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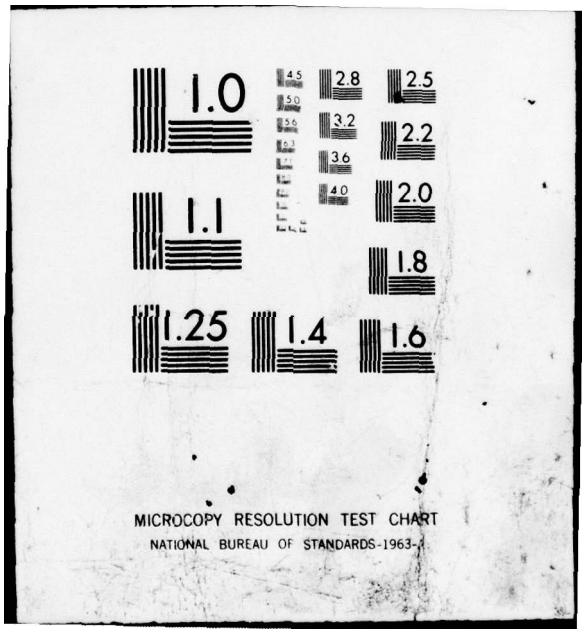
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U.S. ARMY TROOP SUPPORT AGENCY
FORT LEE, VIRGINIA

AD A075956

CFMS

Central Food Management System

EVALUATION REPORT

CENTRAL FOOD MANAGEMENT SYSTEM

BY

DIRECTORATE OF CONCEPTS AND SYSTEMS

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TROOP SUPPORT AGENCY

DIRECTORATE OF CONCEPTS AND SYSTEMS

FORT LEE, VIRGINIA

(11) 30 MAY 79

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ACCESSION for
NTIS White Section ☑
DDC Buff Section ☐
UNANNOUNCED ☐
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PER LETTER
BY
DISTRIBUTION/AVAILABILITY CODES
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EXECUTIVE SUMMARY

An evaluation of the Fort Lee Central Food Management System (CFMS) was performed in September through December 1978. The purpose was to determine if the system had improved the efficiency and effectiveness of the Fort Lee installation food service program and to determine whether the system warrants further evaluation at other installations. It should be noted that the Central Food Preparation System (CFPS) was also operated at Fort Lee during 1978 and was evaluated during March through September 1978. The operation of the CFPS could have influenced the overall results of this CFMS study. However, the CFMS report is related to overall installation level food management as originally conceptualized and organized at Fort Lee in 1972. As a result, the management structure had sufficient time to stabilize and properly interface TDA and TOE food service operations prior to the evaluation. The problems identified in this study associated with centrally managing and controlling TDA and TOE personnel are inherent with or without a Central Food Preparation System (CFPS).

For comparison purposes, visits were made to Fort Richardson, Alaska, and Forts Belvoir and Eustis, Virginia. A Food Service Detachment has provided for central management of the food service program at Fort Richardson, Alaska, since 1972. Fort Belvoir and Fort Eustis have missions similar to Fort Lee's, but have decentralized or conventional food service operations.

The Fort Lee food service program was evaluated relative to the attitudes of commanders and food service personnel, the day-to-day operations, personnel requirements, and the impact on TOE units. Although a savings of

dining facility personnel was achieved, it was determined that this system did not improve the Fort Lee installation food service program.

The day-to-day operations of the dining facilities were not improved and sanitation was considered below average when compared to other installations having similar missions. The readiness posture of TOE units had been compromised and food service personnel (especially TOE) had difficulty understanding their role in the organization and in determining their supervisor (who is in charge). A viable training and education program for TOE and TDA military food service personnel was not effected at Fort Lee.

It must be recognized that the CFMS at Fort Lee and Fort Richardson provided a means to utilize those TOE cooks not required for the support of TOE unit garrison feeding requirements. A savings was achieved by placing TOE food service personnel in TDA dining facility positions, although this should not be considered an effective savings in all cases. Specifically, if the unit or battalion deployed for even a short period of time, a personnel shortage was created in TDA dining facilities and personnel were not available to fill this void. This situation was further aggravated when the TOE unit or battalion deployed or participated in field training since the TDA dining facilities losing the TOE cook personnel do not in fact experience a reduction in the number of personnel subsisting. This indicated that TOE food service personnel should not normally be used to fill TDA dining facilities personnel requirements due to the differences in mission requirements. If TOE personnel are used in TDA facilities, careful planning and coordination is essential. Effective controls must be exercised to

assure that use of TOE personnel in TDA facilities does not adversely impact upon the mission accomplishment of a TOE unit, or conversely, on the TDA dining facility operations when these personnel are absent.

Because of the requisite increased management skills required at installation level to operate dining facilities under Central Food Management, management personnel qualifications under CFMS must be expanded beyond those currently found in the DIO Food Service Branch. Hence, unless overall Army policy for staffing of food service personnel in TOE units is changed, a CFMS at a TOE heavy installation (such as a division) would not achieve significant personnel savings. However, reduction of TOE cooks because of reduced requirements in consolidated garrison facilities may have an adverse effect on the field food service capability.

It should be emphasized that an earlier study conducted at Fort Benning indicated cost benefits for the CFMS. However, judgments were based principally on "soft" data and were representative of CONUS Army installation food service programs in the early 1970's when the majority of dining facilities on an installation were of company size. Furthermore, these cost benefits were based on an installation with a high density of TDA and TOE units. These savings were to be achieved by utilizing TOE food service personnel not required for feeding TOE units in garrison to supplement TDA food service staffing requirements. Subsequent to the establishment of the CFMS by the Subsistence Operations Review Board (SORB) at Fort Lee in 1972, a considerable number of changes have occurred in the areas of consolidation, modernization, and new construction of Brigade and Battalion dining facilities. This action has significantly reduced the number of dining facilities currently

in use or planned. Likewise, it has been difficult to accomplish significant reductions of TOE food service personnel due to the incompatibility of TDA and TOE mission requirements. NOTE: As part of the Division Restructuring Study (DRS), consolidated feeding in the field was evaluated with the recommendation that assigned TOE food service personnel be reduced. If this study is adopted, the problem of ineffective utilization of TOE food service personnel in garrison should be greatly reduced, if not eliminated, but a reverse problem would occur in individual company-sized facilities in garrison.

Both TRADOC and Fort Lee have stated that the CFMS concept was not supportive of the Army's food service mission and recommended that the concept not be adopted or tested further.

The evaluation of the food service programs at Fort Eustis, Virginia, and Fort Belvoir, Virginia, indicated that a central food management system at installation level would not necessarily improve these programs. In addition, the evaluation of the Food Service Detachment at Fort Richardson, Alaska, revealed that central management had reduced personnel, but that this reduction had been achieved to the detriment of the overall food service program. The Food Service Detachment was not an effective organizational structure and had not improved the food service programs for either the installation or the 172nd Infantry Brigade.

In view of the above, the CFMS as evaluated at Fort Lee does not warrant further evaluation at a Division Installation (Fort Polk) or at an installation having TDA units and a TOE Brigade (Fort Knox or Fort Benning) and should not be proliferated to other Army installations. Also, the CFMS as tested at Fort Lee is not an efficient and effective organizational

structure to control and operate an installation food service program which includes both TDA and TOE units and food service personnel. Furthermore, based on this review and observations at other Army installations, it is concluded that the establishment of an effective overall food service program at an installation, with or without central management, is highly dependent on the interest of the installation commander and the efforts, influence and rapport of the installation/unit food adviser with commanders, staff, and dining facility personnel at all levels.

The limited benefits of the CFMS Concept as evaluated at Fort Lee did not warrant conducting a thorough cost analysis. This is attributed to the disadvantages totally outweighing the limited advantages to be acquired with this concept. However, Section IV, para C, does provide a limited analysis of the overhead personnel associated with the Fort Lee CFMS and a hypothetical conventional system at Fort Lee. In addition, it should be understood that the search will continue for new concepts or improved methods pertaining to organizational and management structures and personnel requirements necessary to improve Army Food Service Management at installation level and consolidated brigade/ battalion dining facilities.

NOTE: Since this report was drafted, the Fort Lee CFMS has converted to a conventional installation food service program. As a result, the Executive Summary is written in the past tense and the body of the report is written in the present tense.

SECTION I

INTRODUCTION

A. PURPOSE: The Central Food Management System (CFMS) was evaluated at Fort Lee, Virginia, during the period September through December 1978 to determine whether the system would improve the efficiency and effectiveness of the food program at installation level and whether the system merits further evaluation at other installations. Also, the system was evaluated to determine the management structure required to operate and manage an installation Central Food Preparation System (CFPS). The latter area was addressed in a separate CFPS study forwarded to DA DCSLOG on 28 December 1978.

B. SCOPE: The CFMS evaluation encompassed: determining advantages and disadvantages of centralized installation food management and conventional or decentralized installation food management; review of the 1973 Subsistence Operations Review Board (SORB) Report; analysis of the attitudes of commanders and food service personnel towards central management; review of the Fort Lee Central Food Management System by a Troop Support Agency Food Management Assistance Team and Systems Development Division personnel; visits to installations having decentralized or conventional installation food management; a visit to Fort Richardson, Alaska, which has central management (Food Service Detachment); and interviews with tactical and combat service support Unit Commanders under central management.

C. BACKGROUND:

1. In November 1970, the Chief of Staff of the Army established the Department of Army Subsistence Operations Review Board (SORB) to investigate the adequacy of the Army food service system and to develop an effective,

efficient, and economical food service system. The Board determined that the many deficiencies found were caused by the use of small, inefficient, and independent food preparation facilities operated in many cases by unqualified personnel under minimum supervision.

2. The SORB indicated that no well-defined food management system existed at the installation level; therefore, no planning could succeed until effective controls at the operating level were established. The food service resources on an installation were scattered among various branches within the Services Division of the Directorate of Industrial Operations (DIO) and the various TOE and TDA organizations assigned to the installation. As such, SORB found that food service was not responsive to the troops or TOE and TDA Food Service personnel and that facilities and equipment were not effectively utilized. In addition, this decentralization of resources and actual operating control were contrary to the trend found in industry. The SORB indicated that centralization of food service activities at installation level would be beneficial in terms of services, resources, and command emphasis and that it was imperative for successful implementation of a Central Food Preparation Facility. Consequently, a provisional centralized food management system was established at Fort Lee in April 1972. Under this system, the installation food program was removed from the Services Division of the DIO and elevated to directorate level by establishing a Directorate of Food Management (DFM). The directorate initially consisted of a Food Service Company, an Administrative and Logistics Support Division, a Central Food Services Division, a Commissary Division, and a Technical Support Office.

3. In 1973, the SORB recommended that this Directorate of Food Management concept be adopted in the FY 74 time frame by installations (CONUS and Overseas)

with high densities of TDA and TOE units in order to acquire the benefits of a centrally managed installation food program. This recommendation was based upon specific lessons learned from the Fort Lee Directorate of Food Management. The SORB indicated that Central Management had improved the following: management of the Army Ration Credit System (ARCS); service to the diner; headcount control; field training support; and utilization of personnel. Many of these improvements identified by the report were subjective. Since 1973, the Fort Lee DFM has evolved into a Support Division, a Dining Facility Operations Division, a Central Food Preparation Division, and a Technical Support Office. TOE and TDA food service personnel are no longer assigned to a food service company; instead, TOE personnel are assigned to their parent units and TDA personnel to the post Headquarters and Headquarters Company. The Directorate of Food Management, however, exercises operational control over these personnel in garrison.

4. In September 1974, the Department of the Army directed the Troop Support Agency to further evaluate the Central Food Management System at Fort Lee and to determine the effectiveness and efficiency of the operation before proliferating the system to other installations. Since this time, the Fort Lee DFM has experienced numerous personnel changes and several revisions to the originally proposed TDA. It was not until 9 August 1976 that authority to deviate from the provisions of AR 10-10 was received, and the Directorate of Food Management at Fort Lee was authorized until September 1980. The TDA under which the DFM operated was approved 5 July 1977.

D. OBJECTIVE: The primary objective of the evaluation was to determine if central management improves the efficiency and effectiveness of the

installation food service program and whether or not the system warrants further evaluation at other installations in order to make this determination.

SECTION II

SYSTEM DESCRIPTION

A. THE CONVENTIONAL OR DECENTRALIZED FOOD SERVICE PROGRAM:

1. Army Regulation 30-1, the Army Food Service Program, dated March 1977, with Change 1, December 1977, establishes the policies, objectives, and basic standards for the Army food service program at Army installations. The Army food service program on an installation is influenced by commanders, both TDA and TOE installation food advisers, Troop Issue Subsistence Activities (TISA), and individual food service officers at unit level. Commanders are responsible for insuring that the best qualified and trained personnel available to the command are used in the food service program and that all food facilities down to and including consumer level facilities are properly supervised. The food adviser is responsible for assisting the commander in attaining the objectives of the food service program. Commanders at all levels are responsible for executing the objectives of this program. The objectives of the Army food service program in AR 30-1 are based upon Department of Defense Directive 1338.10M, Department of Defense Food Service Program, November 1978.

2. At installation level, the Directorate of Industrial Operations (DIO), organized in accordance with DA PAM 570-551, directs and coordinates all installation support activities including the installation food service program. The Services Division of the DIO is responsible for supervising and coordinating logistics services including the installation food service program, troop issue subsistence, laundry and dry cleaning, and mortuary functions. In order to supervise and coordinate logistics services, the Services Division is usually composed of the following branches: Food Service (The Installation Food Adviser is assigned to

this branch); Troop Issue Subsistence; and Laundry and Dry Cleaning.

3. Normally, the Senior Food Adviser is the Installation Food Adviser, but this may not always be the case. In addition to this position, there are food advisers at the Division and Brigade levels of command. Also, if the installation has a COSCOM, there is a Food Adviser in this organization. The duty of the food adviser at all levels of command is to assist the commander in providing a viable food service program. The food adviser does not command, but exercises technical assistance and supervision over food service activities, i.e., suggestions and recommendations.

4. The Troop Issue Subsistence Activity receives, stores, issues, and accounts for all subsistence. The Troop Issue Subsistence Branch, Services Division, is responsible for the control and operation of the TISA. The installation food adviser and food service sergeants must coordinate and work very closely with the TISA management.

5. The Unit Food Service Officer is the appointed representative of the Commander and supervises the operation of the dining facility. This officer is the liaison between the Unit Commander and the Food Service Sergeant, who represents the immediate management of the facility.

6. The Unit Food Service Sergeant is a key person in the installation food program. This individual is directly responsible to the Food Service Officer and Unit Commander for the operation and control of the unit dining facility. He is directly in charge of every detail of the operation, but specific operations and supervisory duties are delegated to others.

7. In summary, the present Army food service program is basically decentralized with food service being the direct responsibility of commanders at all levels. The food adviser, whether assigned to the Installation DIO,

Corps, Division (G-4), Groups, or Brigades, is responsible for planning and coordinating the food service program of the command. The food adviser exercises technical assistance and supervision over food service activities, but does not command. In the conduct of the Army food service program, the Commander (Installation, Division, Group, or Brigade) looks primarily to the food adviser for assistance. Yet, the greatest full-time responsibility and primary burden for the efficiency and effectiveness of the food service program rests with the Unit Commander responsible for the dining facility and the Food Service Sergeant actually managing the facility.

8. A complete description of the current food program at installation level is attached at Annex A.

B. CENTRAL FOOD MANAGEMENT SYSTEM (CFMS):

1. Fort Lee is a type "C" installation and a TRADOC post with an integrated training center and garrison mission. The Fort Lee installation food program is centrally controlled by a directorate level organization, which is responsible for managing the corporate Fort Lee TDA and TOE food service program excluding the hospital food service program. This organization exercises operational control over requirements for both TDA and TOE dining facilities including food service personnel as well as the logistical and trainng (garrison/field) requirements necessary to support the installation food program. The installation food program at Fort Lee has been centrally managed since 1972.

2. The central manager for the Fort Lee food program is called the Director of Food Management (DFM) and, like other installation directors, reports directly to the Chief of Staff. The present DFM organization consists of the Office of the Director of Food Management, Support Division, Dining Facility Operations Division, a Central Food Preparation Division, and a

Technical Support Office (TSO). The Central Food Preparation Division and TSO were established as an integral part of the Fort Lee CFMS because the Army was evaluating the Central Food Preparation Facility (CFPF) at Fort Lee.

3. The Chief, Dining Facility Operations Division, DFM, is responsible for the control and operation of all TOE and TDA dining facilities except hospital on the installation including: establishing operating hours; administration; technical assistance; training; operational control of personnel and staffing; and determining which facilities remain operational. This is opposed to decentralized methods whereby dining facilities are controlled and operated by a company, battalion, or brigade.

4. The Chief, Support Division, DFM, is responsible for the following: personnel/administration; fiscal management; operation/training; managing and performing all aspects relating to property book accounting; requisitioning, receiving and issuing supplies; equipment; and services required by the installation food program. The Troop Issue Subsistence Branch of the Support Division is responsible for the operation of the TISA which performs troop issue subsistence accounting, requisitioning, receipt, storage, and issue functions.

5. The functions of the Fort Lee CFMS are further explained and defined in the Organization and Functions Manual attached at Annex B.

SECTION III

EVALUATION FINDINGS/RESULTS

The Central Food Management System (CFMS) was evaluated from September through December 1978 to determine whether the system would improve the efficiency and effectiveness of an installation food service program. The system was assessed by personnel from the Systems Development Division, Directorate of Concepts and Systems, Troop Support Agency (TSA); Food Sciences Laboratory, US Army Natick Research and Development Command (NARADCOM); and a TSA Food Management Assistance Team (FMAT). The major advantages and disadvantages of the system were addressed and the analysis consisted of a comparison between the present CFMS and a hypothetical, restructured, decentralized food program on the installation. It must be emphasized that the decentralized Fort Lee food program was not actually reconstructed to make this comparison; however, information on the operational aspects of the decentralized or conventional installation food programs at Forts Eustis and Belvoir were used to substantiate this comparison.

Although this evaluation was conducted at the same time that the Central Food Preparation System (CFPS) was operating at Fort Lee, the majority of data collection efforts for the CFPS ceased in September 1978; the majority of data for the Fort Lee CFMS was collected in October, November, and December 1978 after the CFPS had operated and supported dining facilities for about six months. In addition, the CFMS evaluation was conducted by a separate team from the CFPS data collection efforts.

Furthermore, it must be taken into account that the CFMS evaluation was strictly an evaluation of a food service management concept for actually supervising the operation of an installation food service program and was established and organized in 1972. Although the SORB recognized one of the primary functions of the DFM was to manage a CFPF, the CFPF was a separate element of the Fort Lee CFMS. As such, it is not likely that the CFPF caused the CFMS to be inefficient in providing food service support, particularly after having been in operation for six years. The CFPS system was related to food preparation and serving. Food Preparation and serving as such were not included in the CFMS evaluation except on a very subjective basis. The CFPS was not cost effective, but that in itself is not conclusive that the management system is not functional. As indicated above, the CFMS was evaluated to determine whether it had improved the efficiency and effectiveness of the Fort Lee Installation Food Service Program and whether it should be further evaluated to determine if it should be adopted as a standard Army Food Service System.

A. ANALYSIS OF THE FORT LEE CENTRAL FOOD MANAGEMENT SYSTEM (CFMS):

1. Since the CFMS was established at Fort Lee in 1972, a concrete comparison of centralized versus decentralized (pre-CFMS) food management at Fort Lee could not be attained. Also, since the original SORB recommendations related to CFMS, the Army food service program has changed drastically in that garrison feeding has been consolidated at battalion or brigade level at many installations including the construction of brigade and battalion consolidated dining facilities at many installations.

2. In order to clarify the advantages and disadvantages of a CFMS, the evaluation included: visits by Systems Development Division personnel to Forts Eustis and Belvoir which have decentralized food programs and missions similar to those of Fort Lee; a visit by Systems Development Division personnel to Fort Richardson, Alaska, which has a tactical mission and a centralized food service program (Food Service Detachment); interviews conducted by NARADCOM and Systems Development personnel with commanders and food service personnel to determine attitudes and opinions toward the CFMS; and TSA Food Management Assistance Team (FMAT) and Systems Development Division evaluation of the Fort Lee CFMS. In addition, Systems Development Division personnel reviewed the findings of the Subsistence Operations Review Board (SORB) Report which addressed Central Food Management at installation level. The analysis of the Fort Lee CFMS is discussed below and the supporting documentation is attached as Annexes.

3. The following advantages and disadvantages of Central Food Management were originally envisioned by the SORB, or identified as possible advantages or disadvantages prior to or during the analysis of the Central Food Management System.

a. Advantages:

(1) The central control of TDA and TOE food service personnel should provide flexibility in assignment or shifting of personnel to meet immediate staffing requirements in dining facilities and allow for efficient utilization of TOE food service personnel in TDA garrison facilities.

(2) The conversion to a CFMS should decrease the amount of food preparation equipment required and reduce initial outlay and maintenance cost.

(3) The CFMS should provide centralization of dining facility administrative requirements which would allow additional time for the Food Service Sergeant to manage the facility.

(4) The CFMS should provide food service personnel a greater opportunity to improve their educational and professional experiences through participation in Army training programs, civilian educational institutions, and professional associations.

(5) The CFMS should provide for a single point management of ARCS and Troop Issue which will improve support to the military diners.

(6) The centralized management of dining facilities should provide improved service to the customer in terms of short order, specialty, and A-Ration menu service as well as extended meal hours.

(7) The CFMS should provide more effective control of headcounting in dining facilities.

(8) The Central Food Management System should provide more effective field training support.

(9) The Central Management of Installation Food Service Programs having high densities of both TDA and TOE units should result in food service personnel savings.

b. Disadvantages:

(1) The Central Food Management System may reduce the ability of commanders to control food service personnel.

(2) The food service functions of TOE and TDA units are not compatible.

(3) CFMS removes the direct influence of commanders from food service management.

(4) CFMS requires additional senior military and civilian personnel at the installation level to manage and control the system.

(5) CFMS reduces the traditional interest and influence of commanders, sergeants major and first sergeants over the dining facility operations.

(6) CFMS does not provide for unit integrity.

(7) CFMS reduces unit readiness related to field food service equipment.

(8) Commanders, food service personnel, and consumers do not like the Central Food Management System.

4. Discussion of Central Food Management System Advantages and Disadvantages:

a. Advantages:

(1) As envisioned, central control of TDA and TOE food service personnel did provide flexibility in assignment and shifting of personnel to meet immediate staffing requirements in dining facilities and allowed for utilization of TOE food service personnel in TDA garrison facilities. Even though this impacted favorably upon dining facility operations, including a reduction of total personnel required, the negative implications were significant. The results included a number of problems pertaining to: maintenance of TOE field food service equipment; availability of TOE Food Service personnel for field training; junior enlisted personnel promotions; responsiveness to command requirements; administration of UCMJ; morale; identification of proper chain of command; consumer, food service personnel, and commander attitudes; and an overall lack of responsiveness to unit food service missions.

(2) The conversion to a CFMS did decrease the amount of food preparation equipment required and reduced initial food service outlay and maintenance costs. This was accomplished by providing a capability to maximize facility usage by opening/closing and consolidating dining facilities based upon utilization rates. When taking into account that other installations operating under decentralized management have accomplished essentially the same results where a good food service program existed, this advantage is somewhat negated.

(3) The 1973 SORB Board Report stated that centralized dining facility administration would allow additional time for the Food Service Sergeant to perform the more important management tasks associated with the operation of the dining facility. However, it was observed that the only real administrative reduction was in the area of the self-service supply center (SSSC) support and was too minimal to have a positive impact. This type of support can be provided in a Brigade or Battalion under decentralized food service at Fort Lee. Employing direct hire KP's at Fort Lee, which was envisioned to provide more flexibility in managing resources during the CFPS/CFMS evaluation, actually placed an additional burden on both the central manager and the dining facility manager in respect to administration and control. This requirement did not exist at installations having contract KP's. Contract KP services should provide flexibility under both decentralized and centralized food service operations. The central recording and contact for maintenance work orders was commendable; however, this is not unique to central management because it is also achieved at installations with decentralized food service programs.

(4) CFMS was to provide food service personnel a greater opportunity to improve their educational and professional experiences through participation in Army training programs, civilian educational, and professional institutions. TSA determined that the opportunity to capitalize on this advantage existed. However, there was a lack of management emphasis and it was claimed that due to reductions of personnel under CFMS little time was available for personnel to take advantage of the opportunity. As a consequence, a viable education or training program did not exist either formally or as on-the-job training. At installations visited that had decentralized food service programs, the opportunity was there and a viable, aggressive, military and civilian training program including on-the-job training existed.

(5) The March 1973 SORB Report indicated that the CFMS would provide a single point for management of ARCS and troop issue and would improve support to military diners. Since that report, the troop issue functions have been separated from the commissary and are managed at installation level by the Troop Issue Subsistence Branch, Services Division, DIO. The installation food adviser, working for the DIO, does provide a single point for monitoring of the ARCS accounts at installation level. The ARCS account status is a management indicator for food service and command personnel at all levels. However, the unit Food Service Sergeant retains responsibility for his own ARCS account and it is used as a management tool in planning menus and satisfying military diner's desires.

(6) The 1973 SORB Report stated that the central management of dining facilities would improve services to the customer in terms of short orders, specialties, and A-Ration menu services as well as provide extended meal hours. Except for specialty service, this is being accomplished to some

extent on most Army posts without central food management at installation level. The CFMS at Fort Lee did not show any improvement over other installations in this regard as short order was available in most cases only a few days per week. Occasional specialty nights were provided, but not any more than were observed at other installations.

(7) The March 1973 SORB Report recognized an advantage of Central Food Management as more effective control of headcounting in dining facilities. Under the CFMS concept at Fort Lee, the headcount procedure, including issue of meal cards (as a unit function), is basically the same as headcount procedures at other installations. The FMAT found that meal cards, DD Form 714, were not always issued and controlled in accordance with para 3-54, C1, AR 30-1. The deficiencies noted by the FMAT are common Armywide; the majority (70 to 80 percent) of installations visited by FMAT's have meal card control deficiencies.

(8) The 1973 SORB Report also stated that the Central Food Management System would provide more effective field training support. TSA observed that central food management did not improve field feeding. This was substantiated in the visit to Fort Richardson, Alaska, and in the evaluation of central food management support to TOE units at Fort Lee. Unit commanders were still responsible for field feeding, but did not have the resources in garrison to adequately plan and coordinate these requirements to include ensuring adequate maintenance of field equipment.

(9) The final major advantage was expected to be that central management of the food service program at installations would result in food service personnel savings. Fort Lee achieved savings of cooks by consolidating TOE and TDA food service personnel into a centralized system. It was

further determined, however, that the multiple problems encountered due to diversity of mission, troop morale, participation in field training exercises, and unit readiness requirements offset the monetary savings achieved through central management.

b. Disadvantages:

(1) The Central Food Management System reduces the ability of commanders to control food service personnel. This is due primarily to the implementation of a dual control structure. The TDA personnel are assigned to the Headquarters and Headquarters Company, USAQMCEN&FL, and TOE personnel are assigned to their respective units. The Central Food Manager has gained operational control of the TDA and TOE personnel while in garrison, while command control has remained with the parent unit commanders. Because food service personnel are frequently (sometimes indiscriminately) assigned and shifted between dining facilities, the ability of either the Central Food Manager or the Unit Commander to have complete control over the personnel has been reduced.

(2) The food service functions of TOE and TDA units are not compatible. The ascribed cause to this incompatibility is the difference in demands placed on personnel. TDA food service personnel have a mission responsibility only to prepare food in a garrison dining facility. On the other hand, TOE personnel have the added responsibility of maintenance of personal field equipment, maintenance of field food service equipment, meeting mobility requirements, and maintaining proficiency in field and tactical operations, including actual field and tactical training feeding.

