td>1</td>
<td>6</td>
</tr>
</tbody>
</table>

Those who were satisfied with their future assignment equalled the number who were unsatisfied for this group. Those who felt they had an input into their future assignment are shown in Tables 7 and 8. It is interesting to note that of this category, only approximately 18% were unsatisfied with their assignment. The majority of those who felt they had an input into their future were in the grade of

Table 7

Input into Future Assignment by Grade

<table>
<thead>
<tr>
<th>Opinion</th>
<th>E-4 and E-5</th>
<th>E-6</th>
<th>E-7 thru E-9</th>
<th>Officers</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Satisfied</td>
<td>2</td>
<td>6</td>
<td>8</td>
<td>4</td>
<td>3</td>
</tr>
<tr>
<td>Unsatisfied</td>
<td>4</td>
<td>1</td>
<td></td>
<td></td>
<td>5</td>
</tr>
</tbody>
</table>
Table 8
Input into Future Assignment by Time in Service

<table>
<thead>
<tr>
<th>Opinion</th>
<th>4 years and below</th>
<th>4-8 years</th>
<th>8-16 years</th>
<th>16-20 years</th>
<th>Over 20 years</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Satisfied</td>
<td>1</td>
<td>5</td>
<td>9</td>
<td>6</td>
<td>2</td>
<td>23</td>
</tr>
<tr>
<td>Unsatisfied</td>
<td>1</td>
<td>4</td>
<td></td>
<td>2</td>
<td>5</td>
<td>5</td>
</tr>
</tbody>
</table>

Technical Sergeant and below and with less than 16 years in service. Using the Chi-Square for a 2 x 2 table, as shown in Figure 1, the proportions of the group who perceived no input were compared with the proportions of the group who felt they had an input at the .01 level. The results caused the rejection of the null hypothesis that there was no significance between the proportions of those who perceived an input and were satisfied and those who did not and were satisfied with their future assignment. As a result of these findings, hypothesis 1 must be accepted.

<table>
<thead>
<tr>
<th>Satisfied</th>
<th>Unsatisfied</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Satisfied</td>
<td>82</td>
<td>18</td>
</tr>
<tr>
<td>Unsatisfied</td>
<td>50</td>
<td>50</td>
</tr>
</tbody>
</table>

Total 132 68 200

Figure 1
Distribution of Proportions for Input Versus Satisfaction Comparison
The data from Tables 5 and 7 are combined to determine the impact of grade level upon satisfaction from new assignments without regard for input. This information is reflected in Table 9. Again, using the Chi-Square for a 2 x 2 table, as shown in Figure 2, the proportions of the E-5 and below grade levels were compared with the proportions of the E-6 and above at the .01 level. The results caused the null hypothesis that there was no significance between the two proportions to be rejected. However, the hypothesis 2, as stated, is also false since in the comparison, the proportions of Staff Sergeants and below do not receive greater satisfaction than do Technical Sergeants and above in the

<table>
<thead>
<tr>
<th>Opinion</th>
<th>E-4 and E-5 below</th>
<th>E-6</th>
<th>E-7 thru E-9</th>
<th>Officers</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Satisfied</td>
<td>2</td>
<td>10</td>
<td>9</td>
<td>5</td>
<td>3</td>
</tr>
<tr>
<td>Unsatisfied</td>
<td>1</td>
<td>7</td>
<td>2</td>
<td>1</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>Satisfied</th>
<th>Unsatisfied</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>E-5 and below</td>
<td>60</td>
<td>40</td>
<td>100</td>
</tr>
<tr>
<td>E-6 and above</td>
<td>85</td>
<td>15</td>
<td>100</td>
</tr>
<tr>
<td>Total</td>
<td>145</td>
<td>55</td>
<td>200</td>
</tr>
</tbody>
</table>

Figure 2

Distribution of Proportions for Satisfaction Comparison
two groups of equal numbers of personnel. Therefore, it must be stated that personnel in the higher grades (i.e., E-6 through E-9 and officers) find greater satisfaction in their reassignments than do lower grades (i.e., E-5 and below).