(3) In garrison, the direct influence of commanders is negated as a result of the central manager having operational control of all food service personnel and facilities. Even though unit commanders are closest to the

operation, when they are faced with a situation affecting their troops, they are limited in bringing it to the attention of the central manager. This, as a rule, requires several steps since the commander on the spot is generally a junior officer and must go through his chain of command to reach an officer in a staff directorate level position. As a result, even if action is taken, it is often too late to have any favorable impact upon the situation. This has created an attitude of, "Why bother? It won't have any influence one way or the other". Senior officers expressed grave concern in regard to this situation and have further expressed a need for company commanders and junior officers to gain experience in food service operations in garrison when the situation is less demanding than during tactical operations or during mobility training.

(4) The Central Food Management System concept as implemented at Fort Lee required additional senior military and civilian personnel at installation level to manage and control the system above that normally assigned in the DIO Food Service Branch. This was not only because of the Central Food Preparation System, but also related to requirements to supervise and coordinate all aspects of dining facility operations. The installation central food manager has greatly expanded responsibilities for installation food program functions including: Troop Issue Subsistence Activity; Installation Food Adviser; actual operation of dining facilities. Other associated Directorate level management functions are Personnel and Fiscal Management, Management Information, and Food Service Property Maintenance.

(5) Because TOE military cooks were detailed to the DFM while in garrison, traditional direct leadership provided through the chain of

command to food service personnel by commanders, sergeants major, and first sergeants was not being provided under central food management. This impaired the cook's ability to identify with the unit and the individuals responsible for administration and leadership. The dual organization structure has contributed to disassociation with prominent parent unit leaders. The frequent movement of personnel between dining facilities (especially lower grade enlisted personnel) impaired discipline, promoted divided loyalties, and failed to promote peer pressure which is necessary for the effectiveness of an organization.

(6) Unit integrity is interrupted as a result of central food management. When food service personnel from a number of units are combined under CFMS and indiscriminately placed in various Army appropriated fund dining facilities on an installation, they are not afforded the opportunity to identify with a unit. Furthermore, the commander has lost an integral part of his unit. As a consequence of unit integrity being severed, morale and esprit de corps of the personnel are lowered and the ability of the unit to accomplish assigned missions is impaired.

(7) Field food service equipment has not been properly maintained under central food management and as a consequence unit readiness has been impaired. The primary contributing factor was that food service personnel served two bosses and each had separate priorities. TOE food service personnel served one boss in garrison, another in the field, and sometimes both in garrison. After a field training exercise, personnel had to be returned to their garrison duties immediately; therefore, they were not always available for maintenance of equipment on return from field duty. Fort Lee units generally had food service personnel returned from DFM on a regular basis for training or other duties, but this apparently did not favorably influence the readiness status of field food service equipment.

(8) Commanders and food service personnel do not like the Central Food Management System. An evaluation to determine commander and food service personnel opinions of central management was performed by the Behavioral Sciences Division, Food Sciences Laboratory, US Army Natick Research and Development Command (NARADCOM) and Systems Development Division, US Army Troop Support Agency (TSA). Consumer opinions were also obtained, but these are not considered significant related to CFMS. The survey concluded that commanders and food service personnel favor the conventional or decentralized system over a central management system.

5. For detailed discussion of advantages and disadvantages of the Central Food Management System, refer to Annex I.

6. Supporting Documentation:

a. Description of Conventional Installation Food Service Program, Annex A.

b. Organization and Functions Manual for Fort Lee CFMS, Annex B.

c. FMAT Evaluation of the Fort Lee CFMS, Annex C.

d. Evaluation by NARADCOM to Determine Food Service Personnel and Commander Opinions of CFMS, Annex D.

e. Analysis of the Fort Lee CFMS by Systems Development Division, Annex E.

f. Analysis of the Fort Richardson, Alaska, Food Service Program by Systems Development Division, Annex F.

g. Analysis of the Fort Eustis, Virginia, Food Service Program by Systems Development Division, Annex G.

h. Analysis of the Fort Belvoir, Virginia, Food Service Program by Systems Development Division, Annex H.

B. CONVENTIONAL OR DECENTRALIZED FOOD SERVICE PROGRAM AT FORT LEE:

1. If a conventional or decentralized installation food program were reestablished at Fort Lee, it would be organized in accordance with the DA PAM 570-551, Staffing Guide for US Army Garrisons, and the functions would be as delineated in the description of current Installation Food Programs attached at Annex A. Table 3-1 provides a proposed organizational structure for such a conventional or decentralized food program at Fort Lee. Basically, the functions presently being performed by the Directorate of Food Management would be absorbed by the Services Division, the Installation Food Adviser, the Brigade Food Adviser, and the Unit Commanders. This reorganization would bring Fort Lee in line with installations having similar missions. The advantages and disadvantages are discussed below. In order to clarify these advantages and disadvantages, visits were made to Forts Eustis and Belvoir which have conventional food service programs and missions similar to those of Fort Lee.

2. ADVANTAGES AND DISADVANTAGES OF A CONVENTIONAL OR DECENTRALIZED INSTALLATION FOOD SERVICE PROGRAM:

a. Advantages:

(1) The command control of food service personnel is well defined.

(2) This system provides for the separation of TDA and TOE mission requirements.

(3) An atmosphere is provided for commanders, sergeants major, and first sergeants to become involved with the food service program.

(4) The system does not require additional overhead personnel for managing the installation food service program.

(5) Food Service personnel can identify with a unit.

(6) The system provides an opportunity for the food service sergeant to be involved with planning and establishing educational and training programs.

(7) The commanders and food service personnel prefer the system.

b. Disadvantages:

(1) A conventional or decentralized food service program does not provide flexible and inexpensive means to utilize those TOE personnel in TDA dining facilities who are not required for garrison feeding of TOE units.

(2) Decentralized food service allows for staffing inadequacies between TDA and TOE facilities.

(3) The consolidation of TOE company food service personnel in garrison at battalion level results in morale problems primarily because of the excess number of managers in a TOE battalion dining facility.

3. DISCUSSION OF ADVANTAGES AND DISADVANTAGES:

a. Advantages: During visits to Forts Eustis and Belvoir, these advantages were found to be viable. Furthermore, during the evaluation of the Fort Lee CFMS, these advantages were identified as being disadvantages of the Fort Lee Central Food Management System. These disadvantages are discussed in detail in paragraph A-4, Discussion of the CFMS Disadvantages, of this section. In addition, the following synopses of the visits to Forts Eustis and Belvoir are provided to further clarify these advantages.

(1) Fort Eustis Food Service Program:

(a) Installation Food Adviser: Fort Eustis is a type "C" installation. The Post Food Adviser serves strictly in an advisory position and does not

have operational control over the TDA or TOE dining facilities. The Post Food Adviser is assigned to the Food Service Branch of the Services Division, DIO, and this branch is authorized one each: warrant officer, sergeant major, sergeant first class, staff sergeant, and a civilian clerk. Normally, the Troop Issue Subsistence Activity is also a part of the Services Division (DIO); however, at Fort Eustis this activity is in the Supply Division (DIO).

(b) TDA Food Service Program: The transportation School Brigade operates and controls the TDA dining facilities in support of its mission. The direct operation and control is delegated to unit commanders. Presently, the Brigade is composed of two battalions. One battalion operates two permanent dining facilities, while the other operates one permanent and one temporary facility. TOE personnel are not utilized in the School Brigade dining facilities. The Brigade has a Food Service NCO, E-8; this is not an authorized position, but it is effectively utilized. The Food Service NCO works under the direct supervision of the Brigade S-4 and is totally involved with the daily operations of the brigade dining facilities. The Brigade food service programs are excellent and there is command emphasis and involvement. This decentralized TDA Food Service Program is providing:

1 Food Service Sergeants access to a direct line supervisor, e.g., food service officer or company commander.

2 Equitable promotions for food service personnel.

3 Training programs, e.g., Chef Association, Apprenticeship Program, Colleges, and Military SQT Training.

4 Opportunity for food service personnel to participate in the cook of the month, quarter, and year, as well as soldier of the month and year programs.

5 Active dining facility councils.

6 Allows food service personnel to readily associate with their dining facility and patrons.

The conversion of the Fort Eustis TDA food service operation to central management will not improve the effectiveness or efficiency of this operation.

(c) TOE Food Service Program: The 7th Transportation Group is a diversified TOE tenant organization composed of truck, boat, tug, and helicopter companies having various missions. The Group operates four consolidated battalion dining facilities in garrison. As a result, the Group food service program is consolidated at battalion level for garrison food service operations. The HHC's are responsible for food service personnel except those assigned to the boat companies who are attached for UCMJ and administrative support and for operation of these facilities. The food adviser is assigned to the Group S-4 section and serves in an advisory capacity; however, command interest and involvement is lacking and as a consequence the food adviser's influence is minimal. There is an excess of TOE personnel in garrison, and it was not uncommon to find three or more Food Service Sergeants in a consolidated battalion dining facility. Also, the morale and esprit de corps of food service personnel appeared low, and some units are experiencing difficulty in accounting for personnel and administering UCMJ to attached personnel. A change to a central food management organization for operational control of food service personnel at installation or even Group level would probably further impair management and control of the Group food service program. Furthermore, it would not

reduce personnel in garrison because of continuing unit readiness requirements and the diverse mission requirements of the Group. It would be difficult to effectively utilize all of the available TOE cooks in TDA dining facilities due to diversity of mission requirements demanded of the various units. The detailed findings/results of this portion of the CFMS evaluation are attached at Annex G.

(2) Fort Belvoir Food Service Program:

(a) Installation Food Adviser: Fort Belvoir, Virginia, has a very complete and aggressive food service program that is providing excellent results. The Food Service Branch, Services Division, Directorate of Industrial Operations is involved in the day-to-day planning and operation of the four consolidated TOE and TDA garrison dining facilities, but does not exercise operational control of the dining facilities. As a result, food preparation and management of dining facilities are emphasized to food service personnel, food service officers, and commanders by the installation food adviser. The mission of the food adviser includes the following: coordinating, assisting, and advising on all phases of food preparation; acting as contracting officer's representative (COR) for dining facility attendant contract; coordinating assignment of food service personnel; providing technical assistance to the Installation Inspector General; developing and monitoring unit OJT programs; presenting instruction and providing instructional equipment and material when required; monitoring and evaluating field mess operating procedures; serving on boards for selection of dining facility and cook of the month; and selecting personnel for advanced culinary training. It should be emphasized that Fort Belvoir only has four consolidated garrison dining facilities and that these facilities support both TOE and TDA personnel. Two of the facilities

support predominantly TOE personnel and the other two facilities support TDA personnel. The TOE brigade does not have a food adviser; therefore, the installation food adviser also serves in this capacity.

(b) TDA and TOE Food Service: The objectives of the Fort Belvoir food program are compatible with the objectives of central food management. These are being accomplished without having a central food management structure. In addition, food service personnel are not experiencing the same type difficulties as Fort Lee personnel in the following areas: access of Food Service Sergeants to a direct line supervisor; promotion of food service personnel; an aggressive educational and training program; a viable cook of the month and year programs; engineer support; identification to their dining facility and the patrons; and continuous turmoil of dining facility staffing. Nevertheless, the dining facilities at Fort Belvoir staffed with TOE personnel are experiencing problems relating to excess Food Service Sergeants (E-7's); there were four Food Service Sergeants in one dining facility. This situation makes it very difficult to pinpoint responsibilities in garrison and provides an environment for bickering. Yet, this is not the case when individual units go to the field where the Food Service Sergeant (E-7) is responsible for feeding the parent unit (company) to which assigned. The problem of excess E-7's in garrison dining facilities was resolved at Fort Lee by placing TOE Food Service Sergeants (E-7's) in charge of various dining facilities. This action resulted in an immediate savings of TDA positions, but at a cost to effective operations. Such use of TOE personnel at Fort Lee created or compounded other problems such as:

1 When TOE food service sergeants go to the field with their parent unit, they are still responsible for the operation of their dining facility in garrison.

2 In garrison, TOE personnel work for the Director, Directorate of Food Management (DFM). In the field, they work for the commander of their parent unit.

3 In garrison, TOE unit commanders are still responsible for UCMJ and promotions. The Director, DFM (Central Manager) does not have command authority even though he has operational control of all food service personnel while they are in garrison.

4 TOE personnel have difficulty with unit identity and pride of mission accomplishment since the very nature of the DFM (Central Manager) serves to frustrate unit integrity of TOE personnel in garrison.

5 The missions of TDA and TOE units are not compatible, and if TOE units were alerted or required to relocate for an indefinite period, a void is created in staffing required to support TDA dining facilities.

(c) Based upon the observations made, central management of the Fort Belvoir food service operation will not improve the effectiveness or strengthen management and control of this installation's food service program. In fact, the food service program is already somewhat centralized in relation to assigning personnel, contract monitoring, OJT program, inspections, and opening and closing of facilities. Finally, the proposed advantages of central management (except utilizing the TOE personnel not required for garrison feeding of TOE units) are being achieved without a stratified organization as established at Fort Lee. The detailed findings/ results of this portion of the CFMS evaluation are attached at Annex H.

b. Disadvantages:

(1) A conventional or decentralized food service program does not provide flexible and inexpensive means to utilize those TOE personnel in TDA dining facilities who are not required for garrison feeding of TOE units.

Discussion: Staffing for food service personnel in TOE units is based on subsisting the total authorized TOE strength for tactical operations rather than the average dining facility headcount of the unit in garrison. In contrast, TDA staffing is based upon the actual number (headcount) of personnel subsisting in the TDA dining facilities. For example, at Fort Eustis, the 7th Transportation Group (TOE), consisting of 16 companies and 9 detachments which vary in size and operations, has 171 food service personnel assigned (authorized 143) and subsists on the average of 782 personnel in garrison per day. At the other extreme, the Transportation School Brigade (TDA) has 37 food service personnel assigned and subsists on the average of 859 personnel per day. As such, central food management would appear to provide an excellent means to more effectively use the TOE food service personnel in garrison. Nevertheless, it was found that mission diversities among Fort Eustis TOE units make it almost impossible to utilize the TOE personnel not required for garrison feeding of TOE units in the TDA dining facilities. Because of the varied missions and operational conditions required of the TOE units at Fort Eustis, a central management system using TOE personnel in TDA dining facilities would almost certainly degrade mission accomplishment of the TOE unit. However, at Fort Lee this may not be a disadvantage since the QM BDE commander commands both TDA and TOE battalions.

(2) Decentralized food service allows for staffing inadequacies between TDA and TOE facilities.

Discussion: Because of the different basis for determining staffing requirements and the different priorities for assignment of personnel, TDA dining facilities often experience personnel shortages while TOE facilities have more personnel than required to support their garrison feeding requirements. As indicated above, this was found to be true at Fort Eustis where TOE unit strength was significantly above the authorized 4% overage of food service personnel while the TDA dining facilities were short of personnel. A central manager, such as the DFM, should be able to make necessary adjustments on a routine basis to balance workload or resources, such as assigning TOE cooks to TDA facilities. However, even with decentralized food service operations, the installation food adviser is in a position to recommend to commanders that these excess personnel be reasisgned (attached) to TDA dining facilities. As previously discussed, the actual implementation of such a recommendation is not necessarily simple due to varied mission requirements of TOE units and other morale related problems with this use of personnel as noted in the discussion of the Fort Lee Central Food Management System operation. Consequently, this disadvantage should be considered an inadequacy in the present system for determining TDA dining facility staffing requirements rather than a shortcoming in the actual management of the food service program.

(3) The consolidation of TOE company food service personnel at battalion level results in morale problems primarily because of the excess number of managers in a garrison battalion dining facility.

Discussion: This morale problem is attributed to excess TOE Food Service Sergeants (E-7's) in TOE garrison consolidated dining facilities. As a result, it is difficult to determine assigned responsibilities and often there is an atmosphere of bickering. In TOE dining facilities at Forts Eustis and Belvoir, it was common to find two, three, or more E-7's in consolidated battalion facilities. This problem was resolved by the CFMS at Fort Lee by using TOE Food Service Sergeants to operate TDA dining facilities. Nevertheless, the use of TOE personnel in this way compounded or created other problems that were identified in the above paragraph B-3-a(b). This disadvantage could be resolved by placing an E-8 Food Service Sergeant in battalion consolidated TOE facilities and an E-9 Food Service Sergeant in brigade consolidated facilities.

4. SUPPORTING DOCUMENTATION:

a. Description of the Conventional Installation Food Service Program, Annex A.

b. Fort Eustis Trip Report, Annex G.

c. Fort Belvoir Trip Report, Annex H.

C. COMPARISON OF ADVANTAGES AND DISADVANTAGES OF A CFMS VERSUS A CONVENTIONAL OR DECENTRALIZED FOOD MANAGEMENT SYSTEM:

1. Analysis of the advantages and disadvantages of the CFMS related to the actual operation of the CFMS at Fort Lee provides sufficient information to conclude that this system is not an efficient or effective means of controlling an installation's food service program. The conceived/projected advantages did not materialize in most cases, or at least not of a sufficient magnitude to warrant further consideration. The primary advantage of the system was to be the utilization in TDA dining facilities of those TOE food

service personnel not required for the support of garrison feeding requirements. The effective/efficient utilization of TOE personnel is essential if the CFMS is to be cost effective. While efficient use of TOE food service personnel was achieved at Fort Lee, there are so many overriding disadvantages in utilizing these TOE personnel in TDA facilities that this point loses its advantage. In spite of the overall reduction of food service personnel at Fort Lee, the CFMS requires highly skilled personnel uniquely qualified to centrally manage the food service program. Such skills do not currently exist in the DIO Food Service Branch of most installations. The personnel reductions also result in negative aspects attributed to attaching the food service personnel to TDA facilities and in the reduced influence of commanders over this food service operation.

2. Analysis of the decentralized or conventional food service system at other installations having missions similar to those of Fort Lee indicates there are also disadvantages to this system. For example, the major disadvantage is the problem of effective utilization of those TOE food service personnel not required for garrison feeding requirements on installations having high densities of TOE and TDA personnel. At the same time, the primary advantages to this system are the following: direct involvement by commanders and senior noncommissioned officers; unit integrity is maintained; food service personnel are required to serve only one boss; and commanders and food service personnel prefer this food service program. Accordingly, the advantages of this system outweigh, by far, the disadvantages and make it worthy of consideration for use at Fort Lee. Even with a decentralized or conventional food service program, a certain amount of central or staff

direction is required by the installation food adviser. This direction is necessary to improve and make the food service program more viable. The following areas should have staff direction in order to achieve an efficient and effective installation food service program: best dining facility competition; best cook competition; food service certification/ education program; energy conservation program; super supper themes; cash turn-in procedures; dining facility attendant (DFA service inspection procedures); submission of work orders; sanitation program; training procedures; dining facility administration procedures; and utilization of facilities and personnel. Additional food service areas requiring staff direction at installation level are listed in the UNITED STATES ARMY TROOP SUPPORT DIGEST for April, May, and June 1978.

3. When comparing the CFMS at Fort Lee to a proposed conventional or decentralized food service program for the installation or to other installations operating a conventional program and having similar missions, the advantages of the latter far outweigh the advantages of the CFMS. The conventional system promotes a better atmosphere to acquire effective and efficient management. Not only does the analysis of the CFMS indicate that this system will not improve the food service programs at Forts Eustis and Belvoir, but it also indicates that the establishment of a conventional food service program at Fort Lee will result in a reduction of overhead personnel when compared to the present Fort Lee CFMS. Also, the Quartermaster Brigade Commander commands the TDA and TOE battalions at Fort Lee; therefore, the utilization of TOE personnel in TDA dining facilities can still be achieved and probably in a more effective manner. Table 3-2 indicates the

present CFMS organization at Fort Lee. The Central Food Preparation Division and Technical Support Office are being phased out because the Central Food Preparation Facility (CFPF) was not cost effective. The military and civilian cooks working in the CFPF will be transferred to the dining facilities. Table 3-3 provides the management overhead associated with the DFM or CFMS operations and not the number of personnel in the dining facilities. The number of personnel required in the dining facilities will not vary under either system. The proposed conventional or decentralized system for Fort Lee was provided at Table 3-1. Under this system, the dining facilities are operated and controlled by units in the BDE and monitored by the BDE Food Adviser. Table 3-4 provides the staffing overhead required by the Fort Lee conventional system. Accordingly, the functions presently being performed by the CFMS will be absorbed by the Food Service Branch, BDE Food Adviser, and the Unit Dining Facilities with the exceptions of property accountability and separate SSSC warehouse operations to support dining facilities. The property accountability will be absorbed by the DIO and SSSC accounts will be controlled at unit or BDE level. The reason for the large food service staff in the BDE S-4 is that the dining facilities employ a large number of civilian cooks and direct hire KP's. Consequently, personnel are required to monitor the utilization of KP's as well as maintaining time cards and civilian personnel administration requirements. On the whole, the conventional food service program will be a more responsive system in providing service to the military diner. A schematic comparison of both systems is provided at Table 3-5.

4. Based upon the analysis of the advantages and disadvantages of the CFMS and conventional or decentralized food service programs, the CFMS should be neither evaluated further nor proliferated to other Army installations. Furthermore, since the CFMS was established by SORB at Fort Lee in 1972, a considerable number of changes have occurred in the areas of consolidation, modernization, and new construction of Brigade and Battalion dining facilities. In addition, TRADOC and Fort Lee have stated that the CFMS concept was not supportive of the Army's food service mission.

TABLE 3 - 1: Proposed Organization Schematic For The Fort Lee Conventional Installation Food Service Program.

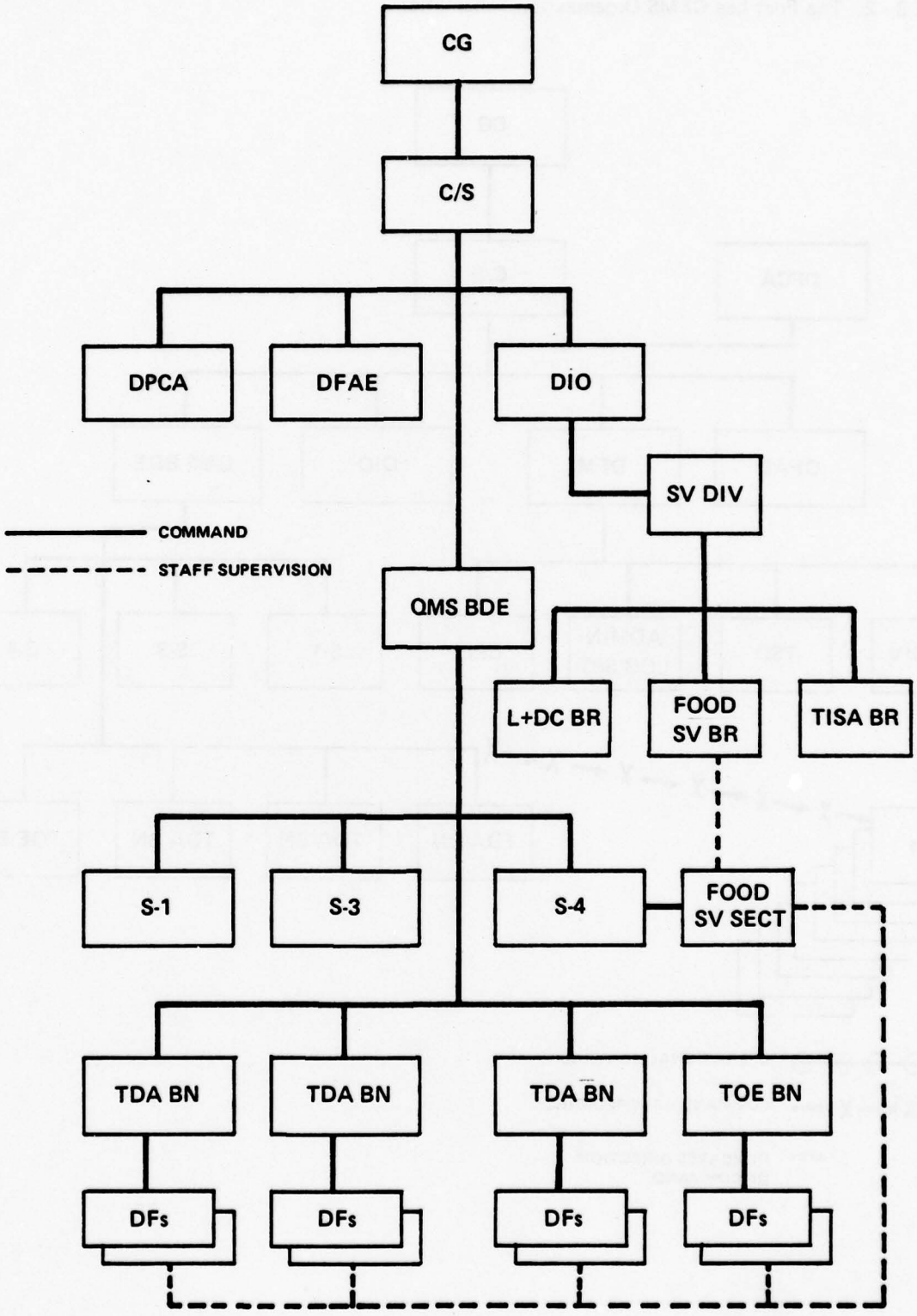


TABLE 3 - 2: The Fort Lee CFMS Organization Schematic.

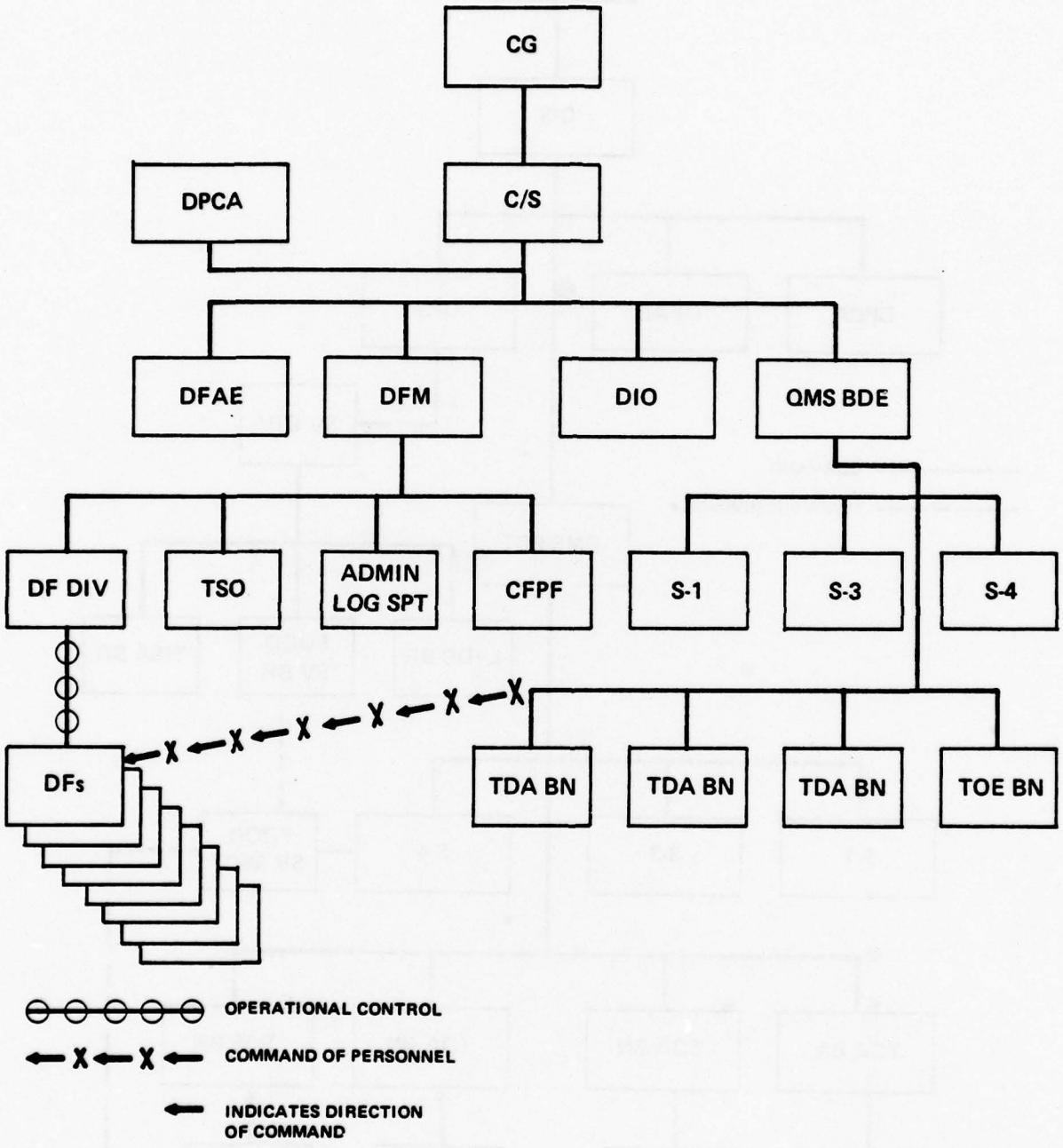


TABLE 3-3: Management Overhead of the Fort Lee DFM or CFMS.

OFFICE OF THE DIRECTOR

1 O-5, Director

1 GS-13, Program Manager

1 GS-6, Sec Steno

1 GS-5, Sec Steno

SUPPORT DIVISION

1 GS-11, Chief

1 O-3, Opns/Tng Officer

1 GS-9, Budget Analyst

1 GS-7, Supply Technician

1 GS-5, Supply Clerk

1 GS-5, Sec Steno

1 WG-5, Warehouseman

2 WG-4, Warehouseman

1 GS-3, Clerk Typist

DINING FACILITY OPERATIONS DIVISION

1 03, Chief

1 WO, Fd Svc Tech

2 E-8, NCOIC

1 E-7, Fd Svc Sgt

The above positions are authorized or have been created by demand and personnel are assigned to these positions. A total of 19 personnel are presently assigned to overhead duties in the Fort Lee DFM.

TABLE 3-4: Proposed Staffing Overhead Required by the Fort Lee Conventional Food Service Program.

SERVICES DIVISION, DIO

1 04/GS-12, Chief

1 GS-7, Budget Analyst

1 GS-5, Sec Steno

1 GS-4, Clerk Typist

FOOD SERVICE BRANCH

1 WO, Inst. Fd Adviser

1 E-9, Food Service SGM

1 GS-4, Clerk Typist

BDE S-4, FOOD SVC SEC

1 WO, Bde Fd Adviser

1 E-8, Bde Fd Svc SGT

2 E-7, Fd Svc SGT

1 GS-5, Sec Steno

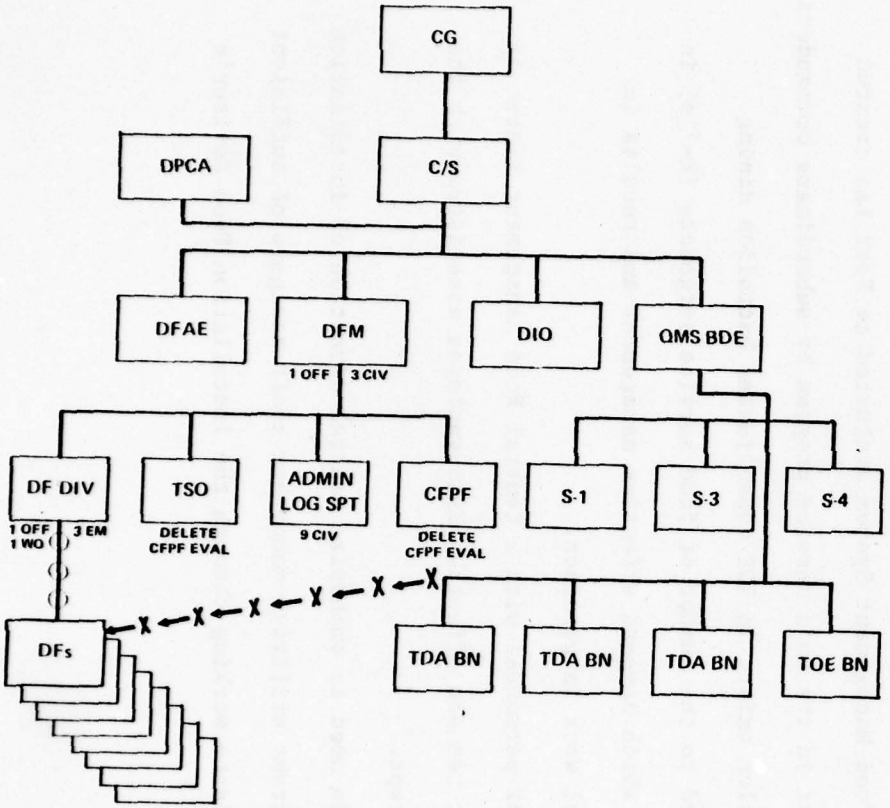
1 GS-4, Clerk Typist

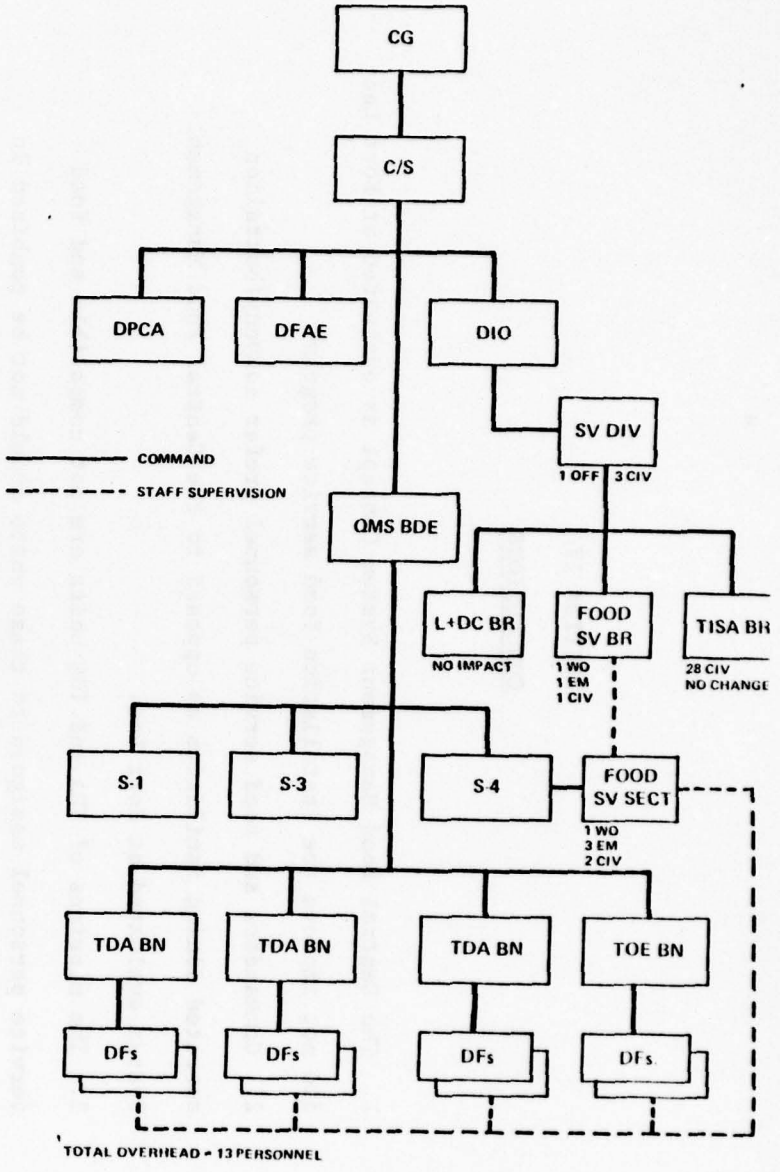
NOTE: 1. The office of the Chief Services Division also has responsibility for laundry and dry cleaning and Troop Issue Subsistence Activity operations.

2. The Brigade Food Service Section is staffed to manage the administrative functions of civilian cook and direct hire KP's.

3. Under this system there is a reduction in grade structure and personnel requirements. A total of six spaces have been saved.

TABLE 3 - 5: Schematic Comparison Of The CFMS And Decentralized System.





SECTION IV

CONCLUSIONS

1. The Central Food Management System Concept as evaluated at Fort Lee did not improve the installation food service program.

2. Commanders and food service personnel prefer company/battalion operated dining facilities as opposed to the Central Food Management System evaluated at Fort Lee.

3. The missions of TDA and TOE units are not compatible and food service personnel assigned to these units should not be combined in dining facilities without making command and control adjustments.

4. The Central Food Management System evaluated at Fort Lee created a lack of interest in the food service program by subordinate commanders.

5. A morale problem exists in TOE consolidated battalion dining facilities related to the number of food service sergeants (E-7's) in these facilities which hampers effective management and results in lack of meaningful work in garrison.

6. The savings of personnel with a Central Food Management System as evaluated at Fort Lee are offset by disadvantages associated with the present CFMS concept.

7. Major commands need to emphasize central direction of installation food service programs utilizing competent staff managers of sufficient grades and experience working through the installation Food Adviser's staff.

8. Staffing of TDA dining facilities should be sufficient to support total food service operations.

SECTION V

RECOMMENDATIONS

1. The CFMS concept evaluated at Fort Lee, Virginia, not be further evaluated to determine whether it should be adopted as a standard Army Food Service System and also that it not be proliferated.

2. Sufficient staffing be authorized in TDA dining facilities to support total food service operations, and TOE personnel be used in TDA facilities only when distinct command/control arrangements are formalized. (The staffing of TDA dining facilities has been addressed in a separate study and was forwarded to DA on 20 April 1979.)

3. Major commands be encouraged to place additional emphasis on the installation food program to include the direct involvement of the food adviser in subordinate unit food service operations pertaining to training, education, assignment of personnel, utilization of facilities, programming of equipment, sanitation, and dining facility administration. (A proposed letter will be forwarded to the DA ODCSLOG addressing this recommendation.)

4. The Troop Support Agency continue to review methods, organizational and management structures, and personnel requirements which may improve Army Food Service management at installation level and consolidated brigade/battalion dining facilities. This will include addressing the grade structures for managers of consolidated TOE dining facilities.

ANNEX A

DESCRIPTION OF CONVENTIONAL INSTALLATION

FOOD SERVICE PROGRAM

SYSTEMS DEVELOPMENT DIVISION

TROOP SUPPORT AGENCY

THE INSTALLATION FOOD SERVICE PROGRAM

1. Army Regulation 30-1, The Army Food Service Program, March 1977 w/Change 1, December 1977, establishes the policies, objectives and basic standards for the Army food service program at Army installations. The Army food service program on an installation is influenced by commanders, both installation TDA and TO&E food advisers, Troop Issue Subsistence Activities (TISA) and individual food service officers at unit level. Commanders insure that the best qualified and trained personnel available to the command are used in the food service program and that all food facilities down to and including consumer level facilities are supervised closely. The food adviser is responsible for assisting the commander to attain the objectives of the food service program. Commanders at all levels are responsible for executing the objectives of the Army food service program.

2. The objectives of the Army food service program are based upon the Department of Defense, Directive 1338.10, Department of Defense Food Service Program, 19 January 1972. The objectives are to:

a. Insure the efficient and effective use of personnel, materiel, and financial resources while providing the highest standards of food and food service.

b. Provide to enlisted personnel their entitlement of a basic daily food allowance (BDFA) for each day that they are on active duty, except when entitled to a basic allowance for subsistence (BAS) or to a per diem allowance in lieu of subsistence.

c. Achieve the most efficient and effective use of resources including as a minimum the following features:

(1) Improved uniform application of food service training and career incentives.

(2) Modernized and standardized menu and recipe service; food acceptability determination; requisitioning and inventory control; and sanitation methods.

(3) Centralized and consolidated food service facilities.

(4) A viable research, development, testing, and engineering program to provide innovation in food nutrition, preservation, packaging, and food service systems.

(5) Standardized and automated accounting and reporting procedures to include positive, auditable headcount criteria which will identify entitlement classification of persons subsisted, e.g., rations-in-kind, common-service, cash or payroll deduction.

(6) Uniform cost finding techniques to determine costs of preparing and serving food and operating dining facilities so that meals sold to authorized officers and civilians will be costed at a rate which provides reimbursement of operating costs and food costs to the appropriations concerned as required by the general provisions of the current appropriations acts.

(7) A uniform food allowance which will permit management flexibility in the Army food service program.

d. Develop and implement standard methods, techniques, and procedures in food service operations and an auditable accounting system. Food service accounting and reporting procedures will be sufficiently detailed and controlled to provide common data throughout the Department of the Army.

e. Develop and provide training programs for food service personnel in all phases of food service operations.

3. There are generally three types of installations in the Continental United States to be considered when discussing installation food service: A, B, and C (See para 1-3, AR 5-3). The type "A" installation has a garrison and a corps headquarters, as well as one or more divisions assigned (Fort Bragg, NC or Fort Hood, TX). The type "B" installation has a garrison and division headquarters, with a division assigned (Fort Carson, CO or Fort Lewis, WA). The type "C" installation is normally a TRADOC installation with an integrated training center and garrison (Fort Jackson, SC), or a service school and garrison (Fort Belvoir, VA). On these installations, a food adviser (warrant or commissioned officer) is assigned to the Services Division, Directorate of Industrial Operations (DIO). The Services Division is normally the "Hub" or focal point for the installation food service program and, as such, the senior food adviser should be assigned to this position. On installations having a corps and division(s) headquarters (Type A), a food adviser will normally be assigned to the division (G-4) and to brigades (S-4), in addition to the installation food adviser (DIO). On type "B" installations, the food advisers are assigned to the DIO, Division G-4 and Brigade S-4's. The type "C" installation will have a food adviser assigned to Services Division of the DIO and training brigade(s), and, if a separate brigade or group is located on this installation (Fort Knox), food advisers may also be assigned to these organizations.

4. The Directorate of Industrial Operations (DIO) directs and coordinates those activities involved in installation support, to include the installation food service program. The Services Division of the DIO is responsible for supervising and coordinating those logistics services, such as the installation food service program, troop issue subsistence, laundry and dry cleaning, and monitoring functions. The Services Division, in order to supervise and coordinate logistics services, is usually composed of the following branches: Food Service (installation food adviser assigned to this branch); Troop Issue Subsistence; and Laundry and Dry Cleaning. In accomplishing the objectives of the Army food service program, the Food Service branch coordinates, assists, and advises on all phases of food service, to include providing budget estimates for equipment procurement, menu board meetings, participating in development of

KP and cook requirements used in contract negotiations, test, surveys and advisory visits. The Troop Issue Subsistence Branch has a major contribution to the installation food program. This branch is responsible for managing and coordinating those actions necessary to insure an uninterrupted supply of subsistence to dining facilities. The relationship of the DIO food adviser to other food advisers on the installation is one of coordinating and advising. Normally, the senior food adviser on the installation is the installation food adviser, but this may not always be the case.

5. The duty of the food adviser (TDA or TO&E) is to assist the commander in providing a viable food service program. The food adviser does not command but exercises technical supervision over food service activities, i.e., suggestions and recommendations. The food adviser has primary interest in the following areas:

a. Food Service Facilities:

(1) Coordinates with the individual in charge of dining facilities.

(2) Supervises and assists with problems in the areas of menu planning, food preparation, supplies and accounting.

(3) Visits all dining facilities periodically.

b. Personnel and Training:

(1) Assists in determining personnel authorizations and assignment to dining facilities.

(2) Establishes and monitors on-the-job training programs.

(3) Assists in establishing training programs which will provide food service personnel adequate training for SQTs.

(4) Works with and requests assistance from food management assistance teams.

(5) Advises education services officer on apprenticeship and professional development programs for career management field 94B, as well as inform 94B personnel of these opportunities.

c. Field Feeding:

(1) Assists the commander in planning for field training exercises.

(2) Coordinates field feeding requirements.

d. Equipment:

(1) Maintains a viable file on all food service equipment on an installation, checks maintenace status of food service equipment and insures the food service sergeant maintains equipment status cards for his equipment.

(2) Assists in obtaining replacement equipment.

e. Food Service Program:

(1) Advises the commander on all matters associated with the Army and installation food program and continually strives for improvement.

(2) Serves as the liaison officer between the installation commander and other personnel involved in the Army and installation food program.

(3) Interprets and disseminates food service information.

(4) Assists in planning and coordinating the installation food service budget.

6. The Troop Issue Subsistence Activity (TISA) receives, stores, issues and accounts for all subsistence. The Troop Issue Subsistence Branch, Services Division, is responsible for the control and operation of the TISA. The installation food advisers and food service sergeants must coordinate and work very closely with the TISA management.

7. The unit food service officer is the appointed representative of the commander and supervises the operation of the facility. This officer is the liaison between the unit commander and the food service sergeant, who represents the immediate management of the facility. In accordance with FM 10-23, the duties and responsibilities of a unit food service officer are as follows:

a. Obtains the required subsistence, equipment, and supplies necessary for operating the facility and feeding the troops.

b. Makes frequent inspections of the dining facility to see that all subsistence is properly stored; that the cooks' worksheet is being followed for details of preparation, cooking, and serving; that leftovers are kept to a minimum and used as prescribed; that all facility equipment is properly used and maintained; and that all sanitation procedures are practiced and enforced.

c. Institutes methods of food conservation and acts to prevent the accumulation of excess supplies and food items.

d. Inspects the serving line to see that foods are being served attractively; samples prepared foods to insure that they are palatable.

e. Encourages all dining facility personnel to further their training and to improve performance on the job; supervises on-the-job training programs; makes sure that personnel are properly assigned; and recommends that substandard personnel be reclassified for elimination from the food service field.

f. Supervises the keeping of supply and equipment records and dining facility accounts.

g. Requests the assistance of the food adviser on dining facility matters as needed.

h. Prepares an equipment replacement plan and acts to obtain required replacements in a timely manner.

8. The Food Service Sergeant is a key person in the installation food program. This individual is directly responsible to the food service officer and unit commander for the operation and control of the unit dining facility. The Food Service Sergeant is directly in charge of every detail of the operation, but specific operations and supervisory duties are normally delegated to others. In accordance with FM 10-23, the detailed duties of the Food Service Sergeant are as follows:

a. Advises superiors on the status of the unit food service program and continuously works to improve dining facility standards.

b. Supervises the actual preparation, cooking, and serving of food.

(1) Inspects serving lines to determine the quantity and quality of food being served.

(2) Determines troop acceptability of food items and recommends desired menu changes to the food adviser.

(3) Takes action to insure the proper use of food.

c. Prepares cooks' worksheet. Determines how much instruction cooks need on the worksheet or write in other instructions.

d. Establishes operating procedures for cooks and other kitchen personnel and prepares written SOP's. Determines manpower requirements for the various duties and assigns duties as necessary for successful operation.

e. Conducts daily meetings with personnel to discuss the preparation, cooking, and serving of food; actual and potential problems concerning the facility; and ways to improve overall operation.

f. Makes recommendations for promotion, assignment, and training. Develops subordinates for future positions of dining facility responsibility.

g. Prepares headcount SOP and thoroughly instructs persons detailed to this duty.

h. Inspects personnel for cleanliness, insuring that deficiencies are corrected immediately. As needed, coordinates with the contract supervisor for dining facility attendants so that corrective action may be taken if required.

i. Insures that the dining facility is secure (building, equipment, food and cash).

j. Checks appliances and equipment frequently, reports shortages, and recommends repairs; provides the dining facility officer with information for the equipment replacement plan.

k. Estimates the quantities of food items required and prepares the ration request.

l. Prepares and maintains the dining facility account, records, and related reports.

m. Keeps order in the dining facility at all times.

n. Insures that an energy conservation program has been established and is being practiced by all personnel.

9. In summary, the present Army food service program is basically decentralized, with food service being the direct responsibility of commanders at all levels. The food adviser, whether assigned to the Installation DIO, Corps or Division (G-4), Groups or Brigades, is responsible for planning and coordinating the food service program of the command. The food adviser exercises technical supervision over food service activities but does not command. In achieving the objectives of the Army food program, the commander (installation, division, group or brigade) looks primarily to the food adviser for assistance. However, the greatest full-time responsibility and primary burden for the efficiency and effectiveness of the food service program rests with the unit commander, responsible for the dining facility and the food service sergeant, actually managing the facility.

ANNEX B

ORGANIZATION AND FUNCTIONS MANUAL

FOR THE FORT LEE CFMS

SYSTEMS DEVELOPMENT DIVISION

TROOP SUPPORT AGENCY

ORGANIZATION AND FUNCTION MANUAL

FOR

THE CENTRAL FOOD MANAGEMENT SYSTEM

FORT LEE, VA

Prepared By
Directorate of Concepts and Systems, Systems
Development Division, US Army Troop Support Agency
Fort Lee, VA

MARCH 1977

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FOREWORD:

This document describes the Directorate of Food Management (DFM) and its functions in operating the installation food program.

The Director of Food Management is responsible for the Fort Lee food program and is on the same staff level as other installation directors. His authority embodies all field and garrison troop food service activities, including operational control of all TDA and TO&E food service personnel.

The Directorate of Food Management is composed of a Dining Facility Operations Division, a Support Division, a Technical Support Office and a Central Food Preparation Division. The Dining Facility Operations Division is responsible for the operation and management of all installation dining facilities. The Support Division provides management of support functions to include training, field equipment maintenance, plans, Troop Issue Subsistence Activity functions and Property Book functions. The Technical Support Office is responsible for the Quality Control/Assurance of centrally produced food items. Central preparation of meal components (ambient, refrigerated, and frozen) is controlled and managed by the Central Food Preparation Division.

Many of the functions outlined in this manual require close coordination between the various divisions of the Directorate of Food Management. This coordination is necessary if the central management system, as identified by this manual, is to function.

This manual does not represent current Army doctrine. It embodies a working agreement between TSA and Fort Lee which will be used in developing written operational procedures and evaluation plans for the Central Management structure and the Central Food Preparation Facility. The Organization and Functions Manual is designed to facilitate management of the food program at Fort Lee including a Central Food Preparation Facility. This manual supports the Operational Procedures Manual, and both are considered "living documents." As such, a complete set of this documentation is required at the beginning of the evaluation. It is expected that as the evaluation of the Central Management structure and the Central Food Preparation Facility progresses certain changes will be documented and applied to the Organization and Functions Manual and the Operational Procedures Manual supporting the Central Food Management System at Fort Lee.

SECTION I

PURPOSE

1-1 PURPOSE: To describe the organization and functions of the Directorate of Food Management, Fort Lee, Virginia, and the Divisions associated with this Directorate. These Divisions are: Technical Support Office (TSO); Support Division (includes the Troop Issue Subsistence Activity, (TISA)); Central Food Preparation Division; and the Dining Facility Operations Division (see Figure 1-1). The content of this manual is limited to general mission, organization, and function statements of principles. The Civilian Personnel Office (CPO), Troop Support Agency and/or other logistics/food oriented organizations may also require the use of this manual.

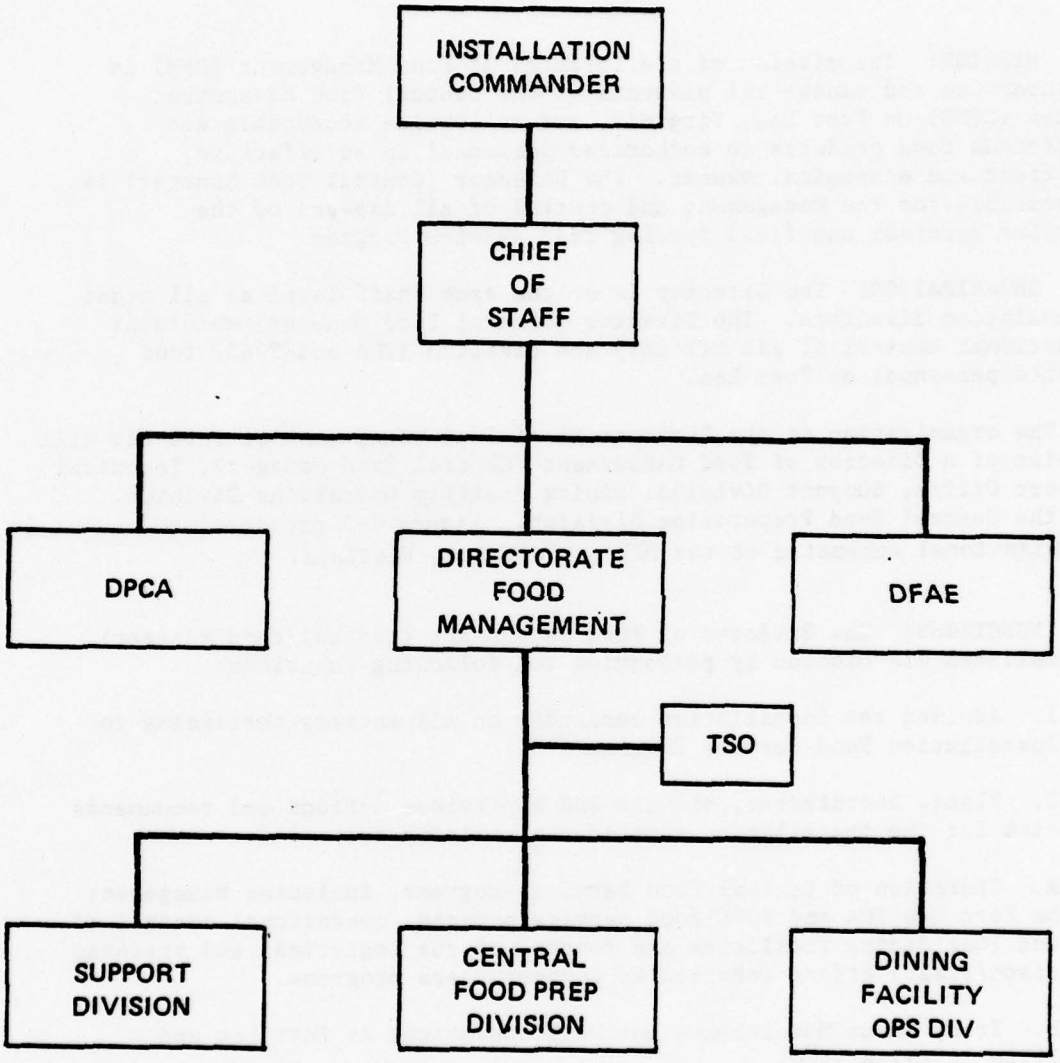

FIGURE 1-1. ORGANIZATIONAL SCHEMATIC FOR THE FORT LEE CENTRAL FOOD MANAGEMENT SYSTEM

SECTION II

DIRECTORATE OF FOOD MANAGEMENT

2-1 MISSION: The mission of the Director of Food Management (DFM) is to supervise and manage all elements of the Central Food Management System (CFMS) on Fort Lee, Virginia, and to provide acceptable and nutritious food products to authorized personnel in an effective, efficient and economical manner. The Director (Central Food Manager) is responsible for the management and control of all aspects of the Fort Lee garrison and field feeding food service program.

2-2 ORGANIZATION: The Director is on the same staff level as all other installation directors. The Director (Central Food Manager) maintains operational control of all military and civilian (TDA and TO&E) food service personnel on Fort Lee.

The organization of the Directorate of Food Management at Fort Lee will consist of a Director of Food Management (Central Food Manager), Technical Support Office, Support Division, Dining Facility Operations Division, and the Central Food Preparation Division. Figure 1-1 provides an organizational schematic of the DFM at Fort Lee, Virginia.

2-3 FUNCTIONS: The Director of Food Management (Central Food Manager) accomplishes his mission by performing the following functions:

1. Advises the installation commander on all matters pertaining to the Installation Food Service Program.

2. Plans, coordinates, directs and supervises actions and recommends policies for the installation commander pertaining to:

a. Operation of Central Food Service programs, including management of the Fort Lee TDA and TO&E food service program, operational control of TDA and TO&E dining facilities and control of the logistical and training (garrison/field) effort required to support these programs.

b. Troop Issue Subsistence Activity operations at Fort Lee and satellite installations.

c. Central Food Preparation Facility operations.