Using the data from Table 3, with the exclusion of the officers, who were not eligible for retraining, the proportions of those in the grade of E-5 and below who sought retraining as their option are compared with those in the grade of E-6 and above who chose retraining. Using the Chi-Square for a 2 x 2 table, as shown in Figure 3, the null hypothesis that there was no significance between the two groups must be rejected when tested at the .01 level. The third hypothesis must be rejected because from the data in Table 3, of those who chose retraining, 80% are in the grade of Technical Sergeant or above. The one E-4 and below who chose retraining did not receive his first choice of assignment but expressed satisfaction with his second choice.

<table>
<thead>
<tr>
<th></th>
<th>Retrained</th>
<th>Other</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>E-5 and below</td>
<td>8</td>
<td>92</td>
<td>100</td>
</tr>
<tr>
<td>E-6 and above</td>
<td>36</td>
<td>64</td>
<td>100</td>
</tr>
<tr>
<td>Total</td>
<td>44</td>
<td>156</td>
<td>200</td>
</tr>
</tbody>
</table>

Figure 3
Comparison of Proportions of Grade Levels in Choosing Retraining
Respondents were closely divided on their opinion of whether they felt that they were being taken into account as individuals rather than numbers in the assignment process. The responses are shown in Table 10. Only a small portion of those who felt they were considered also felt they had no input into their future assignment. Conversely, almost half of those who felt they were not taken into account as individuals, stated they had input into their future assignment.

Table 10

<table>
<thead>
<tr>
<th>Opinion</th>
<th>E-4 and E-5</th>
<th>E-6</th>
<th>E-7 thru E-9</th>
<th>Officers</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>2</td>
<td>5 (1)</td>
<td>5 (1)</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>No</td>
<td>1 (1)</td>
<td>12 (6)</td>
<td>6 (1)</td>
<td>4 (2)</td>
<td>23 (10)</td>
</tr>
</tbody>
</table>

Figures in parenthesis indicate those who felt they had no input into their future assignment.

By a same token, those who would have preferred another base other than the one they received were evenly paired. However, half who would have preferred a different base felt

Table II

<table>
<thead>
<tr>
<th>Opinion</th>
<th>E-4 and E-5</th>
<th>E-6</th>
<th>E-7 thru E-9</th>
<th>Officers</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>2 (1)</td>
<td>12 (7)</td>
<td>5 (2)</td>
<td>2 (1)</td>
<td>1</td>
</tr>
<tr>
<td>No</td>
<td>1</td>
<td>5</td>
<td>6</td>
<td>4</td>
<td>2</td>
</tr>
</tbody>
</table>

Figures in parenthesis indicate those who were unsatisfied with their future assignment.
they were unsatisfied with their future assignment while none of those who received their base of choice were unsatisfied with their assignment as is shown in Table 11.

A tabulation of opinions of persons as to whether or not they fully availed themself of every opportunity is shown in Table 12. By comparison, only approximately one-fourth

Table 12
Availed Self of Every Opportunity by Grade

<table>
<thead>
<tr>
<th>Opinion</th>
<th>E-4 and below</th>
<th>E-5</th>
<th>E-6</th>
<th>E-7 thru E-9 Officers</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>2 (1)</td>
<td>9 (5)</td>
<td>6 (1)</td>
<td>6 (1)</td>
<td>26 (8)</td>
</tr>
<tr>
<td>No</td>
<td>1</td>
<td>8 (2)</td>
<td>5 (1)</td>
<td>3</td>
<td>14 (3)</td>
</tr>
</tbody>
</table>

Figures in parenthesis indicate those who were not satisfied with their future assignment.

of all respondents indicate they are not satisfied with their future assignment. Table 13 portrays those opinions of whether, if they had the opportunity over again, the individuals would attempt to get a greater say in their future career.