3. Analyzes mission and program accomplishments, resource availability and utilization, as a basis for management decisions.

4. Implements food service doctrine for the Central Food Management System as established by the US Army Troop Support Agency in support of the Army's Modern Food Service System.

5. Serves as a member of the Fort Lee Program and Resource Advisory Committee.

6. Serves as Chairperson of the DFM Dining Facility Advisory Council.

7. Supports and provides input to the Troop Support Agency in the evaluation and development of the Central Food Management and Central Food Preparation concepts.

8. Coordinates directly with the Installation AG concerning assignments and replacements for military food service personnel. This does not include the Quartermaster School instructor and student food service personnel. These individuals do not come under the control of the DFM.

9. Maintains continuous coordination with commanders of units or troops supported by the DFM.

10. Serves as commander's liaison representative in matters concerning commissary resale services and operations.

SECTION III

TECHNICAL SUPPORT OFFICE

3-1 MISSION: The Technical Support Office (TSO) assists the Director, DFM, in the discharge of his responsibility to provide troops with food items that meet wholesome, nutritional, and quality standards. The Technical Support Office assists in maintaining acceptable safe working environments in and around the facilities operated under the control of DFM. Quality control is defined as: "A system enabling management to monitor and make adjustments to the operation." It is in contrast to quality assurance defined as: "A system enabling an outside interest to assess the risk and probability of malfunction in the quality control system with regard to product wholesomeness," which is the responsibility of the Director of Health Services (DHS), MEDDAC, Fort Lee. Further, delineation of responsibilities is found in Intraservice Support Agreement Number W26AF9-76076-006, Fort Lee, Virginia.

3-2 ORGANIZATION: The Technical Support Office is composed of a Chief who reports directly to the Director, Directorate of Food Management. Under the Office of the Chief will be a Quality Control/Microbiology Team and an Internal Sanitation Team. The personnel required to staff the Quality Control/Microbiology Team will be personnel assigned to the Food Service Test Support Element of MEDDAC, Fort Lee.

3-3 FUNCTIONS:

1. The Chief, TSO, is responsible for advising the Director, DFM, on food technology matters, food wholesomeness, food quality and food nutrition as they pertain to the mission and responsibilities of DFM. The Chief, TSO, is responsible for the following additional functions:

a. Supervising, planning, coordinating and directing the activities of the Quality Control/Microbiology Team.

b. Maintains liaison and coordination with MEDDAC, Fort Lee.

c. The coordination of training programs with the Operations/Training Officer, Support Division, regarding food handling, preparation, and sanitation for DFM, as well as provides input and monitors the content of those training programs with regard to effectiveness, appropriateness and accuracy.

d. Provides input data to the Administrative/Logistics Support Branch, Support Division, to be used in the preparation of the annual budget.

e. Provides cleanup and sanitation personnel for the purpose of cleaning and sanitizing the Central Ingredient Preparation Facility and the Central Food Preparation Facility.

2. The Quality Control/Microbiology Team is responsible for:

a. Surveillance of food facility equipment and vehicle sanitation for the DFM.

b. Providing physical, microbiological, and chemical testing and analysis of raw ingredients, components, in-process items, end items, items in storage, and reconstituted items as required by appliable CFPF or other quality control procedures, and maintains competence and reliability in the testing, analytic and evaluation functions performed.

c. Providing quality control surveillance as required by appliable CFPF or other quality control procedures or as directed by Chief, TSO.

d. Providing specialized services in support of the overall quality control programs of the DFM.

e. Maintaining appropriate records and data collection/retrieval procedures.

f. Performs special investigations, tests, analyses and/or evaluations as directed by Chief, TSO.

SECTION IV

SUPPORT DIVISION

The Support Division of the Directorate of Food Management, Fort Lee, includes the Office of the Chief and the Troop Issue Subsistence Branch.

4-1 MISSION: The Office of the Chief, Support Division, will be responsible for personnel/administration, fiscal management, operation/training, managing and performing all aspects relating to property book accounting, requisitioning, receiving and issuing supplies, equipment and services required by the Director of Food Management at Fort Lee. The Troop Issue Subsistence Branch (Troop Issue Subsistence Activity, TISA) performs troop issue subsistence accounting (includes inventories in-process for the CFPF) and requisitioning functions, and conduct storage and issue functions.

4-2 ORGANIZATION: Figure 4-1 provides an organizational schematic of the Support Division.

4-3 FUNCTIONS:

1. The Office of the Chief, Support Division, accomplishes its mission by performing the following functions:

a. Chief, Support Division.

(1) Advises the Director of Food Management on all matters pertaining to the activities of the Support Division.

(2) Provides guidance for the operation of a subsistence supply account which furnishes prescribed bulk troop subsistence items necessary for preparation/processing in dining facilities and the CFPF.

(3) Provides guidance for the Logistics Support Officer who maintains accountability and station property books for all authorized equipment and supplies supporting the mission of the DFM at Fort Lee.

(4) Conducts necessary inspections to insure that policies and instructions of the Director are applied and/or carried out within the Support Division.

(5) Arranges for appropriate inventory personnel and insures that monthly and special inventories, as required, are taken in the Directorate of Food Management, i.e., TISA, CFPF, Property Book, and Dining Facilities.

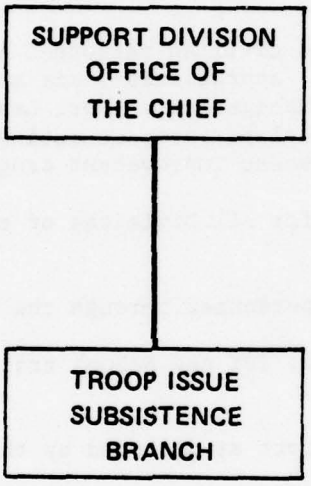

FIGURE 4-1. ORGANIZATIONAL SCHEMATIC FOR THE SUPPORT DIVISION

(6) Establishes policies and procedures for operational elements of the Support Division.

(7) Provides coordination of programming expense requirements forecasting, financial control, review and analysis, as well as other matters related to the Resource Management System.

(8) Monitors the development of the Directorate of Food Management budget and recommends action to the Director.

(9) Performs special studies, projects and reviews as directed by the Director of Food Management.

b. Personnel/Administrative Functions of the Support Division:

(1) Processes military and civilian personnel administrative matters, including letters of reprimand, appreciation, and awards for all Divisions under the Directorate of Food Management at Fort Lee. Provides timely and accurate preparation of personnel performance ratings, suggestion program, savings bond program and management improvement program.

(2) Maintains time cards for all Divisions of the Directorate of Food Management.

(3) Requests replacement personnel through the CPO and Post AG.

(4) Processes all overtime, TDY and School training requests for the Directorate of Food Management.

(5) Provides clerical support as directed by the Chief, Support Division.

(6) Requisitions all office supplies and blank forms for the Director's Office and the Office of the Chief, Support Division (submits this request to the Logistics Support Officer).

(7) Maintains files and pertinent Regulations, Field Manuals, Technical Manuals and policies pertaining to the operation of the Directorate of Food Management.

(8) Processes and maintains viable job descriptions.

c. Fiscal Management Functions of the Support Division:

(1) Develops the budget for the Directorate of Food Management.

(2) Maintains necessary records of expenditures for comparison with budgetary allowances over a given period of time; i.e., monthly, quarterly and/or yearly.

(3) Determines operational expenses of dining facilities as related to food, labor, facilities, utilities, transportation, supplies and equipment.

(4) Consolidates funds collected for meals consumed by personnel required to reimburse the U.S. Government in accordance with governing directives and deposits these funds with the Finance Officer, as well as issues DD 1544's, Cash Meal Payment Book, to dining facilities, Reserve and National Guard.

d. Operation/Training Functions of the Support Division:

(1) Responsible for safety and security control procedures.

(2) Prepares feeder budget data required for support of annual training.

(3) Reviews personnel records, establishes requirements and schedules for training (Army schools, civilian schools, OJT), requests quotas for schools and notifies individuals and their superiors of training requirements.

(4) Coordinates tours of all facilities associated with the Directorate of Food Management, Fort Lee.

(5) Establishes (in conjunction with Chief, TSO, and other Division Chiefs) in-house training sessions and on-the-job training (OJT) programs which will allow food service personnel (exclusive of QM School instructor and student food service personnel) at Fort Lee to become highly proficient in field feeding and in specialized areas of garrison operations. This includes establishing and monitoring training sessions for the operation and maintenance of food service equipment (garrison and field equipment). Insures that the training program is flexible and includes both MOS - producing and continued proficiency training.

(6) Assists the Chief, Central Food Preparation Division and Chief, Dining Facility Operations Division, in establishing and monitoring cross training procedures for the Central Food Preparation Facility (CFPF).

(7) Coordinates with TO&E units and Dining Facility Management Division as to requirements for field feeding exercises, field equipment maintenance, field feeding teams and alerts.

(8) Establishes DFM focal point for input to US Army Troop Support Agency as to what documents should be written or changed to meet the personnel and training requirements for the Central Food Preparation Facility.

(9) Notifies personnel of the services offered by the educational center.

(10) Maintains records on individuals participating in training programs.

e. Logistics Support Officer Functions of the Support Division:

(1) Advises the Chief, Support Division, on all matters pertaining to the Property Book. Supervises personnel performing property book accounting, requisitioning, receiving and issue of all supplies, equipment and services required in the Directorate of Food Management at Fort Lee.

(2) Maintains property accountability and station property books for all authorized equipment and supplies.

(3) Maintains appropriate maintenance records on all government and leased property/equipment.

(4) Maintains DA Forms 3988-R, Dining Facility Equipment Replacement Program Records, for all dining facilities. Maintains DA Form 2407, Equipment Improvement Recommendation, on all dining facility equipment which fails to perform satisfactorily because of a defect in design, construction or operation.

(5) Compiles, prepares and forwards through the Chief, Support Division, required documentation to initiate new leases and/or rental agreements.

(6) Maintains work order register for all activities within the Directorate of Food Management.

(7) Maintains direct liaison with Directorate of Facilities and Engineering (DFAE) for maintenance, repair parts, repair and replacement of equipment for dining facilities, CFPF and Pilot Kitchen, and also maintains sufficient repair parts peculiar to CFPF equipment. Maintains records of all buildings assigned to the Directorate of Food Management with surveillance to ascertain utilization. Coordinates with industry representatives concerning warranties and service contracts pertaining to maintenance and services of CFPF equipment.

(8) Maintains warehouses for supplies and equipment necessary to operate the dining facilities, CFPF, TISA, and the administration of the Directorate of Food Management.

(9) Pickup and deliver Self-Service Supply Center items and local purchase expendable items to all dining facilities, CFPF, and TISA, requisition expendable items, receive, store and issue to facility generating requirement.

(10) Requisition, receive and issue all publications and blank forms. This is accomplished by consolidating requirements from all divisions and submitting requisitions to the AG Publication Section within required time frame, picks up on call, breaks down and issues to requesting activity.

(11) Requisitions, stores, issues and accounts for cook's whites for male and female civilian food service workers and cooks within the Directorate of Food Management.

(12) The Logistics Support Officer will coordinate and ascertain the availability of funds with the Support Division before committing any funds.

(13) Provides advice to budget personnel, Support Division, as to replacement of overage and/or uneconomically repairable equipment.

(14) Performs duties of Installation Control Officer for cash meal payment book (DD Form 1544), and issues as required to the Office of the Chief, Support Division, for further issue to dining facilities.

2. The following are functions of the Troop Issue Subsistence Activity Branch, Support Division:

a. Troop Issue Subsistence Officer:

(1) Advises the Chief, Support Division, on all matters pertaining to the activities of the Troop Issue Subsistence Branch.

(2) Supervises personnel performing accounting, requisitioning, storage, issue and inventory of all troop subsistence supplies to include CFPF products required for Fort Lee and satellite installations.

(3) Implements policies and procedures with the approval of the Chief, Support Division, and the Director to insure efficient, effective and economical performance of the Troop Issue Subsistence Branch.

(4) Reviews and analyzes this Branch's subsistence reports and directs or recommends necessary action.

(5) Serves as Accountable Officer for the troop issue of perishable and nonperishable subsistence items and CFPF items for Fort Lee and satellite installations.

(6) Responsible for coordinating and arranging veterinary food inspections, as well as (property disposal) disposition of damaged or deteriorated subsistence items released by the veterinarian for destruction.

(7) Supervises scheduled and special inventories.

(8) Serves as a mandatory voting member on the Installation Menu Board.

(9) Serves as contracting officer's representative on contracts awarded for locally procured subsistence items.

(10) Updates programs with the consent of the Director and Chief, Support Division, to obtain required management data, i.e., production runs, headcount information, and preference survey information.

(11) Assures the maintenance of required safety and sanitary standards for the TISA.

(12) Approves/disapproves leave for Branch personnel to assure that sufficient personnel are on duty to adequately operate.

(13) Submits request to Logistics Support Officer for expendable items, publications and blank forms.

(14) Prepares the over/under drawn status of all dining facilities within 5 working days after the close of an accounting period; forwards this report to the Director and the Chief, Dining Facility Operations Division.

b. Requisition, Accounting and Issue Functions:

(1) Assures timely replenishment and delivery of all subsistence stocks for dining facilities; CFPF and satellite facilities.

(2) Responsible for the maintenance of requisitioning objectives as required by dining facilities, satellite facilities and CFPF, based on Master Menu data and demand experience, requisitions submitted approximately 45-75 days in advance of consumption for Fort Lee and satellite installations.

(3) Computes the food cost index to establish the Basic Daily Food Allowance (BDFA).

(4) Requisitions specification products necessary to meet troop feeding requirements for the installation and satellite installations.

(5) Maintains consumption cards on all food items used in the troop feeding mission at Fort Lee and satellite installations, and provides this information to the Director and the Chief, Dining Facility Management Division.

(6) Determines requirements and delivery schedules and forwards to Defense Personnel Support Center (DPSC), Philadelphia, PA, and the Purchasing and Contracting Officer, for all Fort Lee vendor delivered subsistence items requiring contracts annually or semi-annually after the approval of the Chief, Support Division, and the Director, DFM.

(7) Responsible for coordinating with the Accounts Maintenance Clerk, Central Food Preparation Division, as to cost accounting of CFPF products to include determination of standard costs per serving.

(8) Coordinates and schedules deliveries by vendors.

(9) Insures that follow-up actions are taken, when required, on late receipts and that cancellations are initiated when appropriate.

(10) Maintains accountability records pertaining to requisition, receipt, sale, issue and transfer of troop specification items in accordance with governing regulations.

(11) Responsible for publishing the Fort Lee quarterly troop specification price list, maintaining a troop issue price list for local purchase items and informing the dining facilities of all price changes.

(12) Prepares price adjustments and monthly reorder inventories.

(13) Maintains stock fund obligation records.

(14) Maintains voucher control register for accountability purposes.

(15) Edits issue slips for appropriated and nonappropriated fund activities.

(16) Processes all requests for US Army Reserve and National Guard annual training and weekend duty training.

(17) Processes receiving reports in accordance with financial accounting principles.

(18) Performs all tasks pertaining to the key punch, verifier and data processing accounting machines for the troop subsistence account.

(19) Processes issue slips and special requisitions for the hospital and special feeding requirements.

(20) Furnishes data, as requested, to Stock Fund Manager, Directorate of Industrial Operations, for inclusion in stock fund budget statements and periodic reports after being approved by the Chief, Support Division, and the Director, DFM.

(21) Prepares and processes charge sales records.

(22) Processes documents in accordance with SAILS Plus principles by coding documents and forwarding to key punch and verifier machines.

(23) Processes financial inventory transactions under SAILS Plus procedures.

(24) Maintains formal account for troop feeding program.

(25) Maintains required records and prepares reports such as Dining Facility Account Cards, Issue Slips, Subsistence Reports, and the Voucher Control Records.

(26) Responsible for maintaining a stockage of supplies required for sale to clubs and hospitals.

c. Storage and Warehouse Functions:

(1) Responsible for physical layout of subsistence storage facilities at the installation and satellite installations, use of materials, handling equipment, control of storage space and rotation of stock in accordance with current directives.

(2) Responsible for the security of storage facility and other government supplies.

(3) Receives, inspects, tallies-in and stores subsistence supplies, to include those from CFPF.

(4) Receives issue documents from all supported organizations (includes Reserve and National Guard units), dining facilities and CFPF, and breaks down subsistence stocks, including meats and meat products for delivery to dining facilities and the CFPF.

(5) Conducts inventories or assists inventory personnel in monthly and/or special inventories and advises the issue accountable officer as to the current status of stocks.

(6) Processes receiving reports and forwards required paperwork to Requisition, Accounting and Issue Section.

(7) Tempers meat items for issue to all supported units when adequate space is available and operates microwave thawing tunnel if available.

(8) Tallies, loads and delivers subsistence supplies (to include CFPF products) to supported installations and dining facilities as required.

(9) Responsible for allocation, dispatch and operation of all five-ton tractors, reefer vans, trailer vans and other vehicles required in supporting the CFPF and Dining Facility Management Division in transporting all stocks from warehouses to dining facilities and to the CFPF. CFPF products will be transported to either warehouses for storage or to dining facilities as appropriate.

(10) Checks stock to preclude deterioration, theft, waste or other loss and removes damaged or deteriorated items from stock to be inspected by the Post Veterinarian for PDO disposition.

(11) Coordinates with the Veterinarian for cyclic inspections of subsistence held in warehousing.

(12) Performs operational maintenance on equipment and insures necessary operational supplies are available.

(13) Maintains safety and sanitary standards as prescribed in appropriate Army Regulations, Field Manuals and Technical Manuals.

SECTION V

CENTRAL FOOD PREPARATION DIVISION

5-1 MISSION: This Division controls/performs the central preparation of meal components (ambient, refrigerated and frozen) produced in the Central Food Preparation Facilities at Fort Lee.

5-2 ORGANIZATION: This Division will be composed of the Office of the Chief, Ingredient Scaling and Preparation Branch and Central Kitchen Branch. Figure 5-1 provides an organizational schematic of the Central Food Preparation Division.

5-3 FUNCTIONS:

1. The following are functions of the Chief, Central Food Preparation Division.

a. Advises the Director of Food Management on matters pertaining to the activities and operations of the Central Food Preparation Division at Fort Lee.

b. Serves as a mandatory voting member of the Installation Menu Board.

c. Reviews and submits all financial, personnel, equipment and facility requirements for assigned functional areas to the Chief, Support Division.

d. Conducts necessary inspections to insure that policies and instructions are applied and carried out.

e. Reviews inspection and audit reports and insures that corrective action is taken as required.

f. Provides support as directed by the DFM to the US Army Troop Support Agency for specific evaluating, training, and doctrine development.

g. Performs administrative office service for the Central Food Preparation Division to include, but not limited to, review and control of correspondence and reports.

h. Prepares and maintains and/or reviews division budget submissions and related cost reports before forwarding to the Support Division.

i. Coordinates with the Chief, Support and Dining Facility Operations Divisions to insure that assigned military and, as required, civilian personnel are rotated to improve job proficiency.

j. Coordinates with the Operations/Training Officer, Support Division, to insure that appropriate documents such as technical manuals, special texts and regulations are written or changed to meet the personnel and training requirements for the operation of future Central Food Preparation Facilities.

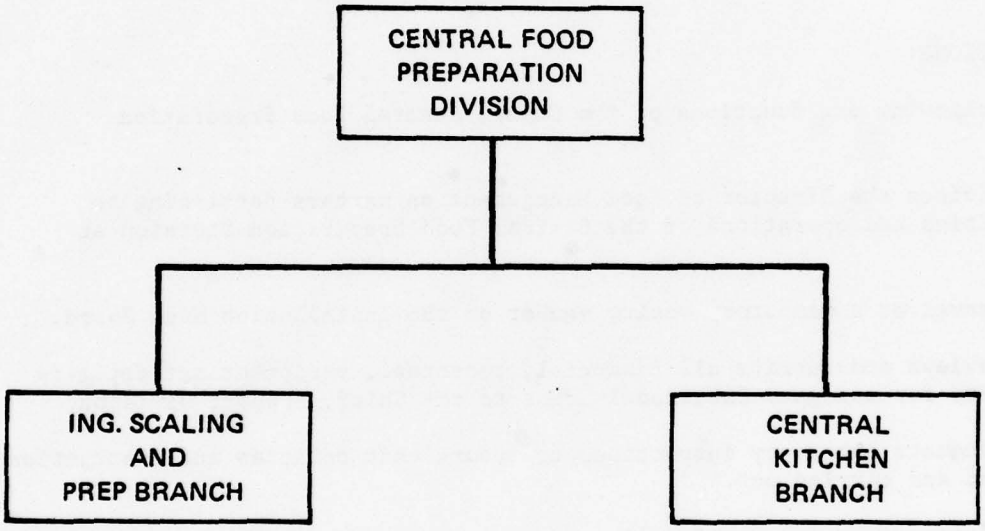

FIGURE 5-1. ORGANIZATIONAL SCHEMATIC FOR THE CENTRAL FOOD PREPARATION DIVISION

k. By maintaining an Inventory in Process assists the Troop Issue Subsistence Officer (TISO) in the operation and maintenance of subsistence supply accounts of goods in process to include direct coordination as to establishing the cost of items produced in the CFPF.

l. Schedules and directs the overall central food preparation operation.

m. Maintains and updates the Master Production, consumption and yield data pertaining to the production guides adopted for central food preparation support.

n. Controls the utilization of manpower, equipment and raw materials.

o. Initiates actions necessary for food preparation including production guides and schedules, ingredient summaries and breakdowns, worksheets for use by the Central Food Preparation Facility and dining facility personnel.

p. Assists the TISO in initiating inventory records, maintains an accountability record for the transfer of raw materials to finished products for TISA inventory.

q. Assures the maintenance of required safety and sanitary standards in the central facility.

r. Maintains input for time cards and Daily Labor Performance Records for personnel of the division and provides this information to Chief, Support Division as required.

s. Request guidance/technical assistance through the Director, DFM, from the Troop Support Agency.

t. Selects items to be prepared and schedules production runs.

u. Personally and continuously monitors quality of centrally prepared items.

2. The following are functions of the Ingredient Scaling and Preparation Branch:

a. <u>NCOIC Functions</u>:

(1) Advises the Chief, Central Food Preparation Division on matters pertaining to activities of the Ingredient Scaling and Preparation Branch.

(2) Responsible for the management of reports, correspondence, study and analysis of problems, personnel and training requirements, maintains in-house inventory records and an accountability record for the transfer of raw materials to finished products.

(3) Responsible for the central ingredient preparation of all items incorporated into centrally prepared menu entrees:

(a) Meat tempering, portioning and panning

(b) Fruit and vegetable washing, peeling, cutting, drying and portioning.

(c) Nonperishable items - weighing and measuring

(d) Packaging, labeling, and assembling items for movement to the main kitchen or transferring to TISA for issue to dining facilities.

(e) Prepares, cooks and/or bakes food products designated for central processing, as specified, for study and analyses of problems relating to the development, improvement and evaluation of food products as well as their production, preservation and use of by-products.

(f) Initiates requests for subsistence items.

(g) Maintains audit trail for subsistence items issued by the TISA to Ingredient Scaling and Preparation Branch.

b. Ingredient Scaling Functions:

(1) Responsible for measuring of ingredients to be utilized in production at the Ingredient Preparation area and Central Food Preparation Facility.

(2) Nonperishable items are weighed, measured, packaged, labeled and assembled for central preparation.

(3) Perishable items will be tempered (as required), weighed, measured, packaged, labeled and assembled for central preparation.

c. Vegetable and Salad Preparation Functions:

(1) The salad preparation and vegetable preparation areas are utilized to prepare gelatin type, vegetable, and fruit type salads for direct delivery to the dining facilities, as well as vegetable preparation in support of the Central Kitchen.

(2) Using production guides and schedules, menu items are prepared according to detailed instructions.

(3) The equipment and the area must meet the standards of cleanliness and sanitation established by the Technical Support Office.

d. Meat Processing Functions:

(1) Temper, prepare and assemble products for further processing in the Central Kitchen.

(2) Production guides and schedules must be adhered to for meat items which are processed for direct delivery to dining facilities and/or in support of the Central Kitchen.

(3) Sanitation and safety standards must be maintained at all times.

3. The following are functions to be performed in the Central Kitchen Branch:

a. Industrial Specialist:

(1) Advises the Chief, Central Food Preparation Division, on matters pertaining to activities of the Central Kitchen Branch.

(2) Responsible for the day-to-day operation of the Central Kitchen Facility.

(3) Schedules manpower and prepares food in accordance with operating guides and production schedules.

(4) Develops requirements and maintains direct liaison with the Directorate of Facilities Engineering (DFAE) and Logistics Support Officer for maintenance and repair of the production equipment in the Central Kitchen Facility.

(5) Complies with the safety, sanitary and production standards.

(6) Insures that production is in accordance with production/operating guides and schedules.

(7) Insures that necessary documentation of product flow is maintained in order that an audit trail be established.

(8) Provides feedback to the Chief, Central Food Preparation Division on production techniques, product quality, requirement for product/recipe modification, equipment serviceability and matters relating to critical food preparation.

b. Main Kitchen Functions:

(1) Personnel prepare and cook food entrees designated for central processing as specified in the production/operating guides and schedules.

(2) Personnel clean, sanitize and perform preventive maintenance on all food preparation equipment installed in the Central Kitchen facility (main kitchen area).

(3) Supervisor in the main kitchen keeps the Chief, Central Kitchen Branch, informed on such matters as pertains to production.

c. Dessert Preparation Functions:

(1) Prepares and bakes all dessert items designated for central processing as specified in the production/operating guides and schedules.

(2) Cleans, sanitizes and performs preventive maintenance on all bakery production equipment installed in the Central Kitchen Facility.

(3) Supervisor provides information to the Chief, Central Kitchen Branch, on such matters as pertains to production.

d. Packaging Functions:

(1) Portions, pans, labels, freezes or chills food items prepared in the Central Kitchen as specified in the production guides and production schedules.

(2) Insures all products are properly labeled to include date of preparation, product identification, date of expiration, and reconstituting instructions.

(3) Cleans, sanitizes and performs preventive maintenance on all food packaging, freezing and chilling equipment installed in the packaging area.

(4) Insures all food products which are frozen or to be chilled are placed without delay into the appropriate storage freezer or refrigerator.

(5) Supervisor in the packaging area provides feedback to the Chief, Central Kitchen Branch, on such matters as pertains to the operations of this section.

e. Equipment Wash Functions.

(1) Personnel responsible for the cleaning and sanitation of cooking utensils, racks and transport baskets and disassembled pieces of production equipment used in the Central Kitchen Facility.

(2) Must insure at all times the proper waste disposal of solid and liquid waste accumulated in this section.

(3) Personnel clean, sanitize and perform preventive maintenance on all wash equipment located in this section.

(4) Supervisor provides information to the Chief, Central Kitchen Branch, on such matters as pertains to the operation of this section.

f. Receiving, Storage and Distribution Functions to be Performed in the CFPF.

(1) Designated personnel must receive items from the Troop Issue Subsistence Officer and Ingredient Preparation Facility for use in the Central Kitchen.

(2) Personnel designated must assist the accounts maintenance clerk, Office of the Chief, Central Food Preparation Division, maintain accountability for food products in process or storage in the Central Kitchen.

(3) Personnel must be available to receive finished products (entrees and dessert items) from the Central Kitchen and either place these products in temporary storage or transfer products to TISA.

SECTION VI

DINING FACILITY OPERATIONS DIVISION

6-1 MISSION: The Division is responsible for the control and operation of the individual dining facilities, to include operating hours, administration, technical assistance (routine inspections to insure quality, quantity and menu standards are in accordance with TM 10-412, Recipe Files, and SB 10-262, 42-Day Master Menu), training, personnel and selecting which facilities remain open.

6-2 ORGANIZATION: Figure 6-1 provides an organizational schematic of the Dining Facility Operations Division.

6-3 FUNCTIONS: The following are the major functions to be performed in the Dining Facility Operations Division (DFOD).

1. Advises the Director of Food Management (DFM) on matters pertaining to the activities of this Division.

2. Responsible for operating the dining facilities within this Division in accordance with Army Regulations, Field Manuals, Technical Manuals and local policies.

3. Responsible for establishing Standing Operating Procedures for all dining facilities to include written instructions for headcount duties, food preparation and serving, cash collection/control procedures in accordance with AR 30-1.

4. Ensures that DA Form 2970's, Subsistence Report and Field Ration Request are prepared and submitted to the TISA by the Food Service Sergeant.

5. Consolidate, where feasible, administrative functions of dining facilities.

a. Consolidate request for expendable supplies for dining facilities and forwards to the Logistics Support Officer.

b. Prepares all DA Form 1687, Notice of Delegation of Authority/Receipt for supplies as required and maintains file copy.

c. Schedules renewal of food handler's certificates for all food handling personnel.

d. Prepares and processes Unsatisfactory Material Report (Subsistence) DA Form 1608.

e. Conducts monthly inventory of items remaining on hand after issue of diner meal components for the last day of each calendar month using the DA Form 3234-R (Inventory Record).

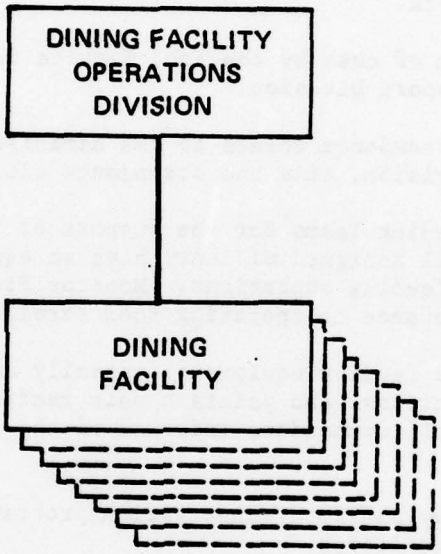

FIGURE 6-1. ORGANIZATIONAL SCHEMATIC FOR THE DINING FACILITY OPERATIONS DIVISION

f. Maintains files for dining facilities other than Dining Facility Account Cards, issue and receipts document, 3033's, 3351's, 3032's and 3034's (these are maintained in the dining facilities).

g. Maintain personnel data cards for all assigned military and civilian personnel for the division.

h. Prepares minutes of the Dining Facility Council meetings.

i. Consolidate requests for forms from dining facilities and submit to the Logistics Support Officer and the forms will be delivered by the Logistics Support Officer.

6. Supervisory personnel in the Office of the Chief, Dining Facility Operations Division, must visit the dining facilities daily to inspect, advise and assist and sign paperwork.

7. Monitor the turn-in of cash by the Food Service Sergeants to personnel in the Office of Chief, Support Division.

8. Forward time and attendance sheets to the Administrative/Logistics Support Branch, Support Division, time and attendance clerk.

9. Establish Field Feeding Teams for the support of field exercises and rotate personnel so that all assigned military have an equal opportunity to become qualified in field feeding operations. Monitor Field Kitchen Operations and provide technical assistance to operating food service personnel.

10. Maintain all field feeding equipment centrally and perform monthly, quarterly and yearly inspections, and maintain unit readiness of such equipment. Keeps responsible commanders informed of the status of such equipment.

11. Ensures that energy and food conservation programs are established and maintained in dining facilities.

12. Recommend to the Director, DFM, as to which dining facilities should remain open/closed during weekends and holidays.

13. Conduct information/feedback meetings with dining facility managers at least monthly.

14. Coordinate with the Chief, Central Food Preparation Division, and provide input to him through the Director, DFM, as to the quality and acceptability of products produced centrally.

15. Coordinate with the operations/training officer of the Support Division in establishing OJT programs, sanitation training, field training and assuring that services offered by the Post Educational Center are publicized.

16. Coordinates with the Logistics Support Officer to ensure that sufficient expendable supplies are maintained and that the dining facilities are within their budget. Periodically monitor the work order register maintained by the Logistics Support Officer to determine if appropriate action is being taken by post engineers.

17. Serves as Chairperson of the Fort Lee Menu Board and ensures that Food Service Sergeants have an opportunity to attend and take part in the discussion.

18. Responsible for coordinating and establishing a dining facility advisory council.

a. The purpose of this council is to advise the Director and Chief, Dining Facility Operations Division, on desired adjustments to the menu to meet diner preferences or changes in decor and/or services which will provide a more effective food service program.

b. Membership: The council will consist of both male and female enlisted military representatives with different ethnic backgrounds from all units supported by the DFM, and who regularly subsist in dining facilities and receive subsistence-in-kind. The Dining Facility Food Service Sergeants, company and battalion commanders will be encouraged to attend. The Chairperson will be Director, DFM, and the Co-chairperson will be the Chief, Dining Facility Operations Division.

c. Duties of the members: The council will meet at least once every two months. The minutes of the meeting will be distributed to the Director, DFM, Chief, Dining Facility Operations Division, and the battalion commanders supported by the DFM.

19. Submit budget information and requirements to the Chief, Support Division.

20. Submit nominations through the Director, DFM, to the Commanding General for selection of the Food Service Specialist of the Quarter and the Commanding General's Best Dining Facility of the Quarter.

21. Check Dining Facility Account Cards on a regular basis to determine if the Food Service Sergeant is within the plus or minus 3% over/underdrawn status.

22. Continuous coordination with Commanders of units or troops being supported by the Dining Facility Operations Division.

23. Request disinterested personnel through the Chief, Support Division, to perform quarterly reviews in dining facilities and ensures that discrepancies noted during the reviews are corrected.

ANNEX C

US ARMY TROOP SUPPORT AGENCY

FOOD MANAGEMENT ASSISTANCE TEAM

EVALUATION OF THE FORT LEE CFMS

DIRECTORATE OF FOOD SERVICE

TROOP SUPPORT AGENCY

DISPOSITION FORM

For use of this form, see AR 340-15, the proponent agency is TAGCEN.

REFERENCE OR OFFICE SYMBOL	SUBJECT
DALO-TAD-M	Evaluation of the Central Food Management Structure at Fort Lee

TO: XX THRU: ~~C, FMATD~~ ~~Dir of Food Svc~~ FROM: MAJ Blouin DATE: 20 Nov 78 CMT 1

/eb/1868

TO: Dir, C&S

1. Reference CMT 2, DALO-TAE-D, dtd 19 Jul 78, subject FMAT Visit to Fort Lee, VA 23801.

2. In order to effectively evaluate the Central Food Management structure and to ensure the areas identified in the above reference were specifically addressed, the attached evaluation plan was developed (Inclosure 1). This plan was used as a basis for interviewing dining facility and Directorate of Food Management personnel and as a guide to ensure specific areas were evaluated.

3. The environment in which the central management and central food preparation test was conducted tended to mask the outcome. There were factors that were considered by the FMAT and should be considered by any individual participating in the overall evaluation. Some areas to be considered are:

a. Fort Lee is a training installation. The majority of the diners are AIT students who are at the installation for a relatively short period. Their past military experience is usually limited to basic training which, regarding food service, is normally austere as far as variety and specialty type menus are concerned. These students are poor subjects to use in evaluating the variety and quality of food served. The headcount in the single TOE and garrison dining facility (Building 9304) is too small to provide for effective evaluation/feedback.

b. Troop strengths increased significantly during the test. Two additional dining facilities were opened in September 1978 and a third facility was opened in October 1978. The garrison facility (Building 9304) was reduced to weekend feeding starting in September in order to provide personnel to operate the additional facilities. Permanent party diners were fed in the school training facility (Building 9303) during the week. This facility does not use centrally produced items nor is it under the direction of DFM. This increased headcount stretched scarce resources and caused Dining Facility Operations Division personnel to devote their attention to shifting and hiring additional personnel instead of managing existing facilities.

c. Dining facilities were operated under severe personnel shortages. This coupled with the reduction in force in March 1978 created a morale situation that appears to have adversely affected the effectiveness of the civilian workforce. Sick leave appears to have been abused. This caused unscheduled rotation of personnel to equalize the workload. The shifting and overall scarcity of personnel destroyed morale and management's ability to schedule and employ their personnel effectively. Personnel staffing will be discussed later in this report.

4. The results of the FMAT visit/evaluation are as follows. (Subjects are keyed to the topics listed in paragraphs 3 and 4 of the above reference.)

a. Assess impact of the central management structure on the unit readiness of the TOE units as related to food service personnel and maintenance of food service equipment.

(1) DISCUSSION: Assigned TOE personnel were available to support training exercises and deployment when required. Assigned personnel go to the field with their unit. Due to an agreement between the 240th QM Bn and DFM only one NCO and five cooks are provided per unit. This reduced staffing was necessitated by recent increases in headcount at Fort Lee; previously, all assigned food service personnel went to the field with their unit. TOE food service personnel are generally qualified to operate in a field environment; however, they do need more training. They are not sufficiently familiar with field operations. TOE units usually undergo field training quarterly, but several recent exercises were cancelled due to installation committments (not all food service). More extended field exercises are needed so food service personnel can learn to work together as a Team. TOE food service equipment is not maintained; it is not considered operationally ready. TOE food service personnel are supposed to maintain their equipment. DFM schedules two personnel assigned to a particular unit to maintain that unit's equipment 2 days a month. The equipment is not maintained. It appears there is a lapse in supervisory responsibility as concerns who, DFM or the unit, should ensure the work is accomplished. Maintenance of the equipment is hampered by the location and physical facility in which it is stored. Some unit equipment is stored in temporary buildings that do not have utilities, electrical power, or water which makes maintenance extremely difficult. The 240th QM Bn food service personnel are an integral part of the DFM operation. As of 16 October 1978, 47 of 91 assigned food service personnel in Fort Lee dining facilities, including three food service sergeants, were assigned to units of the 240th QM Bn. Fort Lee could not operate all installation dining facilities without these personnel. As most 240th QM Bn personnel are on separate rations, there is no significant reduction in headcount when the battalion goes to the field. Because of the support provided by the 240th QM Bn food service personnel, the austere staffing of Fort Lee dining facilities, and the increased training population, TOE food service personnel have not participated in field training exercises with sufficient regularity to maintain their proficiency.

(2) CONCLUSIONS:

(a) TOE food service personnel are qualified to operate in a field environment.

(b) TOE food service equipment has not been adequately maintained.

(c) Central management has not provided for or allowed for sufficient field training for food service personnel.

(d) With the current austere staffing of dining facilities and the increased student population DFM will not be able to release 240th QM Bn food personnel for any meaningful field training.

(e) TOE food service equipment could be adequately maintained with closer coordination and supervision by DFM and 240th QM Bn personnel.

b. Determine what administrative support is provided to the food service sergeant under central management, and the effect this support has had on the operation of the dining facilities.

(1) DISCUSSION: The food service sergeant is provided support in the areas of Self-Service Supply Center (SSSC) operating supplies, maintenance of equipment replacement records and requesting engineer job orders for dining facility equipment.

(a) The food service sergeant is furnished a shopping list of items available from the SSSC through the Support Division of DFM. He annotates the quantities of items desired and forwards the request to DFM. The supplies are pulled from stockage on hand at the Support Division and are delivered directly to the dining facility. The SSSC support reduced the administrative workload of the food service sergeant by eliminating the requirement for him to request, pickup and return a vehicle to use to make SSSC runs; eliminating the time/manhours he would devote to shopping in the SSSC; eliminating the necessity for maintaining a file of SSSC receipts/ expenditures; and eliminating the need for planning, requesting, and monitoring a SSSC fund allocation.

(b) Dining Facility Equipment Replacement Records, DA Forms 3988-R, are maintained by the Support Division. The food service sergeant does not have to initiate and maintain these forms. The support provided is not considered significant in that actual budgeting for replacement equipment is not normally accomplished by the food service sergeant.

(c) The Troop Issue Subsistence Activity (TISA) delivers subsistence to the dining facilities, however, this is not unique to Fort Lee; it is not common, but is done at some other installations. There is no other administrative support provided.

(d) Cash Meal Payment Sheets, DD Forms 1544, and cash collected are turned in to DFM where the Cash Collection Voucher, DD Form 1131, is prepared. The DFM representative makes the cash turn-ins to the Finance Officer. While this does not represent any savings to the food service sergeant; it would represent some savings as far as the physical turn-in to Finance for a unit food service officer.

(e) Job order requests for emergency repair of food service equipment are telephoned in to the Support Division of DFM. The food service sergeant maintains a job order log of requests called in. Open job orders are validated by DFM every 5 to 7 days.

(f) Food service sergeants were divided in their opinions as to whether or not the support provided reduced any administrative workload. Obviously, there was some reduction in workload due to the SSSC support and the maintenance of equipment replacement records. The degree of support provided was judged to be minor in light of the considerable potential for providing administrative support under centralized management. Portions or all of forms such as the Cooks' Worksheet, DA Form 3034, Dining Facility Account Card, DA Form 3980-R, and the Subsistence Report and Field Ration Request, DA Form 2970, could be centrally maintained. Cash Collection Vouchers, DD Forms 1131, could all be prepared centrally requiring the food service sergeant only to turn in Cash Meal Payment Sheets. The effect of the administrative support provided was somewhat diluted by the administrative workload associated with the management of the civilian (dining facility attendant and cook) workforce. Dining Facility Operations Division management personnel felt that there had been an increase in the workload of the food service sergeant. This opinion was based on the requirement for the food service sergeant to maintain civilian time and attendance reports, counseling/disciplinary actions and problems associated with scheduling personnel. There has in fact been a significant increase in workload associated with the management of civilian personnel; however, since this is not a direct result of central management it should not be attributed to or associated with this concept. Rather, it is a situation unique to Fort Lee, Virginia. Overall, food service sergeants felt that the SSSC and job order request support should be continued.

(2) CONCLUSIONS:

(a) Under central management the following administrative support was provided to the food service sergeant.

1. SSSC supply support.

2. Maintenance of Dining Facility Equipment Replacement Records, DA Forms 3988-R.

3. Reporting engineer job order requests to the Directorate of Facilities Engineer.

(b) The effect of the above support on the operation of the dining facilities was as follows.

1. The SSSC support reduced the administrative workload of the food service sergeant associated with shopping for supplies and maintaining an SSSC account.

2. Maintenance of equipment replacement records reduced the workload of the food service sergeant associated with creating/maintaining the DA Form 3988-R; this is essentially a one-time savings.

3. There is no significant work reduction associated with reporting engineer job orders; there is some minor savings associated with following up on open job orders at the dining facility level.

c. Determine if the central management of supply and maintenance provides an efficient supply/maintenance support program for dining facilities.

(1) DISCUSSION: Maintenance of Dining Facility Equipment Replacement Records, DA Forms 3988-R; programming and requisitioning replacement equipment; procuring, stocking, and delivering SSSC operating supplies to the dining facilities; and coordinating/calling in engineer job orders for dining facility equipment are functions centralized under the Support Division of DFM.

(a) There is a formal equipment replacement program; funds had been budgeted for Fiscal Year 1978 and 1979 for replacement equipment. Dining facility equipment replacement records were accurately maintained by the Support Division; however, the Facilities Engineer did not have a copy of the forms. The Facilities Engineer should have a copy of the replacement records for equipment density and repair parts stockage purposes.

(b) Requisitions had been submitted for FY 78 equipment. Certification from the Directorate of Facilities Engineer is being obtained indicating availability of funds and utilities prior to requisitioning replacement equipment. Follow-up inquiries were forwarded to the supply source on due-in food service equipment that had passed the estimated delivery date.

(c) The SSSC and the Support Division had adequate stockage of food service expendable supplies. Stocks appeared to be properly managed. There were no shortages or problem items in the SSSC. Food service sergeants felt that the SSSC support was adequate and responsive. They mentioned food service disinfectant and tablespoons and knives as problem areas. Dining Facility Operations Division personnel in DFM felt that the SSSC support was adequate, but it really did not benefit the food service sergeant. They felt he lost visibility of new items available in the store.

(d) The Facilities Engineer was providing responsive maintenance support and repair of food service equipment. Food service sergeants contact personnel of the Support Division in DFM, who in turn, call in job orders to the Facilities Engineer. Open job orders are reconciled with the Facilities Engineer every 5 to 7 days. Food service sergeants were pleased with the responsiveness and quality of the support provided. There was no program to provide for the periodic calibration of temperature controlled food service equipment. This service was provided in response to job order requests submitted by the food service sergeant. There was a noted lack of calibration of grills and dishwashing equipment throughout installation facilities.

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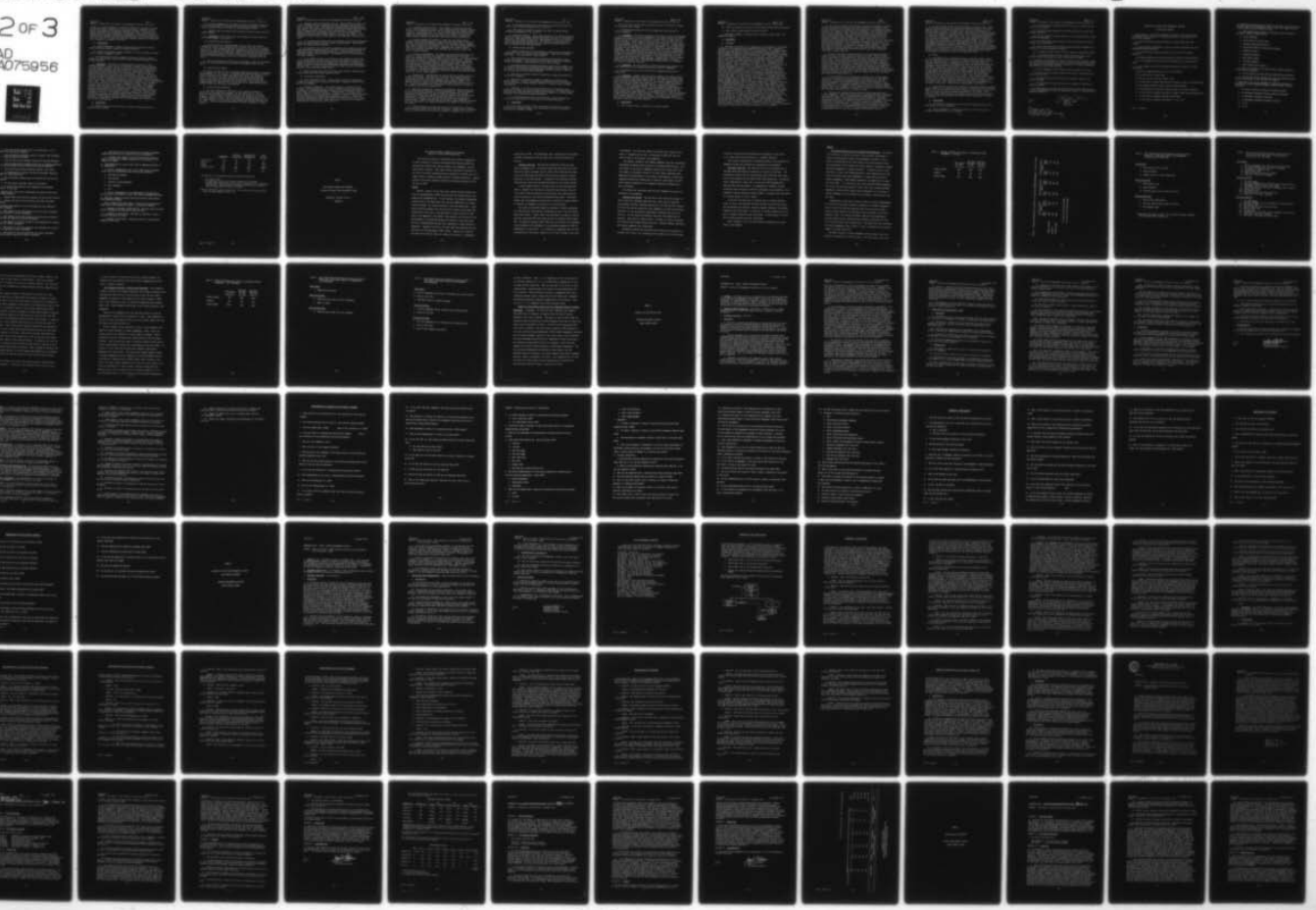

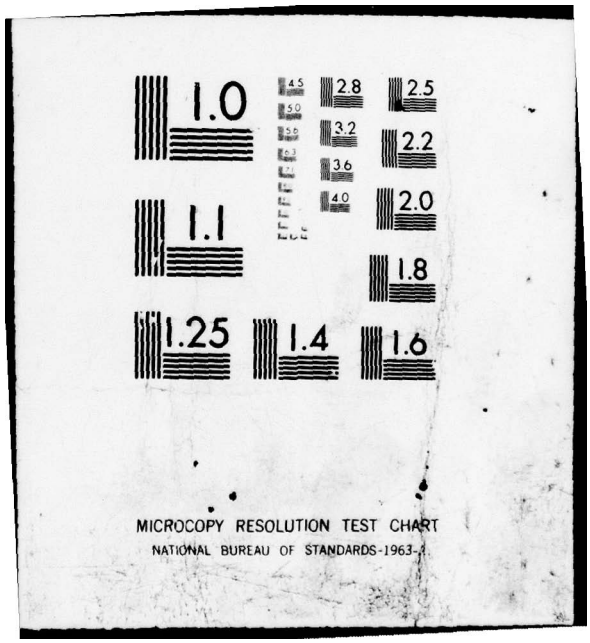
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Overall, the central management of supply and maintenance appeared to provide an efficient support program for the dining facilities. Expendable supply support was adequate and responsive; equipment replacement records were adequately maintained with the exception of providing a copy to the Facilities Engineer and replacement equipment was programmed; and maintenance support for dining facility equipment was responsive and appeared to be effectively managed. There was a need for an effective calibration program; however, the absence of such a program is not unique to Fort Lee.

(2) CONCLUSIONS:

(a) Central management of supply and maintenance provided an efficient supply/maintenance support program for dining facilities.

(b) Supply and maintenance support appeared to be more competently managed under the central management concept.

d. Determine whether central management provides an adequate training program for garrison/field interface and a viable educational program for food service personnel.

(1) DISCUSSION: There was no training program for garrison or field feeding operations. Neither DFM nor the TOE units provided training programs for food service personnel. On-the-job training in the dining facilities was the only training received; this was limited due to the central preparation of items served in the dining facilities. A need for training was surfaced by Dining Facility Operations Division and TOE personnel. There is a need for training programs in both garrison and field feeding operations. All military food service personnel should be trained in both areas; TOE personnel need the training in order to effectively operate in a field environment and TDA personnel need to be trained to maintain MOS proficiency and to prepare for Skill Qualification Tests, (SQT). There is a need for food preparation training for all personnel to fill the void created by the central preparation of items. Food service sergeants felt that they could operate in a field environment with assigned TOE food service personnel; these personnel participate in field training exercises approximately once per calendar quarter. Associate degree producing programs in food service are available locally. Central Texas College offers a program on Fort Lee. Food service correspondence courses are also available. Food service personnel were generally aware of the educational opportunities available to them; however, few were taking advantage of the opportunity. Shifting and scheduling of personnel with constant changes were reasons cited for a lack of participation.

(2) CONCLUSIONS:

(a) Central management did not provide an adequate training program for garrison/field interface.

(b) Central management did not provide a viable educational program for food service personnel; educational opportunities were available, but food service personnel did not, or could not, take advantage of them.

e. Identify basic food service shortcomings and annotate those which are common Armywide.

(1) DISCUSSION: Basic food service shortcomings are listed below with those common Armywide so annotated.

(a) Installation food service.

1. Dining facilities, Building Numbers 2012 and 9304, had accounts overdrawn in excess of the authorized plus 3 percent at the end of the fiscal year (FY 78). Both facilities had been instructed to carry the full overdrawn accounts over into the new fiscal year. Turn-ins should have been effected to bring the accounts into the authorized allowance. If this had not been sufficient then an investigation report of survey action should have been initiated in accordance with the provisions of AR 15-6 or AR 735-11 (paragraph 3-76, AR 30-1).

2. Meal card verification checks were not performed or were not maintained on file in the dining facilities as required by paragraph 3-59f, C1, AR 30-1.

(b) Administrative Support.

Meal Cards, DD Forms 714, were not always issued and controlled in accordance with paragraph 3-54, C1, AR 30-1. Individuals were observed eating in several dining facilities without having been issued meal cards. The cumulative status in the front of the meal card register was not maintained in some units. In one unit, lost meal cards had not been posted to the meal card register and a meal card controller was not appointed. These situations are common Armywide; the majority (70 to 80 percent) of the installations visited by FMAT's have meal card control deficiencies.

(c) Dining Facility Operations.

1. The Cooks' Worksheet, DA Form 3034, is not properly prepared or maintained in accordance with paragraph 3-53 and figure 3-6, C1, AR 30-1. Several items were prepared and served that were not entered on the Cooks' Worksheet. Leftovers were not always entered on the worksheet nor was their subsequent disposition shown. Menu item comments and daily meeting notes were not always entered. In one facility recipe numbers and cooking times were not all listed. Improper maintenance/preparation of Cooks' Worksheets is common Armywide.

2. Signature headcount procedures were not always properly followed. Food service personnel were not signing DA Form 3351, Signature Headcount Sheet, prior to consuming a meal. Some Signature Headcount Sheets were missing meal card numbers. One headcounter closed out the Cash Meal Payment Sheet, DD Form 1544, 15 minutes prior to the end of the serving period. Some Signature Headcount Sheets were being signed using only the last four digits of the individual's social security number instead of the meal card number. In one facility DD Forms 1544 had not been signed by the responsible officer prior to issue.

3. All essential publications were not available in some dining facilities. There was a noted absence of AR 40-5, Health and Environment. This problem exists in dining facilities Armywide.

4. The quality of the food served was generally good; however, there were areas where food preparation could be improved. Some cooks were observed not following recipes.. Posted cooking times were not always followed nor was progressive cookery always practiced. The problems noted in food preparation are common Armywide.

5. In one dining facility it was noted that the Dining Facility Account Card, DA Form 3980-R, was not reconciled three times monthly as required. In another facility the food service sergeant did not maintain an account card, instead he copied the account card maintained by the Troop Issue Subsistence Officer (TISO). In another instance the DA Form 3980-R had not been signed by the TISO at the end of the account period.

6. Several civilian food service personnel were observed consuming meals in the dining facilities without paying for them.

(d) Food Service Sanitation.

1. Insect and Rodent Control. Dining facilities were not effectively screened to preclude entry of insects and rodents. Numerous flies were seen on food and equipment.

2. Solid Waste Management. Solid waste practices contributed to fly problems. Edible garbage and other refuse was mixed loose in the dumpsters. An attempt to containerize garbage in plastic bags was ineffective, since the plastic bags were of inferior quality. Dumpsters were in disrepair, were grossly soiled, and did not deny access to vermin. Contractor pick-up practices also contributed to fly breeding since dumpster lids were not closed after emptying, and compactor trucks leaked putrescible liquid waste. Food service personnel complained that unit level insect control measures were hampered by unavailability of insecticide and fly swatters.

3. Potentially Hazardous Foods. Food capable of supporting the rapid growth of microorganisms was held at unsafe temperatures for excessive periods of time at all facilities visited. Raw and cooked foods were handled without regard for crosscontamination. Food was not effectively protected from contamination and management of leftover food was not uniform. Although not common Armywide, similar problems have been noted at other installations.

4. Personal Hygiene and Sanitation. Hands were not washed between handling clean and soiled utensils, between raw and cooked foods, or between custodial chores and food handling duties at all facilities visited. Adequate hand washing facilities were lacking or absent in four of the dining facilities. High school students were being used to supplement the workforce without proper food sanitation training, were handling food in street clothes, and were not properly groomed.