The majority of personnel felt their future career assignment would be a rewarding experience, however, as is shown in Table 14. Again, the majority of those who felt it would not be rewarding indicated they were of the opinion that they had no input into their future career assignment. All personnel who felt it would not be rewarding were being reassigned and were not using the option of retraining or retirement/separation.
Table 13
Desire Greater Say in Future by Grade

<table>
<thead>
<tr>
<th>Opinion</th>
<th>E-4 and below</th>
<th>E-5</th>
<th>E-6</th>
<th>E-7 thru E-9</th>
<th>Officers</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>No</td>
<td>5 (3)</td>
<td>4 (4)</td>
<td>2 (2)</td>
<td>3 (3)</td>
<td>14 (12)</td>
<td></td>
</tr>
</tbody>
</table>

Figures in parenthesis indicate those who received their requested assignments.
Figures in brackets indicate those who were not satisfied with their future assignment.
<table>
<thead>
<tr>
<th>Opinion</th>
<th>E-4 and below</th>
<th>E-5</th>
<th>E-6</th>
<th>E-7 thru E-9</th>
<th>Officers</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>2</td>
<td>8 (4) [1]</td>
<td>9 (1)</td>
<td>5 (1)</td>
<td>3</td>
<td>27 (6) [1]</td>
</tr>
</tbody>
</table>

Figures in parenthesis indicate those who felt they had no input into their future assignment.

Figures in brackets indicate those who were unsatisfied with their future assignment.
CONCLUSIONS

An analysis of the data indicates that input into future career plans is an important property in determining individual satisfaction. Those that expressed the opinion that they had input felt greater satisfaction than those who did not feel the same sense of input. Also, those at the point of being eligible for retirement were more apt to elect this option than change careers within the Air Force. PALACE BALANCE plays a vital part in the retraining plans of those eligible and adds to their feelings of satisfaction.
Inactivation of the Cartographic Technical Squadron and the resultant personnel actions produced results that correlate with other studies. In those instances where the individuals felt they had an input into their future, they perceived a greater sense of satisfaction than those who felt they had no input.

The Air Force has attempted to make viable programs available for individuals to express their career preferences. The officer corps can use the AF Form 90 and the enlisted personnel can use the AF Form 392. In addition, enlisted personnel can apply for the base of preference program if they qualify. Several retraining programs are also available for those desiring to change their career specialties. The PALACE BALANCE program is one of the innovations to give certain individuals a wider latitude of input into their career. Each individual member has these programs to use to his benefit and lack of satisfaction can result from one of two things: (1) individuals do not care enough about their future to ensure their desires are made known through the prescribed avenues, or (2) the system is not responsive to the desires of the individual. An analysis of the data shows that 35% of those interviewed felt they had not availed themselves of every opportunity that exists. Comparably, 35% stated a desire to have a greater say
in their future after their future assignment was known. Slightly less than 30% were not satisfied with their future assignment. A larger group, approximately 60%, felt they were not taken into account as individuals in their future career with half of this group feeling they had no input into their assignment. These findings would indicate that the individuals were negligent in that they failed to make the input upon which assignment actions could be based. If they had used the system as it is prescribed in regulations, there should have been greater satisfaction. However, 70% feel that their future will be a rewarding experience despite the fact that some felt they had no input as to choice of assignment.

Certainly a significant factor in the inactivation of the CTS was the long interval between notification and the actual closure. There was ample time for all personnel to ensure their desires were expressed. This factor could also have been the cause of people failing to express their desires because of complacency. Management can place emphasis on the need for action but unless the individual perceives the urgency, time will pass rapidly and any input will be too late as the personnel actions by the AFMPC have already been determined.

The recruitment program offered by the Air Force permits those with 20 or more years active service to retire in lieu of continuing their employment. Two-thirds of those with over 20 years in the survey chose this avenue of changing careers rather than opting for a move. This adds credence to findings that people desire to remain in their present locale even at a financial loss. Retirement pay for
a military individual is based on a percentage of active duty pay and hence that individual makes a financial sacrifice to retire. To bring himself up to his former level, he must seek employment in the civilian job market after retirement. However, the meeting of the psychological needs offsets the financial adjustments. This retirement program is a boon to both Air Force objectives for reducing personnel in the upper grade levels and in helping people meet their objectives of remaining in familiar surroundings, with friends or in a chosen life style within the community.