5. Utensil and Warewashing. All utensil and warewashing operations were deficient. Manual operations were generally using only two of the three sinks, and rinsing items under the faucet in the third sink. The third compartment sink lacked the ability to maintain 180°F water for sanitization. Chemical sanitizers were either not available or improperly used. Dish machines were in disrepair, were improperly operated, and poorly maintained. None of the five dish machines could effectively sanitize utensils. Two machines were equipped with steam booster heaters for the final rinse water, yet steam was not available. Problems with dishwash machines not effectively sanitizing and the absence of food service disinfectant have been noted at other installations, though they are not common Armywide.

6. Refrigeration. Refrigerated food storage practices promoted mixing of raw and cooked items. CFPF items were stacked so that aluminum pans were crushed and cardboard covers were missing or bent. Many refrigerators were missing shelves or roll-in racks, promoting bulk stacking of items. This practice results in damage to products and interferes with circulation of cold air. Walk-in refrigeration was in disrepair in some facilities as evidenced by excessive frost and ice accumulations.

7. Central Ice Preparation. Flake ice was bagged by detail personnel who had not been medically evaluated for food handling duties. Periodic cleaning and sanitizing requirements for the two large ice machines were lacking. Shovels and scoops were not sanitized as required, and were not protected from contamination. Paper bags used for storage and transfer of ice may not be approved for food contact use, and were not protected from contamination during storage. Bagged ice became frozen solid upon storage promoting unsanitary and unsafe practices at the dining facilities in an attempt to chop the ice for service.

8. Civilian personnel were observed entering the kitchen area of several dining facilities without the proper hair restraints. Dining facility attendants were also working without effective hair restraints (paragraph 6-3a, AR 40-5).

9. In one dining facility paint was stored on the same shelf with food items in the storeroom (paragraph 6-2b (8), AR 40-5).

10. Food items were observed stored on the floor in several dining facilities (paragraph 6-2b (5), AR 40-5).

(e) Subsistence Support. Pastry items requested by the dining facilities during the months of September through mid-October 1978 were not available in many cases. High demand items such as yeast doughnuts, fruit pies, and many cookies were most often not available. The TISA was not stocking and the Central Food Preparation Facility was not producing sufficient pastries to meet the demands of the individual diners.

(f) Dining Facility Equipment.

1. Operator maintenance was not performed on dining facility equipment as prescribed by TM 10-415, Dining Facility Equipment: Operation and Operator Maintenance. This situation is common Armywide.

2. The installation did not have an effective dining facility energy conservation program. Most installations have energy conservation programs; however, enforcement at dining facility level is often lacking.

3. The Dining Facility Equipment Replacement Record, DA Form 3988-R, was not prepared and maintained in accordance with paragraph 3-23c and figure 3-2, C1, AR 30-1. The forms were being maintained centrally; however, a copy had not been provided to the Facilities Engineer.

4. There was no scheduled preventive maintenance program established for food service equipment.

5. There was no calibration program for temperature controlled food service equipment. Grills in most dining facilities were out of calibration. This situation is not common Armywide, however, it has been noted on several installations.

6. Components of the self-leveling tableware and tray dispensers were broken and the front, top, and rear plates were missing in all dining facilities. Dispensers were being overloaded causing excessive weight on the self-leveling mechanisms and overriding the preset calibration.

7. Ice dispensing machines were not operational or were producing less ice than the rated capacity of the machine in all dining facilities.

(2) CONCLUSIONS:

(a) In the area of dining facility operations (food quality and variety, administration, equipment support, and accountability) the Fort Lee dining facilities are considered average.

(b) In the area of food service sanitation the Fort Lee dining facilities are considered below average.

f. Determine what aspects of the food program have been improved by central management.

(1) DISCUSSION: Food service sergeants stated that there was no improvement in the food program due to central management. One manager stated that central management had helped control the misuse of coffee, cake, and other foods for social functions. Another felt that there had been a loss of control of food service personnel. Other comments voiced were that there were too many bosses and that management of food service personnel had not improved. Dining facility operations and S4 personnel felt there was no improvement. It was stated that the quality of the food served was equal to or better than under decentralized management. Other observations made were that there was a loss of professional pride; morale had suffered because the cooks were not actually preparing food. Managers were not getting the full potential from their personnel. The ability of cooks to operate in a field environment has been adversely affected; TOE cooks do not get experience in food service. It appears that the only tangible improvement was in the area of SSSC expendable supply support. TOE units suffer in the readiness area. Readiness would probably improve if commanders had control of their own personnel.

(2) CONCLUSION: With the exception of SSSC operating supply support, no other aspects of the food program were improved by central management.

g. Recommendations as to how a CFPF could be managed/controlled on an installation.

(1) DISCUSSION: Comments from food service sergeants and Dining Facility Operations Division personnel indicated that the CFPF should be operated under a true Army Ration Credit System (ARCS) concept. The CFPF should prepare only those items that are demanded by the diners. Food service sergeants should be able to purchase those items their diners prefer. Only civilian cooks should be used in the CFPF; military personnel need the training and experience available to them in dining facilities. TOE unit dining facilities should not be required to use CFPF items. TOE military food service personnel need on-the-job training in food preparation. It was apparent that the CFPF did not always produce those items required by the dining facilities. This was especially evident for pastry items as mentioned above. A CFPF that is directly responsive to the demands placed on the TISA is required. Capturing actual demand is imperative as consumption alone without visibility of substitutes is misleading. This would allow for a true ARCS operation.

(2) CONCLUSIONS:

(a) CFPF production must be responsive to customer demands.

(b) CFPF items should not be used in TOE military operated dining facilities.

(c) Only civilian cooks should be used in the CFPF.

h. Additional comments on dining facility operations under central food preparation support.

(1) DISCUSSION:

(a) Personnel.

1. Attached at Inclosure 2 is a comparison of the staffing for the dining facilities in the Dining Facility Operations Division of DFM. Attached at Inclosure 3 is the manpower survey for the same division. The manpower survey and the comparison were both based on 10 operational dining facilities. The FMAT estimated requirements were developed by the Team performing the scheduled visit/evaluation during the period 16-27 October 1978. These figures were the result of on-site analysis conducted by the personnel visiting the facility and the Team Chief. A similar exercise was conducted during the requested visit to Fort Lee during the period 28-31 August 1978. The same personnel made the earlier visit; the figures at Inclosure 2 are a refinement of the earlier estimate. These requirements are based on food service experience and workload requirements. In each case it is apparent that the authorized strength is grossly understated. It was obvious that the dining facilities could not operate effectively at this level. It was found that the use of CFPF items did not materially reduce the workload in the dining facilities. The only real savings was in the area of preparation primarily during the mid-morning time frame. The CFPF products do not reduce the workload during the two critical phases of dining facility operations, i.e., breakfast and lunch. Current concept calls for eggs to order for breakfast along with items such as bacon, sausage, hotcakes, french toast, etc. All of these items must be cooked progressively and they must be served immediately. Manpower is critical to a successful breakfast meal. In addition to the regular meal for lunch, short order items are in demand throughout the Army. Most dining facilities serve approximately 50 percent short orders during the noon meal. This is a manpower critical operation. In addition to serving and backing up the regular line, personnel are required to operate the grills, deep fat fryers, prepare sandwich items, and to serve the accompanying items on the short order line. The only savings in the dining facility attendant area of responsibility is in the pot and pan area. CFPF items are warmed in their original container thereby reducing pot and pan requirements. Pot and pan washing is usually accomplished by one individual; that person is still required with CFPF support. There is no other workload reduction. Consequently there is no meaningful workload reduction in the dining facilities as a result of central food preparation. The personnel authorization as shown at Inclosure 2 is not adequate.

2. Food service sergeants, dining facility operations management personnel, and TOE unit personnel all stated that there should not be a mixture of TOE and TDA personnel in TDA installation dining facilities. TDA dining facilities should not be staffed with TOE food service personnel. Such staffing interferes with TOE unit readiness, limits training and availability of personnel for field training exercises, and disrupts dining facility operations when TOE units deploy/undergo field training. Fort Lee had 91 military food service personnel assigned during this evaluation. Forty-seven of these or 51.6 percent were TOE personnel from 240th QM Bn units. Only one of the 11 operational installation dining facilities was dedicated to feeding the 240th QM Bn and other garrison personnel. This facility has the lowest headcount on Fort Lee. The other 10 facilities are dedicated to feeding student personnel. During the evaluation they were feeding up to and over their designed capacities. They cannot be closed when the 240th QM Bn departs; there are no headcount reductions in these facilities.

3. Military food service personnel should not be permanently assigned in dining facilities utilizing centrally produced food items. Military cooks need to be trained in food preparation; they must attain and retain proficiency in their MOS. This is essential to pass their Skill Qualification Test and also for them to effectively prepare food in a field environment. Infrequent field training is not sufficient to develop proficiency in food preparation. Civilian cooks should be employed for TDA dining facilities on an installation supported by a CFPF. They can be hired against job descriptions calling for limited preparation and reconstitution of centrally produced items. TOE military cooks could be used on a part time, rotational basis to supplement the installation operation; however, they should not become an integral part of the staffing of TDA installation dining facilities.

4. It was the opinion of most personnel interviewed and of Team members that central management could be employed on an installation for TDA dining facilities. TOE facility management should not be incorporated with TDA facility management. TOE facilities would probably best be managed at unit level where they can be directly responsive to the needs of the unit commander. Responsibility to one commander for both garrison and field operations should improve overall unit readiness, particularly in the areas of equipment maintenance and individual training, morale, and esprit de corps.

5. Problems were experienced with enlisted personnel promotions under central management. Cooks were promoted only on an infrequent basis. Promotions were dependent upon the food service sergeant recommending the individual for promotion in writing. This coupled with a constant shifting of personnel among dining facilities (and managers) tended to restrict the number of personnel recommended for promotion. DFM in turn must recommend the individuals for promotion to the unit commander. It appeared that the individual cook would be more competitive if he were assigned/worked in a unit dining facility where his performance would be visible to the unit commander and where a verbal recommendation from the food service sergeant would probably suffice.

6. Serious problems existed with the management and utilization of direct hire food service workers in the installation dining facilities. The recent manpower survey and the FMAT recognized that there were insufficient food service workers available. This was further evidenced by 67.5 man-days overtime for food service workers in September 1978. This situation has been aggravated by significant amounts of nonproductive time, e.g., 142.5 man-days were lost to sick leave in September 1978. This caused undue shuffling of personnel to meet operational requirements. This was not only detrimental to morale but it compounded the time devoted to personnel management in DFM. The entire efforts of at least one man were devoted to managing dining facility attendants. In addition, the Government furnished their uniforms and provided their training. Consideration should be given to converting to contract dining facility attendant services. A cost analysis should be conducted to determine the most economically feasible method of operation. Contract services would significantly reduce the managerial workload at DFM and in the dining facilities.

(b) Menus.

1. There appeared to be sufficient variety in the menus served. There were some complaints voiced over having to rigidly follow the master menu and over too many gravy items. A comparison was made of the Master Menu for September 1978 considering the changes made by the Installation Menu Board and the menus actually served in four dining facilities as drawn from the Cooks' Worksheets. There was no indication of a lack of variety nor did it appear that the master menu was being rigidly followed. Food service sergeants were in fact making some adjustments to serve items demanded by the diners. Most respondents had no complaints about the quality of the food being served. They did feel that some of the items, e.g., meat loaf, could be prepared without gravy to offer the diner a wider variety. Many younger patrons, as an example, prefer eating ketchup with their meat loaf instead of gravy. Overall, the quality of the items centrally produced was good with the exception of some pastry items. Fruit pies have too little filling and condensation tends to make the crust mushy. Cream pies were unacceptable to the diners.

2. Dining facility accounts were consistently underdrawn thereby indicating that the diners were not getting the full value of the Basic Daily Food Allowance (BDFA). This can at least be partially attributed to the limited variety of short order menus and specialty items being offered to the diners. More variety in short order menus and the offering of specialty items would improve the Fort Lee food service program and probably better utilize the full value of the BDFA.

(2) CONCLUSIONS:

(a) The personnel authorization for the Fort Lee dining facilities with CFPF support is totally inadequate.

(b) Central management of TOE dining facilities and TOE food service personnel adversely affects unit readiness.

(c) TDA installation dining facilities should not be staffed with TOE food service personnel.

(d) Dining facilities supported by a CFPF should not be staffed with military personnel.

(e) TOE unit dining facilities should not be incorporated under central installation management.

(f) TDA installation dining facilities could be effectively centrally managed on an installation.

(g) Direct hire food service workers require intensive management and significantly increase management workload.

(h) An adequate variety of good food was served to installation diners.

(i) An increased variety of short order and specialty meals would improve customer acceptance and better utilize the total BDFA.

5. In summary, the environment in which the CFPF test was conducted limited the test and potential benefit that could have been obtained; however, there does appear to be sufficient evidence to support the conclusions presented. The significant points made were that:

a. Central management did not improve the food program at Fort Lee.

b. TOE food service personnel should not be used to staff positions in TDA dining facilities.

c. TOE dining facilities and food service personnel should not be centrally managed.

d. TDA installation dining facilities could probably be effectively centrally managed.

6. The undersigned was the FMAT Team Chief conducting this evaluation. Any further comments/questions should be addressed to him or Mr. John Matthews at extensions 1868/4718.

2
2 Incl
as

JAMES O. BLOUIN
MAJ, GS
Team Chief

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EVALUATION OF CENTRAL FOOD MANAGEMENT STRUCTURE

AT FORT LEE, VIRGINIA

A. Assess impact of the central management structure on the unit readiness of the TO&E units as related to food service personnel and maintenance of food service equipment.

1. Are food srevice personnel available to support TO&E units when required?

a. Are procedures established to recall food service personnel for unit deployment/training exercises?

b. Are food service personnel available to the units for training exercises?

(1) Are all assigned food service personnel provided for field exercises?

(2) If all assigned personnel were not provided, why not and where were they?

c. Are assigned food service personnel qualified to operate in a field environment?

(1) Can the assigned personnel set up a field kitchen?

(a) Can they erect a kitchen tent?

(b) Can they set up a mess kit laundry line?

(c) Do they select a proper site with good drainage, cover, and accessibility?

(2) Can assigned personnel operate field kitchen equipment?

(3) Is the quality and quantity of meals provided in the field adequate?

2. Is food service equipment available to support field exercises/deployment?

a. Is food service equipment adequately maintained?

b. Is food service equipment operational? If not, why?

Incl 1 (Annex C)

B. Determine what administrative support is provided to the food service sergeant under central management, and the effect this support has had on the operation of the dining facilities.

1. What administrative support is provided to the food service sergeant? Comment on areas such as:

a. Cooks' Worksheet.

b. Dining Facility Account Cards.

c. Equipment Replacement Records.

d. Subsistence Report and Field Ration Request.

e. Headcount records.

f. Subsistence support.

g. SSSC supply support.

h. Job Order Requests.

i. Other administrative support.

2. What is the effect of the administrative support provided to the food service sergeant?

a. Did the support provided reduce the administrative workload?

b. Does the food service sergeant feel that the support provided should be continued? If not, why and what support?

C. Determine if the central management of supply and maintenance provides an efficient supply/maintenance support program for dining facilities.

1. Is there an effective equipment replacement program?

a. Are Equipment Replacement Records properly maintained?

b. Is replacement equipment programmed?

c. Is programmed replacement equipment financed?

(1) FY 78?

(2) FY 79?

d. Have requisitions been submitted for programmed replacement equipment?

e. Were requisitions coordinated with the DFAE to ensure the availability of adequate utilities and funds for installation?

f. Have open requisitions for replacement equipment been reconciled/validated?

2. Is expendable operating supply support adequate?

a. Is SSSC support responsive?

b. Is SSC stockage adequate? Any problem items?

3. Is maintenance support of dining facility equipment adequate?

a. Is there a procedure for emergency job orders?

b. What is the response time for emergency job orders?

c. What is the response time for routine job orders?

d. Is there an equipment calibration program?

(1) For what items?

(2) Frequency of calibration?

(3) If not, how is calibration accomplished?

e. What is the average downtime for an item of equipment on job order?

f. Are open job order requests validated/reconciled?

(1) Frequency?

(2) By whom?

g. Do food service sergeants consider equipment maintenance support adequate?

D. Determine whether central management provides an adequate training program for garrison/field interface and a viable education program for food service personnel.

1. Is there a training program for food service personnel?

a. Does the training program cover garrison operations?

b. Does the training program cover field operations? If so, describe the content and frequency.

c. Are food service personnel licenced to operate field equipment, i.e., immersion heaters and ranges?

d. Does the food service sergeant consider the training adequate?

e. Does the food service sergeant believe he can operate effectively in a field environment with his assigned food service personnel?

f. How often do food service personnel operate in the field?

g. Do commanders/S4's consider food service personnel adequately trained for field operations?

2. What educational opportunities are available for food service personnel?

a. Are food service personnel aware of the program?

b. Do food service personnel take advantage of the program? How many? If not, why?

E. Identify basic food service shortcomings and annotate those which are common Armywide.

1. Complete FMAT dining facility checklist for each dining facility.

2. Compare deficiencies from checklists with FMAT trip report summaries.

F. Determine what aspects of the food program have been improved by central management.

1. What aspects of the food program do the food service sergeants consider improved by central management?

2. What aspects of the food program do the food service sergeants believe were not improved by central management?

3. What aspects of the food program do the commanders/S4's consider improved by central management?

4. What aspects of the food program do the commanders/S4's believe were not improved by central management?

5. What aspects of the food program do the central management personnel consider improved by central management?

6. What aspects of the food program do the central management personnel believe were not improved by central management?

7. Determine what aspects of the food program were improved and/or not improved by central management by an evaluation of the results of E above.

G. Recommendations as to how a CFPF could be managed/controlled on an installation.

1. Solicit recommendations as to how a CFPF could be managed/controlled on an installation from the following personnel:

a. Food service sergeant.

b. Food Adviser.

c. Director of Food Management.

d. Unit commander.

e. S4's.

2. Solicit recommendations from FMAT members participating in the evaluation of the DFM as to how a CFPF could be managed/controlled.

H. Additional comments on dining facility operations under Central Food Preparation support.

Solicit comments from FMAT members on dining facility operations under central food preparation support. Specifically address:

a. Adequacy of personnel authorizations. How many cooks and dining facility attendants are required for each facility?

b. Adequacy of menus served. Was there a sufficient variety of food made available to diners?

c. Quality of food served. Assess the quality of items served, especially CFPF items.

	AUTHORIZED	ASSIGNED (16 Oct 78)	RECOGNIZED BY MANPOWER SVY	FMAT EST RQMT
Food Svc Sgt	10	10	10	10
1st Cook	10	11	10	10
Cooks	67	83	157	174**
Clerks	10	7	10	10
Food Svc Worker	104	104	157	168**
	201	215*	344	372

*In addition to 215 assigned personnel dining facilities used:

--11 student cooks
--16 high school student food service workers at 16 hrs/week.
Building 3206 used 1 shift of cooks from the QM School and 1 shift from Building 9304. Building 9304 was closed, operating only on weekends while Building 3206 was closed on weekends.

**Totals obtained by applying factor of 1.6 to allow for 40 hour work week, 7 days per week operation, leave, etc.

ANNEX D

FOOD SERVICE WORKER AND COMMANDER OPINION OF CENTRAL FOOD MANAGEMENT SYSTEM

BEHAVIORAL SCIENCES DIVISION

NARADCOM

Food Service Worker, Commander, and Customer Opinion of Central Food Preparation

The three major groups of individuals which would be impacted by an Army conversion to Central Food Preparation Facilities (CFPF) are military and civilian food service workers, unit commanders, and the food service customers. This report section discusses the opinions of the first two groups concerning central preparation in detail, and, to a lesser extent, considers customer opinion of central preparation. Another section of the report analyzes customer food acceptance during the Fort Lee test of CFPF.

Method

Ideally, a report of this type would compare opinions obtained before the implementation of CFPF (the pre-test) and opinions given a few months after implementation. In this instance, the research methodology involved work at two Army posts, Fort Lee and a MACOM post, Ft. Carson, chosen by USATSA. Two factors dictated a dual post methodology. First, since centrally prepared food (from the pilot kitchen) had already been distributed at Fort Lee, it was impossible to obtain opinions of CFPF prior to any exposure to the system. Such opinions are critical for the establishment of a motivation package for workers at other Army posts and for an uncontaminated pre-post test comparison of either workers or commanders. Secondly, Fort Lee is the only Army post operating with the Directorate of Food Management (DFM) concept. Negative (or positive) attitudes toward DFM are likely to confound the workers' or commanders'

evaluations of CFPF. The methodology, then, consisted of three phases, pre-CFPF evaluations at the two posts and a post-test evaluation at Fort Lee.

Pre-test, Fort Lee. The pre-test evaluation at Fort Lee took place in December 1977. It involved interviews and surveys of 48 military food service personnel and 41 civilian WL-8, WG-8 and WG-5 cooks at the nine DFM dining facilities (the facilities targeted to become satellites in the CFPF system). In addition, five civilian cooks and three military cooks were surveyed/interviewed at the central kitchen.

At each dining facility a written survey and the Job Description Index, a standard job satisfaction instrument with military food service workers norms and extensive civilian norms, were administered in a group situation to the entire morning/afternoon shifts. Individual workers were then engaged in face-to-face interviews to explore aspects of interest not amenable to inclusion in a written survey.

The survey and interview asked for opinions of workers concerning both DFM and their anticipations concerning the soon to be fully implemented CFPF system. A major effort was undertaken to attempt to isolate opinions concerning CFPF from either positive or negative biases toward DFM. The negative opinions toward CFPF will be the basis for recommendations concerning the development of a motivational package for CFPF implementation at other posts. It is important to emphasize that any problem perceived by the worker, whether it is a "real" problem or not, must

be addressed. In a very real sense, any problem that a worker anticipates is a genuine one for him. All opinions of CFPF will form the basis of part of the pre-post test comparison.

Ten company, battalion, and brigade commanders were also individually interviewed concerning their opinions of the DFM and CFPF concepts. The end product of the study of commander opinions will include both a concise summary of commander opinion of the CFPF system including recommendations for modification of the system, where feasible, to deal with commander satisfaction problems and a listing of these aspects of CFPF which should be addressed in any commander information package which may be developed.

All surveys and interviews used with both commanders and cooks are reproduced in the Appendix.

Pre-test, Fort Carson. The pre-test at Fort Carson was similar to that at Fort Lee, although unlike Fort Lee, extra care was exercised in providing a written, unbiased description of the DFM and CFPF concepts. For both food service workers and unit commanders, the same questionnaire, interview, and job satisfaction measurement techniques were used as at Fort Lee. At Fort Carson 109 military cooks were interviewed and 105 surveyed. There were no civilian cooks. The sample of cooks represented both battalion and brigade dining facilities. Thirteen company, battalion, and brigade commanders were interviewed.

In addition, surveys and interviews were conducted with prospective customers (E-2 through E-9) concerning their reaction to the CFPF concept.

A total of 103 BAS and SIK personnel were interviewed at both active (i.e., motor pool) and non-active (i.e., finance) worksites.

The customer interview and the changed portions of the customer and commander surveys and interviews are reproduced in the Appendix.

Post-test, Fort Lee. The post-test at Fort Lee contained most of the same survey and interview questions as the Fort Lee pre-test. The differences included the fact that opinions about CFPF were then a function of participation in the system rather than speculation. In addition, direct comparisons of their jobs - pre and post CFPF implementation - were elicited from the workers. An examination of workers' opinions concerning their training for CFPF was undertaken in the interview. The commander interview reflected similar changes. Customers were interviewed in a similar manner as at Fort Carson.

In the Fort Lee post-test, 37 military and 14 civilian satellite cooks, as well as two military and nine civilian central kitchen cooks, were interviewed and surveyed. Fourteen company, battalion, and brigade commanders were interviewed. In addition, 78 school students and 51 T.O. and E. customers (240th BN) were interviewed. An extra group of 33 Food Service NCOES students were also interviewed.

Again, changes in the survey and interview instruments are reproduced in the Appendix.

RESULTS

Food Service Worker Opinion of Central Food Management. One concern in the analysis of the Fort Lee data is the potential confounding of opinions concerning DFM (central food management) and CFPF. Table 1 shows the preferences of all cooks (both civilian and military at Fort Lee and military at Fort Carson) for either central or dispersed (company/battalion) management of dining facilities. It should be kept in mind that Fort Lee cooks were responding based on their experiences with DFM while Fort Carson cooks were responding to a description provided of central management. Three general statements can summarize the results from this table: 1) at each post, more cooks preferred CO/BN management; 2) the Fort Lee post-test sample of cooks, while still preferring CO/BN management, showed a shift toward central management; 3) the concept of central management was most popular at Fort Carson, a post where it does not exist.

Consideration of the data in Table 2 leads to a better understanding of the Fort Lee post-test increase in preference for central management. As can be seen, the military satellite cooks in the post-test sample showed a lower preference for DFM than the pre-test sample cooks (3% as compared to 8%). The civilian satellite cooks and the predominantly civilian central kitchen cooks show the increase in preference for DFM (17% to 36% and 25% to 64%, respectively). The higher post-test preference for central management shown in Table 1, then, is reflective of an opinion change in civilian cooks only.

The higher rating of central management by Fort Carson cooks can be explained by examination of Tables 3 and 4. The Fort Carson cooks, with

Table 1. Percent Preference for Central or Dispersed (CO/BN) Management: All Cooks

	Fort Carson N = 109	Fort Lee Pre-Test N = 97	Fort Lee Post-Test N = 62
Prefer Central	43%	10%	21%
Neutral	6%	8%	11%
Prefer CO/BN	51%	82%	68%

Table 2. Percent Preference for Central or Dispersed (CO/BN) Management: Fort Lee Cooks

	Central Kitchen Cooks		Civilian Satellite Cooks		Military Satellite Cooks	
	Pre N=8*	Post N=11**	Pre N=41	Post N=14	Pre N=48	Post N=37
Prefer Central	25%	64%	17%	36%	8%	3%
Neutral	25%	27%	39%	14%	15%	6%
Prefer CO/BN	50%	9%	44%	50%	77%	91%

* 5 out of 8 civilian cooks

** 9 out of 11 civilian cooks

Table 3. Rank Ordered* Open Ended Responses Concerning What is Perceived as Good About Central Food Management: Military and Civilian Cooks

Fort Carson

1. There would be only one boss.
2. More uniformity
3. Manager would be a food professional

Fort Lee Pre-Test

1. DFM respects cooks
2. More uniformity
3. Can move cooks to cover other facilities

Fort Lee Post-Test

1. DFM are food professionals
2. Can move cooks to cover other facilities
3. DFM respects cooks

* Responses are listed in order (1) is the most frequent response, (2) the second most frequent, etc.

Table 4. Rank Ordered Open Ended Responses Concerning What is Perceived as Bad About Central Food Management: Military and Civilian Cooks

Fort Carson

1. Central management won't know each facilities' needs
2. No contact between cooks and central management
3. The manager is needed on site
4. Going to the field
5. Most NCO's would no longer be needed
6. Cooks won't know their customers

Fort Lee Pre-Test

1. Too many bosses
2. The unit commander has no influence over dining facility
3. DFM doesn't know each facilities' needs
4. The manager on site (food service sergeant) has no control
5. Going to the field
6.5. DFM doesn't care
6.5. Moving cooks to cover other facilities
8. Cooks don't know their customers

Fort Lee Post-Test

1. Too many bosses
2. The unit commander has no influence over dining facility
3.5. DFM doesn't care
3.5. Moving cooks to cover other facilities
5. Going to the field
6. Too few cooks
7.5. The manager on site (food service sergeant) has no control
7.5 Cooks don't know their customers
9. DFM doesn't know each facilities' needs

no actual exposure to central management, felt that the major advantage to such centralization would be that they would have only one boss. As can be seen in Table 4, the most frequently expressed complaint by both pre- and post-test Fort Lee cooks was that DFM, the Fort Lee version of central management, led to having too many bosses. To summarize, then, in all three samples of cooks surveyed, most of the cooks preferred local management rather than central. Most Fort Carson cooks preferring central management saw in it the advantage of eliminating multiple bosses, a perception which certainly did not occur and was actually reversed with Fort Lee's central management system.

Table 3 lists, in order from most frequent to least frequent, combined military and civilian cook responses from all three samples to an open ended question asking what was (or would be) good about central management. The Fort Carson sample's response concerning eliminating multiple bosses has already been discussed. Other perceived advantages of central management included satisfaction with the notion of managers who are food professionals, an acknowledgement of the desirability of central management prerogative of moving cooks from facility to facility to cover emergencies, and, at Fort Lee, a recognition that DFM treated cooks with respect. While the Fort Carson and Fort Lee pre-test samples predicted that central management might lead to more uniformity, the Fort Lee post-test sample failed to mention the existence of any such uniformity across the post.

Table 4 presents responses to a question concerning what was (or would be) bad about central management. Note that the two Fort Lee samples, those who have experiences DFM, say essentially the same things although, in some instances, in a slightly different order of frequency. As mentioned

above, both Fort Lee samples gave as their most frequent response, that there were too many bosses in the DFM system. There was a similar agreement concerning the second most frequent response. The cooks felt that the unit commander's not having influence over the dining facility was bad.

Other negative aspects of DFM reported by the Fort Lee cooks included objections to being moved from facility to facility, concerns that DFM didn't really care about them as individuals, the feeling that the food service sergeant at each facility was wasted-that he had no real control, the conviction that the cooks at each facility didn't know their customers' likes and dislikes in a system where different customers attend different meals and on different days, and the belief that DFM didn't know each individual dining facilities' unique needs. In addition, the Fort Lee cooks reported that going to the field was bad under the DFM concept. Some of these latter responses referred to the problems of a T, O, & E units' cooks being scattered across the post and then being brought together in the field. Under such conditions they report not knowing each other or their supervisor as well as they feel they should to optimally operate a field dining facility. In addition, the cooks who are left to operate the post facility claimed they are required to do so under extremely short handed conditions. When a company or battalion runs its own dining facility, the cooks usually work together both in garrison and the field; and when the unit goes to the field the dining facility closes.

The Fort Carson cooks listed many similar negative feelings about central management. In addition, they expressed concern about the lack

of contact between the individual cook and the central manager; and worried about the possibility that under central management many NCO's would no longer be required.

Unit Commander Opinion of Central Food Management. Unit commander (company, battalion, and brigade commanders) were queried concerning their feelings about DFM (both pre- and post-test at Fort Lee) and central management in general at Fort Carson as can be seen in Table 5, 75% or more of the commanders at Fort Lee preferred company/battalion management to DFM. Every commander interviewed at Fort Carson preferred local management.

Some Fort Lee commanders felt that DFM would remove at least one administrative concern from the commander of a unit. Some commanders in the Fort Lee pre-test sample and some in the Fort Carson sample felt that DFM might save money (see Table 6).

By far, however, as was indicated in Table 5, most commanders were negative in their opinions of central management. Table 7 lists the reasons given by the commanders for these negative feelings. Almost unanimously they were concerned about using influence over the dining facility. They felt that this loss of influence resulted (would result) in less responsiveness, poorer food, and generally lower unit morale. As a matter of fact, some Fort Lee post-test commanders specifically emphasized this latter point. The second most frequent negative aspect of central management cited by commanders in all three samples involved a perception of problems which occurred (might occur) in going to the field. The same concerns expressed by the cocks related to going to the field-the dispersion of a units' cooks to various dining facilities around the post while in garrison and the vacancies created in these post facilities when T, O, & E cooks are in the field-were expressed by

Table 5. Percent Preference for Central or Dispersed (CO/BN) Management: Unit Commanders

	Fort Carson N = 13	Fort Lee Pre-Test N = 10	Fort Lee Post-Test N = 14
Prefer Central	0%	25%	21%
Neutral	0%	0%	0%
Prefer CO/BN	100%	75%	79%

Table 6. Rank Ordered Open Ended Responses Concerning What is Perceived as Good About Central Food Management: Unit Commanders

Fort Carson

1. Money would be saved

Fort Lee Pre-Test

1. Takes one worry away from unit commanders
2. Money is saved

Fort Lee Post-Test

1. Takes one worry away from unit commander

Table 7. Rank Ordered Open Ended Responses Concerning What is Perceived as Bad About Central Food Management: Unit Commanders

Fort Carson

1.5 The unit commander would have no influence over dining facility

1.5 Going to the field

3. Most NCO's would no longer be needed

Fort Lee Pre-Test

1. The unit commander has no influence over dining facility

2. Going to the field

Fort Lee Post-Test

1. The unit commander has no influence over dining facility

2. Going to the field

3. Lack of unit integrity and morale

the unit commanders. Many T, O, & E commanders at Fort Lee pointed out the difficult position of a T, O, & E food service sergeant who is also a dining facility supervisor. When his unit goes to the field, he goes leaving behind a dining facility for which he is held responsible even in his absence. These concerns on the part of commanders about field operations probably help to explain why the Fort Carson unit commanders interviewed unanimously preferred managing their own facilities. They were all T, O, & E commanders with field responsibilities.

Summary of Food Service Worker and Unit Commander Opinion of Central Management. In general, the cooks and unit commanders were negative about DFM (Fort Lee Samples) or negative about the idea of central management (Fort Carson samples). The group of cooks at Fort Carson who speculated that they might like central management felt that it would help reduce their multiplicity of bosses. At Fort Lee the cooks report DFM doing just the opposite. The main positive aspects of DFM perceived by the cooks involved the professionalism of DFM (central management) personnel and the central manager's ability to move cooks around to fill vacancies. The major advantages perceived by unit commanders involved saving money and removing one responsibility from the commander. There were many negative food service worker perceptions of DFM/central management. The most frequently expressed ones included too many bosses, the unit commander having no influence, the on-site manager (food service sergeant) having no control, and going to the field. Unit commanders did not like the notion of losing control over the dining facility and were also concerned about problems related to going to the field.

ANNEX E

ANALYSIS OF THE FORT LEE CFMS

SYSTEMS DEVELOPMENT DIVISION

TROOP SUPPORT AGENCY

DALO-TAE-D 15 December 1978

MEMORANDUM FOR: CHIEF, SYSTEMS DEVELOPMENT DIVISION

SUBJECT: Central Food Management Evaluation, Fort Lee, Virginia

1. Purpose: On 29 Aug, 11 Oct, 2, 15 and 28 Nov 78, an evaluation was made of the Central Food Management System (CFMS) at Fort Lee, with emphasis on advantages and disadvantages of the system in support of TDA and TOE dining facilities, to determine whether a CFMS is required to control and operate a Central Food Preparation Facility (CFPF), and whether the effectiveness and efficiency of the installation food program has improved.

2. Personnel Making Evaluation: CPT Jesse D. Tolleson and W. K. Tilmon, Management Analyst, Systems Development Division, Concepts and Systems Directorate.

3. Personnel Contacted: See Incl 1.

4. Discussion:

a. Fort Lee is experiencing difficulty in filling military food service TDA positions, as well as acquiring additional TDA military personnel to adequately staff and operate the installation's dining facilities. It is unlikely this situation will change anytime in the near future. As a result, TOE food service personnel must be utilized in the operation of TDA dining facilities.

b. Central management of an installation food service program, when amalgemating TOE and TDA military food service personnel in dining facilities, creates problems primarily due to diversity of mission. Further, TOE and TDA unit personnel cannot be managed utilizing the same management principles because of the added responsibility TOE personnel have to their unit for maintenance of equipment and mobility readiness requirements. Also, after these personnel have been consolidated, manpower survey teams have a tendency to reduce authorized TDA positions. If this occurs and TOE units are deployed or participating in extended field training exercises, the TDA food service mission cannot be effectively accomplished without the support of TOE food service personnel. Also, this affects the TOE mission because TDA facilities must be supported.

c. Commanders, specifically TOE commanders, should have complete responsibility for food service operations in support of their garrison and field requirements. This is essential if they are to be competent in garrison and field food service operations and accomplishing their assigned missions.

Food service operations is one of the greatest contributors to the morale, the esprit de corps, and the health and welfare of a unit. Commanders must be involved and have an interest in order to influence these factors. It is not reasonable to expect a commander to be able to control food service operations in the field, under combat or simulated combat conditions, when not given the opportunity to become familiar with food service personnel and the requirements of the operation under less stringent conditions. Another consideration is the additional time required for supervision when the commander only has operational control of food service personnel in the field and is not familiar with their ability or lack of ability to provide adequate support.

d. The maintenance of field food service equipment is substandard. This is attributed to failure of not establishing who is responsible for this maintenance in garrison - the TOE commander or the central food manager. The central food manager's priority is garrison food service, and the TOE commanders are responsible for field feeding and the maintenance of field equipment in garrison. However, the central manager controls the personnel to accomplish this maintenance of field equipment. This results in a conflict of interest and establishment of priorities between the TOE commanders and the central food manager and, consequently, the TOE unit does not properly maintain the field food service equipment in garrison. Also, there is a lapse of supervisory responsibility, when personnel are released to maintain equipment, as who is to insure the maintenance is accomplished - the TOE commander or the central manager. This further compounds the maintenance problem under CFMS. Therefore, qualifications of food service personnel under central management, to perform field food service operations, are substandard when compared to personnel operating under a decentralized system. In some instances, they are better trained to prepare food in garrison but lack the necessary training in working with field equipment and preparing food under tactical conditions.

e. The control of food service personnel under the CFMS is inadequate. This is exemplified by the fact that the central manager has operational but not command control. The TDA personnel are assigned to the Headquarters and Headquarters Company, USAQMCEN&FL, and TOE personnel are assigned to their respective units. As such, TOE and TDA military food service personnel have experienced problems with promotions. This is attributed to the constant shifting of food service personnel and lack of visibility by the unit commander. In addition, food service personnel expressed that there were too many supervisors under central management, and this impacted upon the control of personnel at the dining facility by the Food Service Sergeant.

f. Sanitation and appearance of the dining facilities under the Fort Lee CFMS are substandard; even though commanders are very close to this problem they are unable to influence improvements or take direct corrective action. Since the central manager is totally responsible for the operation of dining facilities in garrison, commanders must coordinate directly with the individual on resolving any discrepancies noted. As such, unit commanders tend to lose interest in the day to day operations of the facility supporting that Commander's mission.

g. There is no viable training and education program for food service personnel under the operational control of the Fort Lee Central Food Manager even though a training officer is authorized and assigned. Military food service personnel are not receiving the necessary training to maintain MOS proficiency and prepare for Skill Qualification Tests (SQT). Even though educational opportunities were available through local colleges and food service correspondence courses, an active educational program has not been established.

h. The management structure required to support, control and operate a CFPF on an installation was addressed in the Central Food Preparation System evaluation report (28 Dec 78).

5. Advantages and Disadvantages of DFM:

a. Advantages:

(1) Consolidation of all food service personnel under one agency provides more flexibility in assignment or shifting of personnel to meet requirements.

(2) Conversion to a CFMS at post level decreases the amount of food preparation equipment required and reduces cost for initial outlay and maintenance cost.

(3) Dining facility administration requirements can be consolidated, therefore, reducing the administrative workload of the Food Service Sergeant.

(4) Conversion to a CFMS places food service personnel under the command and management of food service managers while in garrison.

(5) Central Food Management provides for more adequate utilization of station type food service equipment.

b. Disadvantages:

(1) Conversion to a CFMS reduces control of food service personnel by parent unit commanders.

(2) Tactical skills of TOE unit food service personnel are minimized.

(3) Maintenance of field mess equipment is not adequately performed due to the emphasis of the central manager being on garrison feeding operations.

(4) Many responsibilities are difficult to delineate, therefore, creating confusion as to where responsibility of CFMS starts and unit responsibility ends and vice versa.

(5) Integration of TOE units into a CFMS breaks up the integrity of the units and interferes with the ability of the unit to perform sensitive or mission oriented tasks.

(6) Commanders are not motivated to acquire and maintain proficiency in food service management and this will affect later performances when they are required to manage food service personnel.

(7) CFMS requires additional senior military and civilian personnel at installation level to control the system.

(8) The span of control, particularly at large installations, would be very wide and unwieldy.

(9) The separation of food service personnel from their units, particularly from TOE units, prevents unit personnel and food service personnel from becoming acquainted and when food service personnel return for training it takes considerable time to develop unit cohesiveness.

(10) Food service personnel that are assigned to TOE units must undergo mandatory training and under a centralized system it is almost impossible for the commander to fulfill this requirement.

(11) Dining facility managers are assigned to field duty leaving their dining facilities open and under the supervision of another NCO. When the manager returns he often finds his account overdrawn and completely out of balance. He is held responsible for the account to insure that proper adjustments are made to rectify the situation. Further, there is not a viable field rotation system, consequently, the same food service managers frequently find themselves in this situation.

(12) Under CFMS, food service personnel lack the traditional interest of the Battalions and Company Commanders, SGM's, and 1st SGT's in the dining facilities and the direct leadership they provide, which is so essential to the development of young soldiers. This has resulted in a very low reenlistment rate among all food service personnel, particularly first term soldiers.

(13) It is difficult to establish a viable chain of command. Food service personnel must serve, as a minimum, two bosses on a continuing basis and at times, even more. When they are in garrison they receive direction from the Food Service Sergeant, the Food Service Advisor, and their parent Unit Commander, and sometimes these orders are in conflict. During field operations, they may receive orders from still another boss which may conflict with the previous ones.

(14) The individual does not have the opportunity to identify with a unit or even a particular dining facility. They are assigned to their parent unit but do not participate in any activities with that unit or even work in the dining facility where the parent unit subsists. During any given week, a cook may work in two or three different dining facilities.

(15) The inability of CFMS to promote deserving individuals or reduce nondeserving directly affects morale and is complicated by the dual command structure.

(16) The CFMS does not promote the same high degree of discipline that a unit does because those in positions of authority do not spend as much time in a dining facility as those personnel in positions of authority at the unit level have traditionally spent.

(17) Due to food service personnel being moved from one dining facility to another, they have developed a lack of pride in themselves and their profession and as a consequence the sanitation is below acceptable standards.

(18) The CFMS organization is not structured to allow for peer pressure and as a consequence it does not promote efficiency and there is not any immediate or long range reward for a job well done.

(19) Education and training programs are nonexistent and attempts have not been made to establish these programs.

(20) The dining facility work force cannot be stabilized, consequently, work schedules cannot be prepared because of the frequent moves of cooks from one facility to another and back to their units for field operations.

6. Conclusions:

a. Centralized management utilized all food service personnel, however, utilization was ineffective exemplified by the central manager's inability to establish priorities encompassing the complete food service program.

b. Central Management did not take advantage of all available resources that could have impacted favorably upon the overall food management program. Commanders, SGM's and 1st SGT's have traditionally had a more positive influence upon young soldiers than any other individual or group. These individuals with their leadership abilities were not incorporated into the program.

c. Consolidation of food service programs within carefully selected limits is necessary but should not be accomplished above Battalion level.

d. Food service personnel positions have not been decreased under central management, except for utilizing TOE food service personnel in TDA positions.

e. Control of a Central Food Management organization is very difficult because of the diversity of missions of the units involved. When TOE and TDA units are combined in this organization, it becomes unwieldy and almost impossible to manage with any degree of success.

f. Food service personnel are required, under central management, to serve at least two bosses and occasionally more. This has created a morale problem among personnel due to unjust treatment, which has resulted in them not being promoted when promotion was deserved and receiving official reprimands when they were not deserved. Another contributing factor to low morale was they did not know on any given day where they would work or for whom.

g. That a viable training and education program was not established.

h. That field mess equipment was not properly maintained due to the improper alignment of priorities.

i. That a training base necessary to train officers and other key TOE personnel to manage their food service operation, when the central manager released control for tactical operations, was not established.

j. That TOE food service personnel were not qualified to set up field feeding operations and prepare food under tactical conditions.

k. Individuals do not have the opportunity to identify with a unit.

7. Recommendations:

a. That the food service operations at Fort Lee be returned to commanders not higher than Brigade level or lower than Battalion level.

b. That the system as tested at Fort Lee should not be further evaluated.

1 Incl
as

WILLIAM K. TILMON
Management Analyst
Systems Development Division

LIST OF PERSONNEL CONTACTED

In addition to Central Food Management personnel contacted, interviews were conducted with the Chief of Staff, USAQMCEN&FL, Brigade Commander, QMS, Battalion and Company Commanders, and staff personnel, and Dining Facility Managers.

COL W. E. Whelan - Chief of Staff, USAQMCEN&FL
COL James R. Graves - Cdr, QMS Brigade
LTC Napoli - Director, DFM
LTC Simpson - BN Commander, 240th QM Battalion
MAJ Robinson - DFM
MAJ Arnot - S-3, 240th QM Battalion
CPT Ratliff - Company Commander, 240th QM Battalion
CPT Wilcox - Company Commander, 240th QM Battalion
LT Becton - DFM
CW4 Kyle - DFM
CW2 Cruz - DFM
CSM Rosier - BN Command Sergeant Maj, 240th QM Battalion
MSG Newby - DFM
MSG Blair - DFM
SFC Godwin - Dining Facility Manager, DFM
SFC Moore - Dining Facility Manager, DFM
SFC Gray - Dining Facility Manager, DFM
SFC Michund - Dining Facility Manager, DFM
SFC Coleman - Dining Facility Manager, DFM
Mr. Patterson - DFM
Mr. Raker - DFM
Mr. Brown - DFM

A. PURPOSE: To evaluate the Central Food Management structure at Fort Lee, VA, and alternative food management concepts to ascertain whether the Central Food Management structure is required to manage and control a central food preparation system.

B. SCOPE: The evaluation of the Fort Lee Central Food Management structure will address requirements and alternatives to management of an installation Central Food Preparation System. The evaluation will be directed toward costs incurred, strength in overall management, and a comparison to currently approved concepts at Fort Eustis (Belvoir), VA, and the Central Food Management System in progress at Fort Richardson, Alaska.

C. BACKGROUND: The Fort Lee installation food program is centrally controlled by a directorate level organization responsible for the management of the corporate Fort Lee TDA and TO&E food service program to include a Central Food Preparation System. This organization exercises operational control of both TDA and TO&E dining facilities to include food service personnel, as well as the logistical and training requirements necessary to support the installation food program. The installation food program at Fort Lee has been centrally managed since 1972.

D. SYSTEM DESCRIPTION: The Director of Food Management (DFM) at Fort Lee is on the directorate level and reports directly to the Chief of Staff. The DFM organization consists of the office of the Director of Food Management, Technical Support Branch (TSO), Support Division, Dining Facility Operations Division, and Central Food Preparation Division. The Organization and Functions Manual for the Central Food Management System at Fort Lee is attached at Annex A and provides a detailed description of the various elements composing the Central Food Management System.

E. OBJECTIVE: To determine whether the Central Food Management System, as established at Fort Lee, is required to manage and control a CFPS.

F. ADMINISTRATION AND RESPONSIBILITIES: The Systems Development Division, Directorate of Concepts and Systems, US Army Troop Support Agency, is responsible for evaluating the Central Food Management System organization structure at Fort Lee, VA, considering alternative systems, and designing an alternate system if deemed appropriate. This responsibility includes coordinating, directing, and acting as a point of contact for assistance in performing this evaluation.

G. CONDUCT OF EVALUATION: The methodologies to be used in evaluating the Central Food Management structure at Fort Lee, VA follow:

1. Request and receive briefings on current operations of the DFMS at Fort Lee, VA, to include briefings by Division Chiefs of the DFM on current operations and procedures.

2. Conduct individual interviews with a random sample of military personnel and civilian employees of the CFMS to determine the impact of the system on their attitude, morale, and job performance.

3. Conduct interviews with Fort Lee TDA and TO&E unit commanders to determine the degree and quality of service support being provided under the

Central Food Management structure and to ascertain their attitudes and judgements in relation to the system.

4. Assess impact of the central management structure on the readiness of the TO&E units as related to food service personnel and maintenance of food service equipment.

5. Assess impact of the central management structure on the ability of TDA units to subsist when TO&E units are deployed from the installation.

6. Determine whether all TO&E food service personnel can be effectively utilized under CFMS.

7. Determine if adequate control exists over military (TDA/TO&E) personnel as related to administrative support, morning reports, training, promotions, demotions, and uniform code of military justice under a central management structure.

8. Determine if TO&E unit officers are receiving sufficient update of dining facilities operations management to provide them with the necessary qualification to manage food service personnel when they return to the unit for field exercises.

9. Determine if improvement exists in education of military and civilian food service personnel under a CFMS.

10. Determine if the central management of supply and maintenance provides an efficient supply/maintenance support program for dining facilities.

11. Determine if qualified managerial personnel are available for operation of a central management structure.

12. Compare the number of personnel required to manage/operate the Central Food Management structure at Fort Lee to the total number of personnel required under alternative organization structures.

13. Determine what administrative support is provided the dining facility sergeant under central management and the effect this support has had on the operation of the dining facilities.

14. Determine the impact of eliminating the CFPF and pastry kitchen from the CFM and then determine personnel requirements.

15. Determine the impact of eliminating the CFPF and Directorate of Food Management.

16. Determine the impact of eliminating direct hire food service workers (KP's).

17. Analyze amount of time company/battalion commanders and other unit supervisory personnel spend in dining facilities under decentralized management versus the amount of time spent by the same personnel with central management.

18. Compare efficiency of the CFM at Fort Lee to a similar post operating under a decentralized system (Fort Eustis or Belvoir).

19. Compare the CFMS at Fort Lee to a similar CFMS located at Fort Richardson, Alaska.

20. Compile and compare advantages and disadvantages of the CFMS at Fort Lee.

QUESTIONNAIRE FOR INSTALLATION FOOD SERVICE MANAGERS

1. What position do you currently hold in the installation's food service program?

2. What other positions have you held in a food service related program?

3. Have you worked under a CFMS? What is your evaluation of a CFMS?

4. Have you worked in a conventional food service program? What is your evaluation of the conventional food service program?

5. Have you ever commanded a unit?

6. What type unit did you command (TOE/TDA)?

7. When you were a unit commander did you have control of the food service personnel supporting your unit?

8. What did you see as shortcomings in the food service program when you had control of the food service personnel?

9. Do you see any advantages to a decentralized food service program?

10. What disadvantages do you see in a decentralized food service program?

11. What are the advantages of a CFMS?

12. What are the disadvantages of a CFMS?

13. If you were a TOE unit commander today, what type food service program would you prefer?

14. If you were a TDA unit commander, what type food service program would you desire?

15. What benefits in training and education of food service personnel do you feel can be derived from a central food management system that could not be derived from a decentralized system?

16. What advantages to units of an installation does a CFPF present?

17. What are the disadvantages of a CFPF on an installation?

18. Do you feel that all food service personnel should be rotated through the CFPF?

a. How long should they serve there?

b. What benefits could be derived?

19. Do you feel that all TDA cooks should be civilians, military or a mixture of the two?

20. Do you feel the quality of food has improved under CFPF?

21. In what way has the quality of food improved?

22. Why do you feel the quality of food has not improved under CFPF?

23. What is the single most important innovation you would like to see in the food service field?

SUBJECT: CFMS Evaluation Points of Consideration

1. Is a CFMS required to control an installation food service program?

   a. When a post has a CFPF.

   b. If a post doesn't have a CFPF.

2. Providing a CFMS is required, at what staff level should it be organized? (Director/Svcs Div/Div/Bde)

3. What are the advantages and disadvantages of CFMS vs Services Division of DIO?

4. What should CFMS staffing be? With and without CFPF?

   a. Military

   b. Civilian

   c. TDA units only

   d. TOE units only

   e. TDA & TOE units

   f. With CFPF

   g. Without CFPF

   h. With what part contract/direct hire

5. How should command/control of food service personnel be handled during field and garrison operations? (under CFMS?)

   a. Direct Assignment

   b. Operational Control

   c. Attachment

6. What are the methods used to operate the installation food service program?

   a. Field

   b. Garrison

c. Split Field/Garrison

d. Split close proximity

e. Split over 25 miles

7. Equipment:

a. Is there a reduction in number of dining facilities required when operating under a CFMS?

b. Is there a reduction in amount of food service equipment required under CFMS?

c. Has maintenance of equipment improved, stayed same, or declined under CFMS?

d. What activity/agency is responsible to see that proper maintenance is performed on dining facility and equipment, and how are work orders handled under a central system as opposed to a decentralized system?

8. Training (Education):

a. Have military training opportunities improved for food service personnel under CFMS and, if so, how and compared to what?

b. Have civilian educational opportunities improved under CFMS and, if so, how and compared to what?

9. What are the supported units' responsibilities when operating under CFMS?

10. How many personnel spaces have been saved as a result of CFMS?

11. What is the overall dollar value in savings as a result of CFMS when compared to a decentralized system?

12. What is the impact of the pastry kitchen on the overall food service operation (providing one is used)?

13. What effect would it have on your food service program if direct hire food service workers were eliminated? (only applicable at Fort Lee)

14. Determine the amount of time company/battalion commanders and other supervisory personnel spend in dining facilities management under CFMS.

15. Determine the amount of time company/battalion commander and other supervisory personnel spend in dining facilities management under decentralized food service management.

16. How do TOE unit officers and key noncommissioned officers receive and continue update of food management operations training necessary for control of the program and personnel while engaged in field exercises — providing this is the only time they have responsibility for the program and personnel?

17. How is DFM organized to compliment the complete deployment of TOE units from the installation?

18. What assistance do you get from staff directorates at post and from the education center in furthering the education and training of food service personnel under a decentralized system?

19. Do you feed a uniform food product to troops in the field and in garrison?

20. Do you receive a supplement to the basic ration when troops are in the field and if so how do you account for this?

21. How many hours per week do food service personnel work under CFMS?

22. How do you direct your program in order to make it responsive, particularly to TOE units?

23. Are the responsibilities of the CFM enough to warrant a directorate level position?

24. Has any consideration been given to civilianizing TDA cooks?

25. Is the diversity of management any less/greater under CFMS than it was under a decentralized system?

26. Are TDA cooks being used to augment TOE units while they are in the field?

27. Personnel to interview during evaluation:

    a. DIO

    b. Food Service Detachment Commander

    c. Chief, Services Division

    d. Chief, Food Service Branch

    e. Chief, Subsistence Branch

    f. Chief, Dining Facilities Operations

    g. Chief, Troop Issue and Subsistence Branch

    h. Chief, Central Food Preparation Division (Central Pastry Kitchen)

    i. Battalion Commanders TOE & TDA Units

    j. Company Commanders TOE & TDA Units

    k. Food Service Sergeants TOE & TDA Units

    l. Food Service Personnel TOE & TDA Units

    m. Consumers TOE & TDA Units

28. What savings have been derived from shifting TOE cooks to fill voids in TDA cook assignments?

29. What is your ratio of food service personnel to consumers and what formula do you use to make the determination?

30. When there is unequal distribution of food service personnel (overages in some units and shortages in others), who is responsible for equalizing this imbalance.

31. Have dining facilities improved as a result of CFMS and if so, how?

32. How many shifts do you employ in the dining facilities?

33. Ascertain number of dining facilities operated.

34. Ascertain average annual meals served.

35. Ascertain average personnel cost per meal.

COMMANDER'S QUESTIONNAIRE

1. How much time do you spend in the food service operations of your unit?

2. Are individuals of your unit, other than you, involved with your unit's food service operation?

   a. Who is involved?

   b. How much time do they devote to your food service operation?