By the same token, some in the earlier stages of their Air Force career also terminated rather than move to some other location. These decisions are based primarily on dissatisfaction with Air Force life, family considerations or the desire to pursue educational objectives. These are factors that each individual must weigh but dissatisfaction enhances the choice to change careers. Early in a career, the change has less consequences than in later years because the individual has received some career training but has not expended a large portion of his life in that specialty. He has also accrued the veteran's educational assistance benefits to begin a new career and at the same time broaden his educational background. Low military pay has an influence on these individuals due to the lower grades at the early points of the career and the potential to improve financial positions in the civilian economy.

PALACE BALANCE provides individuals with a means of expanding their horizons to greater career achievements. It
permits those with the desire for a direct input into both their career specialty and base of assignment the opportunity to realize fruition of these desires. Seven people surveyed chose this approach and expressed satisfaction with the outcome.

Contrary to the findings in the literature which was previously cited, the greatest propensity to change careers was among those in the upper grades rather than the lower grades. However, in consonance with some of the literature findings, the change is on a continuum over the entire period: an individual is in the Air Force with some in all stages seeking to change specialties. The most probable cause for this difference is the PALACE BALANCE program which applies to the upper grades and gives a greater sense of satisfaction to these individuals through its opportunities. If this same program was expanded to the lower grades, in all probability, lower grade individuals would seek to avail themselves of the guarantees associated with the program.

SPECULATION

Despite the fact that there was a correlation of the data on feelings of satisfaction associated with the move prior to closure, it can not be ascertained if this is a lasting sense of satisfaction. To properly determine if the results remain positive, a post-test of these same individuals must be taken at some future established time. However, under the parameters of this project, the anonymity of the respondents prevents future contact. It can only be surmised that these
individuals will perceive the same sense of satisfaction as a result of their career choice after having performed in their selected endeavor for some time. A project for further research of military job mobility under more permissive circumstances would be needed to trace career patterns.

Whether or not the findings of this study would prevail across the broad spectrum of the Air Force is open to debate. With the diversity of career specialties plus the flying missions, it can not be stated that the findings of a study of a technical organization such as the Cartographic Technical Squadron would be atypical of the entire Air Force. Each organization which would face inactivation would probably be an entity unto itself with specific idiosyncrasies that would affect the degree of satisfaction individuals would perceive. The only comparable factor is the openness of the input system for individuals to make their desires known. The degree of satisfaction an individual can receive, is therefore, dependent on his use of the process available.
BIBLIOGRAPHY

1. Books and Periodicals


2. Government Publications


3. Letters, Interview and Press Release


PLATE I

PORTION OF A SERIES 200 AIR TARGET CHART
PLATE II

PORTION OF AN ANALOG SIMULATOR PLATE
COVERING AN AREA OF APPROXIMATELY
343 BY 443 NAUTICAL MILES
Note from Pfau Library:
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ATTITUDE QUESTIONNAIRE

Indicate the answer which best describes your situation.

1. What is your grade level?
   - E-4 or below
   - E-5
   - E-6
   - E-7 thru E-9
   - Officer

2. How long have you been in the Air Force?
   - Under 4 years
   - 4-8 years
   - 8-16 years
   - 16-20 years
   - Over 20 years

3. As a result of the Squadron inactivation, are you going to:
   - go PCS or PCA (same AFSC)
   - Retrain
   - Retire
   - PALACE BALANCE
   - Other

4. If applicable, is your retraining under:
   - Yes
   - No

5. Did you have an input into your future assignment?
   - Yes
   - No

6. Did you receive the assignment you requested?
   - Yes
   - No

7. Are you satisfied with your future assignment?
   - Yes
   - No
8. Would you desire to be reassigned to some other AFSC instead of the one you received on your retraining request (if you did not get your first choice)?
   Yes
   No

9. Would you prefer to be reassigned to some other base instead of the one you were given?
   Yes
   No

10. Do you feel the assignment actions taken as a result of the inactivation of the Squadron have taken your individual desires into account?
    Yes
    No

11. Do you expect your future assignment to be a rewarding experience for you?
    Yes
    No

12. If you had the opportunity over again, would you attempt to get a greater say in what your future career will offer?
    Yes
    No

13. In your opinion, was there sufficient time for you to make your desires known through the appropriate channels?
    Yes
    No

14. Do you feel you fully availed yourself of every opportunity that was available to you?
    Yes
    No