3. Is field mess equipment maintained in your unit?

4. Who maintains your field mess equipment?

5. Is field mess equipment adequately maintained?

6. When your unit is deployed, without the services of the CFMS, do you feel qualified to manage your mess operations?

7. Would you like to have more training in the management of mess operations?

8. Do you feel more expertise is required than you presently have?

9. What is the mission of your unit?

10. Do you feel the CFMS interferes with the accomplishment of your mission?

11. If yes, how does it interfere?

12. Have you been involved with dining facility operations under any concept other than the present one?

13. If yes, what was that system?

14. What is your opinion of your dining facility in regard to the physical plant?

15. What is your opinion of your dining facility in regard to operations?

16. What is your opinion of the qualifications of food service personnel supporting your unit, exemplified by demonstrated performance?

17. Do you feel that food service personnel are better qualified under your current system or other systems you have observed?

18. What other food service systems are you familiar with?

19. How do you feel your unit personnel conceives your current dining facility operations?

20. How much coordination is effected between you, food service personnel and the central manager?

21. Are food service personnel and the central manager responsive to the needs of your unit?

22. Are food service personnel under your direct supervision?

23. If not who supervises your food service personnel?

24. Do you feel your operation would be more effective if you had direct control of food service personnel? Why?

25. Do you think adequate control exists over military personnel as related to administrative support, morning reports, training, promotions, demotions, and uniform code of military justice under a central management structure?

26. When you are involved in field type operations, do you always get the same food service personnel?

27. What benefit would it be to your unit to get the same food service personnel each time you go to the field?

28. Do you feel the food service personnel you are receiving for field operations, other than your TOE cooks, are as well qualified as your TOE cooks?

29. If given the opportunity, how would you modify your current food service program?

30. What, in your opinion as a commander or a staff officer working with troops, are the advantages and disadvantages of a CFMS concept?

QUESTIONNAIRE FOR CONSUMERS

1. To what type unit are you assigned (TOE/TDA)?

2. How long have you been in the service?

3. How long have you been in your present unit?

4. Who is responsible for operating the dining facility where you have your meals?

5. Do you know if this post has a centralized or decentralized food management system?

6. Do you know if this post has a CFPF?

7. Do you have your meals in a company, battalion or larger dining facility?

8. What is your opinion of the food served in the dining facility where you have your meals?

9. What is your opinion of the physical layout of your dining facility?

10. Do you participate in field training exercises?

11. How often do you participate in field training exercises?

12. What class rations are you generally served when in the field (A,B,C)?

13. Where is the food prepared that is served to you in the field?

14. What is your opinion of the field rations served?

15. What do you like most about food service at your installation?

16. What do you like least about food service at your installation?

17. How does the food service program here compare with your previous Army experiences?

18. How many meals do you consume per week in the dining facilities?

19. What's your opinion of the ability of the Army cooks at this installation?

20. What changes should be made in the food service program at this installation?

If appropriate changes were made would you consume more meals in the dining facility?

21. If you had the opportunity to change any part of the current food service program, what would you change?

How would you change the program?

QUESTIONNAIRE FOR FOOD SERVICE PERSONNEL

1. What position in food service do you currently occupy?

2. How long have you been in the Army?

3. How long have you been in your present position?

4. Where did you receive your food service training?

5. To what type facility are you assigned (TDA/TOE)?

6. In what type facility are you currently working?

7. How many hours do you work a week?

8. Are you familiar with a CFMS?

9. Are you familiar with the Army's conventional food service program?

10. Which type(s) food service program have you worked under?

11. If you have worked under a CFMS and a conventional system, which do you prefer? Why?

12. Do you participate in field training exercises?

13. Do you participate in field training exercises with the unit you are assigned to, with some other unit, or both?

14. Should your unit be mobilized, do you feel you have sufficient experience in unit dining facilities operation, under tactical conditions, to perform in a satisfactory manner?

15. Do you feel your opportunity for education and training has or will improve under CFMS?

16. Has your opportunity for promotion increased under CFMS?

17. Are your administrative needs cared for under CFMS?

18. If you had the opportunity to change any part of the current food service program, what would you change?

19. How would you change the program?

20. Do you plan to make the Army food service program your career?

21. How could the Army best assist you in Food Service career planning?

ANNEX F

ANALYSIS OF THE FORT RICHARDSON, ALASKA

FOOD SERVICE PROGRAM

SYSTEMS DEVELOPMENT DIVISION

TROOP SUPPORT AGENCY

DALO-TAE-D 7 November 1978

MEMORANDUM FOR: CHIEF, SYSTEMS DEVELOPMENT DIVISION

SUBJECT: Report of Travel - CFMS Evaluation (Food Service Detachment), Fort Richardson, Alaska

1. PURPOSE: From 12 September through 21 September 1978, a visit was made to Fort Richardson, Alaska, to evaluate the effectiveness of the Central Food Management System (Food Service Detachment) with emphasis on advantages and disadvantages of the system in support of tactical units. I accompanied the TSA Food Management Assistance Team headed by MAJ Blouin.

2. PERSONNEL MAKING VISIT: Mr. William K. Tilmon, Management Analyst, Systems Development Division, Concepts and Systems Directorate.

3. PERSONNEL CONTACTED: See inclosure 1.

4. DISCUSSION:

a. During the entrance briefing for the Food Management Assistance Team, LTC Silnes, Deputy DIO, gave a general briefing on the organization, mission, and problem areas associated with the Food Service Elements of the DIO. He mentioned the visit made to the command by MG Bowers in July 1978, and the deplorable state of the dining facility operations at that time. As a result of this visit, the DIO assigned two LT's to the dining facilities to identify and report the major problems precluding the Food Service Detachment from being mission effective. It was determined that numerous management problems existed in the operation of the food service program; therefore, consideration is being given to disbanding the Food Service Detachment. MAJ Ehrig, S-4, 172d Infantry Bde, gave a separate briefing on the mission and support requirements of the brigade and re-emphasized the many problems associated with the Food Service Detachment. CPT Brady, CO, Food Service Detachment, gave a briefing on the organization and mission of the Food Service Detachment. During the briefing, it was indicated that higher level staff and command elements were responsible for the detachment not providing adequate support. At the conclusion of the entrance briefings, a request was made to confer with and interview the personnel listed at Incl 1.

b. The Food Service Detachment, at Fort Richardson, Alaska, is organized under the Services Division, DIO, and has one hundred twenty-eight (128) TOE cooks attached. The detachment operates three consolidated dining facilities utilizing all TOE food service personnel, with an average daily headcount (rations) of 1,222. Description and rating scheme of the Food Service Detachment is at Incl 2.

c. As a result of the interviews conducted, it was apparent that the CFMS (Food Service Detachment) has resulted in a savings of personnel resources. However, this savings has resulted in inadequate food service in both garrison and field operations as well as lowering the morale and esprit de corps of Food Service Detachment personnel. The summaries of interviews conducted are attached at Incls 3-6.

d. Based on discussions with food service personnel, commanders, staff personnel, and consumers, it is evident that the only possible solution to restoring a viable food service program would be to dissolve the detachment in favor of more responsive food service programs. This was verified by a study conducted by the Fort Richardson DIO. (See Summary at Incl 7.)

e. The information obtained during the interviews was referred to MAJ Blouin for inclusion in his exit briefing, to preclude separate briefings. Summary of the Food Management Assistance Team visit is at Incl 8.

5. CONCLUSIONS AND RECOMMENDATIONS: (Based on observations at Fort Richardson)

a. Conclusions:

(1) The Food Service Detachment has been operational for six years and the proposed potential of the unit to effectively manage the installation's food service program has not been demonstrated.

(2) Centralization of food service operations, at post level, with a mission of supporting combined TOE and TDA units is an ineffective method of managing a food service program, and this results from diversity of missions.

(3) Centralized food management, at post level, has negative impact on the growth and development of food service personnel.

(4) Centralized food management at a higher echelon than brigade causes numerous conflicts between unit commanders and food service managers and the end result is negativism toward food service personnel and consumers.

(5) The chain of command and rating scheme for the food service detachment at Fort Richardson is out of line with standard Army policy and as a consequence promotes inefficiency (Incl 2).

(6) The monetary savings that have resulted from centralized management have been off-set by reduced efficiency, detrimental effect on attitudes/ morale of commanders, food service personnel and consumers, and a lack of responsiveness to the mission of providing high quality food service support to the soldier.

(7) At Fort Richardson it is not necessary to have centralization of the food service system at post level in order to have an efficient and economical food service program that will promote growth and development of food service personnel and provide high quality food service support.

b. Recommendations (Preliminary):

(1) That the centralized food management concept at post level not be adopted as Army standard.

(2) That the food service system for TOE and TDA units not be combined.

(3) That the centralized food service system not be consolidated at a higher echelon than brigade.

(4) That further research be conducted to determine the highest practical echelon where the food service program could be consolidated to achieve maximum efficiency.

6. ACTION TO BE TAKEN:

a. Continue to evaluate the CFMS at Fort Lee, VA, to determine whether the Central Food Management System is the most efficient means to operate/ manage a CFPS on an installation.

b. Continue to review food service programs at other installations, with support from LEA, to determine if CFMS provides the most efficient and effective management of an installation Food Program.

c. Recommendations are not conclusive at this time. Final recommendations will be submitted after other installations have been visited and evaluated according to the CFMS plan.

8 Incl
as

WILLIAM K. TILMON
Management Analyst
Systems Development Division

LIST OF PERSONNEL CONTACTED

In addition to DIO and Food Service Detachment personnel contacted, interviews were conducted with Battalion and Company Commanders and staff personnel, cooks and consumers.

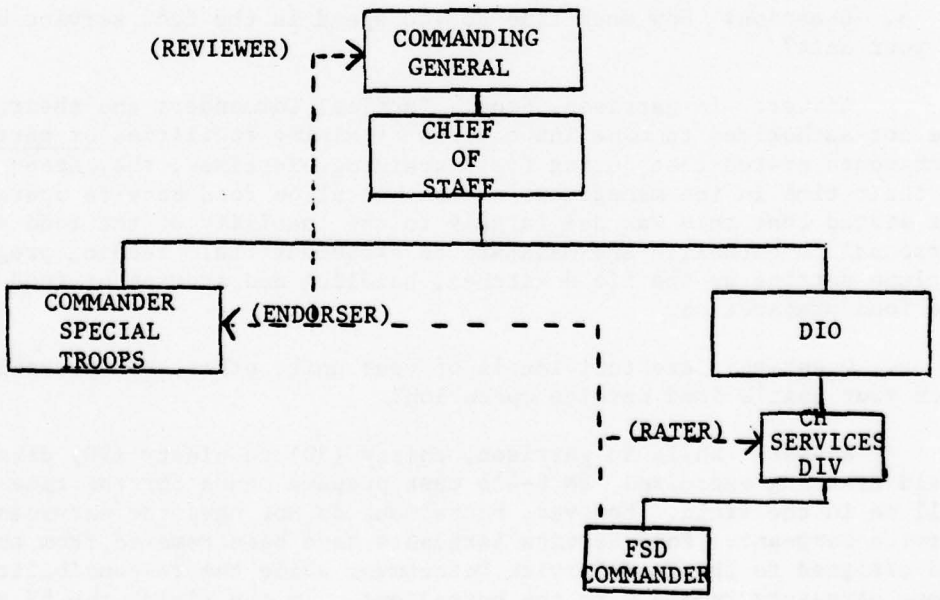
LTC Silnes - Deputy DIO
LTC Ehrickson - Bn Cdr, 1st Battalion, 60th Infantry
LTC Herrick - Bn Cdr, 4th Battalion, 23d Infantry
LTC Wacloff - Bn Cdr, 172d Infantry Bde, Spt Bn
MAJ Ehrig - S-4, 172d Infantry Bde
MAJ Jinks - Executive Officer, 1st Bn 37th Artillery
MAJ Baker - Executive Officer, Spt Bn, 172d Infantry Bde
MAJ Bailey - Executive Officer, 4th Bn, 23d Infantry
CPT Bol - CO, HQ & HQ Btry, 1st Bn, 37th Artillery
CPT Kabei - S-4, 1st Bn, 60th Infantry
CPT Mitchell - S-4, 1st Bn 37th Artillery
CPT Moore - S-4, 4th Bn, 23d Infantry
CPT Brady - CO, Food Service Detachment
1LT Dwan - Executive Officer, Food Service Detachment
1LT Hitz - DIO
2LT Baxter - DIO
CWO-4 Hornbeck - Post Food Service Advisor
1SG Michalson - 1SG, Food Service Detachment
MSG Palousek - 172d Infantry Bde Food Service Advisor
MSG Lark - Post Food Service NCO
E-7 - Hutchins - Dining Facility Manager
E-7 Cash - S-4, 1st Bn, 60th Infantry
E-6 Bennett - S-4, 1st Bn, 60th Infantry
Four (4) Shift Leaders - Food Service Detachment
Three (3) Cooks - Food Service Detachment
Four (4) Consumers - 1st Bn, 37th Artillery

ORGANIZATION AND RATING SCHEME

The Food Service Detachment, at Fort Richardson, Alaska, is organized under the Services Division, DIO, and has one hundred twenty-eight (128) TOE cooks attached. The detachment operates three (3) consolidated dining facilities utilizing all TOE food service personnel, with an average daily headcount of 1,222. Two of the dining facilities are conventional type, serving regular meals and the third is a short order house. The command at Fort Richardson is not authorized TDA food service personnel. TOE food service personnel are assigned as follows:

1. Twenty-eight (28) to each of the two (2) Infantry Battalions.
2. Twenty-eight (28) to the Artillery Battalion.
3. Twenty-eight (28) to the Brigade Support Battalion.
4. Sixteen (16) divided between the Signal Battalion and Engineer Company.

The chain of command and rating scheme for the Food Service Detachment (FSD) Commander are as follows:



COMMANDERS' QUESTIONNAIRE

I met separately, by battalion, with the following commanders and staff personnel of the 172d Light Infantry Brigade: LTC Ehrickson, BN Commander; CPT Kaber, S-4; SFC Cash and SSGT Bennett, S-4 Section, 1st Battalion, 60th Infantry; LTC Herrick, BN Commander; MAJ Bailey, Battalion Executive Officer; CPT Moore, S-4, 4th Battalion, 23d Infantry; MAJ Jinks, Battalion Executive Officer; CPT Mitchell, S-4; CPT Bol, Commander, Hq & Hq Battery, 1st Battalion, 37th Artillery; LTC Wacloff, BN Commander; MAJ Baker, Executive Officer, Bde Spt BN; MAJ Ehrig, Bde S-4; MSG Palousek, Bde Food Service Advisor, 172d Infantry Bde. The purpose was to discuss the Central Food Management (Food Service Detachment) concept with emphasis on advantages and disadvantages of Central Food Management and its effect on the unit mission. The general consensus of those interviewed was that it is virtually impossible for a unit to maintain troop morale and accomplish its mission with any degree of success when the tactical unit must be responsive to a food service program instead of the service support element being responsive to the tactical unit. Specific questions, with answers received, are as follows:

a. Question: What is the mission of your unit?

Answer: Two (2) Infantry Battalions, one (1) Field Artillery Battalion and the Bde Spt Battalion.

b. Question: How much time do you spend in the food service operation of your unit?

Answer: In garrison, none. Tactical Commanders and their staffs are not authorized to make inspections of dining facilities or partake of meals. Commanders stated that during field training exercises, they spend 15 to 20% of their time in the management of the battalion food service operation. It was stated that this was due largely to the inability of the food service personnel to establish and maintain an efficient field feeding program to include setting up the field kitchen, handling and storing of food products, and food preparation.

c. Question: Are individuals of your unit, other than yourself, involved with your unit's food service operation?

Answer: While in garrison, thirty (30) to ninety (90) days prior to field training exercises, BN S-4's must prepare menus for the time the units will be in the field. However, battalions do not have the services of a Food Service Sergeant. Food Service Sergeants have been removed from the units and assigned to the Food Service Detachment while the responsibilities of these Sergeants remain with the battalions. In the field, the BN and Company Executive Officers and Company 1st SGTS spend approximately 25% of their time

and ten (10) to twelve (12) personnel from the S-4 are required full time to insure troops are fed properly and on time. Commanders stated that with all this attention they still had problems getting the food to the troops on time and at the proper place. They further stated that Food Service Sergeants often delivered the food to the wrong site, due to their inability to read a map or their lack of a sense of urgency, and on many occasions when the food did arrive it was cold and the troops would not consume it.

d. Question: Is field mess equipment maintained in your unit?

Answer: The mess vehicles and water trailers are maintained in the unit and all other equipment is on hand receipt from the battalion to the Food Service Detachment.

e. Question: Who maintains your field mess equipment and is it adequately maintained?

Answer: The Food Service Detachment maintains the field mess equipment and it is not adequately maintained. There are several related problems associated with proper maintenance of equipment under the Central Management System: (1) the mess equipment is on hand receipt to the Food Service Detachment; (2) the detachment does not have an account for repair or replacement parts; (3) when it is necessary to repair or replace an item of equipment, arrangements must be made with the battalion from which the equipment was hand receipted; (4) items become unserviceable and are replaced by equipment from another unit; (5) supply accountability is not adequate; (6) when several units go to the field simultaneously, the detachment has had some problems supporting all of them due to improper maintenance of equipment.

f. Question: Have you been involved with dining facility operations under any concept other than the present one? If so, what was that system?

Answer: All those interviewed stated they had been involved and had considerable experience in conventional food service programs.

g. Question: When your unit is deployed without the services of the Food Service Detachment, do you feel qualified to manage your food service operations?

Answer: All those interviewed had previous experience in managing a food service operation; however, they expressed concern for future tactical unit officers and commanders under this concept.

h. Question: Would you like to have more training in the management of food service operations? Do you feel more expertise is required than you presently have?

Answer: No, all those interviewed had experience in food service operations and stated they felt they were qualified.

i. Question: Do you feel the Food Service Detachment interferes with the accomplishment of your mission? If yes, how does it interfere?

Answer: All commanders and staff members stated that the Centralized Food Management System definitely interfered with the accomplishment of their mission and gave the following reasons: (1) when the unit is required to participate in mission oriented training in the field, the cooks required for support must be requested from the Food Service Detachment thirty (30) days in advance for local on-post training, and ninety (90) days in advance for off-post training; (2) requests for support must be approved through five (5) echelons, e.g., company submits initial request through the battalion, Bde S-4, DIO, Food Service Advisor and finally to the Food Service Detachment for implementation with information copy back through channels to the originator. As a result of processing through so many levels, requests for support are often changed or modified and the unit does not receive adequate personnel to accomplish the mission; (3) with the many variables associated with training tactical units, it is difficult to prepare definite plans thirty (30) days in advance and almost impossible to make definite plans ninety (90) days in advance. The food service personnel, to include Senior NCO's, are not qualified or motivated to perform field food service operations and consequently require an inordinate amount of command and staff supervision.

j. Question: What is your opinion of your dining facility in regards to the physical plan?

Answer: The Army currently has newer and more modern equipment than it has ever had; however, this cannot be attributed to the Food Service Detachment. The dining facilities had a more attractive appearance when they were decentralized because of the immediate commander's and troops' interest in the facility. Using units are not currently contributing to the improvement of dining facilities and they do not have the pride in the facility they had under a decentralized system.

k. Question: What is your opinion of your dining facility in regard to operations?

Answer: The dining facility is not responsive to the unit mission. Management does not have the flexibility to adjust to unit requirements as demonstrated by the exceptionally long lead times required for field support. Furthermore, there have been numerous occasions when troops have arrived late from field training or other mission requirements and the dining facility could not or would not serve them.

l. Question: What is your opinion of the qualifications of food service personnel supporting your unit, exemplified by demonstrated performance?

Answer: Those interviewed stated they had very little contact with food service personnel in garrison; however, based upon reports from the troops, the food service personnel are neither qualified nor interested in their jobs. This inability to perform efficiently has been exemplified by their negative attitude toward the troops and also in the manner in which food is prepared. In the field, the observations are that 70%, to include NCO's, are not trained and lack required qualifications to perform under tactical conditions.

m. Question: Do you feel food service personnel are better qualified under your current system or other systems you have observed? What other food service systems are you familiar with?

Answer: The overall qualifications of food service personnel, based upon support they have rendered, is at a very low level, and unless some positive action is taken to rectify this situation the Army food service program will continue to deteriorate, particularly in tactical units. Under the decentralized food service program, cooks were well rounded in food service operations and had a definite interest in providing support for the unit to which they were assigned. Currently, the cooks have very little interest in any particular unit, to include the Food Service Detachment.

n. Question: How do you feel your unit conceives your current dining facility operation?

Answer: The troops have expressed that cooks have displayed a general disinterest in the unit and the welfare of its troops.

o. Question: Are food service personnel and the central manager responsive to the needs of the unit?

Answer: Food service personnel are responsive while they are in the field, serving with the unit; however, their performance is below acceptable standards and some have to be removed and returned to garrison, (nine (9) of eleven (11) E-7's of the Food Service Detachment have been removed at one time or another for inefficient performance). The Food Service Detachment Commander does not appear to have any interest in food service operations. She appears to be more concerned with basic administration and tends to overlook the requirement of food service management; the efficient support of tactical units.

p. Question: Do you feel your operation would be more effective if you had full-time direct control of your food service personnel?

Answer: Yes, the Centralized Food Management Concept is detrimental to the accomplishment of the unit's mission due to the lack of support and common interest of the personnel. If a commander has control of all his resources, he can create a harmonious working relationship within his unit and direct all personnel toward a common goal.

q. Question: Do you think adequate control exists over military personnel as related to administrative support, morning reports, training, promotions, demotions and the Uniform Code of Military Justice under a central management structure?

Answer: No, there cannot be adequate control over personnel, and their needs cannot be administered to properly because they are in the middle, i.e., they are serving two commanders, the unit to which assigned and the Food Service Detachment commander.

r. Question: When you are involved in field operations, do you always get the same food service personnel?

Answer: Occasionally we will get one or two members of a team that we have had previously, but normally we do not get the same personnel.

s. Question: What benefit would it be to your unit to get the same food service personnel each time you are involved in field operations.

Answer: The food service personnel would have a better understanding of the unit's mission and how they fit in as a part of the organization. It would be a definite advantage to train all personnel of the unit together as a team, consequently, rapport could be developed between commander, food service personnel and troops. This would enhance the unit's overall mission effectiveness.

t. Question: Do you feel the food service personnel that are supporting your unit during field operations, other than your TOE cooks, are as well qualified as your TOE cooks?

Answer: There does not appear to be any difference in the quality of cooks assigned to the command. Basically, the cooks do not appear to be very well trained; however, this is primarily attributed to shortcomings in management of the Food Service Detachment.

u. Question: If given the opportunity, how would you modify your current food service program?

Answer: Return the cooks to the units and establish battalion size dining facilities, and charge battalion commanders with the responsibility for operating their dining facilities, therefore allowing them to control all their resources so they can effectively accomplish their mission.

v. Question: What, in your opinion as a commander or staff member working with troops, are the advantages and disadvantages of a CFMS concept?

Answer:

1. Advantages: The primary advantage to the central food management concept is the monetary savings. As a result of establishing the Food Service Detachment and operating only large consolidated dining facilities, the command has been able to close small dining facilities and eliminate the thrity-two (32) TDA food service spaces, at a savings of approximately $250,000 annually.

2. Disadvantages:

(a) Adequate food service support cannot be provided the troops, either in garrison or in the field.

(b) Troop morale problems resulting from the ineffectiveness of the food service system.

(c) Inability to train units as a team.

(d) Food service personnel do not understand the mission of the unit they are assigned to support during field exercises or training.

(e) Extended lead time required to obtain food service support.

(f) The five levels required to process requests for food service support.

(g) Lack of control over field mess equipment.

(h) Food service personnel required to serve two commanders.

(i) Ineffective management of the Food Service Detachment.

(j) The extended hours cooks are required to work each week as a result of poor scheduling and other haphazard management techniques.

(k) Food service managers are not familiar with tactical unit missions, and, consequently, they are not responsive to the unit in providing combat service support.

QUESTIONNAIRE FOR INSTALLATION FOOD SERVICE MANAGERS

On 13 September 1978, I met with CWO-4 Hornbeck, Installation Food Service Advisor, to discuss the food service program at Fort Richardson. Specific questions with answers are as follows:

a. Question: What is your evaluation of a CFMS?

Answer: It is the most economical and flexible system available for conducting an installation food service program, however, it is the most undesirable system for providing support to tactical units.

b. Question: Have you worked in a conventional food service program?

Answer: Yes, for many years.

c. Question: What is your evaluation of the conventional food service program?

Answer: The conventional system is the best method of providing support to tactical units, nevertheless, it is much too costly. The days of the individual unit dining facilities are gone and somewhere we must find a happy medium between the CFMS and the current decentralized system. I would not recommend decentralization of the system below battalion level, but, I do feel it should be at the brigade or battalion level.

d. Question: What benefits in training and education of food service personnel do you feel can be derived from a central food management system that could not be derived from a decentralized system?

Answer: With the pooling of resources, it would appear to be more feasible to train food service personnel, however, the Food Service Detachment must conduct its own mandatory training and this places an added burden on food service managers at all echelons. In the area of education we have accomplished very little. Most of the shortcoming can be attributed to Management, however, and with the proper institution of more effective management techniques, we could have a much better civilian education program. The primary reason for this is with the number of cooks we have we can be more flexible in our assignment of personnel to critical areas, and release personnel in other areas so they can continue their education.

e. Question: What is the single most important innovation you would like to see in the food service field?

Answer: More constructive management with emphasis on improving the quality of the Army food service program through education, training and attention to assignments of food service personnel.

QUESTIONNAIRE FOR INSTALLATION FOOD SERVICE MANAGERS

Captain Sarah M. Bradley, Detachment Commander, Food Service Detachment, was interviewed and the results follow:

a. Question: What other positions have you held in a food service related program?

Answer: None.

b. Question: Have you worked under a CFMS?

Answer: Only at this installation.

c. Question: Have you worked in a conventional food service program?

Answer: No.

d. Question: What is your overall evaluation in relation to the advantages of a CFMS?

Answer: It is undoubtedly the most economical method of handling a post food service program. Furthermore, the CFMS provides flexibility in the assignment of food service personnel.

e. Question: What are the disadvantages of a CFMS?

Answer: 1. Cooks are attached and not assigned to the Food Service Detachment.

2. Food service field equipment is hand receipted to the detachment from TOE units. Maintenance and upkeep of this equipment is a problem.

3. The Food Service Detachment Commander doesn't have promotion or reduction authority.

4. Food service personnel are required to respond to two commanders, the Food Service Detachment Commander in garrison and the TOE unit commanders in the field.

5. When the entire brigade moves to the field, it requires all the cooks, and there isn't anyone left to support the garrison operation.

f. Question: What is your evaluation of the conventional food service program?

Answer: It appears to be too costly and too difficult to manage. Unit commanders have enough responsibility without charging them with the responsibility for food service operations. It must be further considered that tactical unit commanders lack the expertise necessary to manage food service personnel.

g. Question: Have you ever commanded a unit?

Answer: Not prior to this time.

h. Question: If you were a TOE unit commander today, what type food service program would you desire?

Answer: CFMS.

i. Question: If you were a TDA unit commander, what type food service program would you desire?

Answer: CFMS.

j. Question: What benefits in training and education of food service personnel do you feel can be derived from a central food management system that could not be derived from a decentralized system?

Answer: With consolidation of food service personnel, the removal of a small number of personnel for educational programs has very little impact on the food service mission. The training has improved under CFMS due to the close control of the detachment and the inherent ability to schedule required training to meet the needs of the unit.

k. Question: Do you feel TDA cooks should be civilians, military or a mixture of the two?

Answer: They should all be military if the units have any type field mission, however, if they don't have a field mission, they could be military or civilian.

l. Question: What is the single most important innovation you would like to see in the food service field?

Answer: More authority in the management of food service personnel.

QUESTIONNAIRE FOR FOOD SERVICE PERSONNEL

At Fort Richardson, Alaska, eight (8) Food Service personnel of the Food Service Detachment, one (1) Food Service Manager, four (4) shift leaders and three (3) cooks, were interviewed concerning food service operations at that installation. The results of the interview follows:

a. Question: What is your position?

Answer: Dining Facility Manager/Shift Leader/Cook.

b. Question: How long have you been in the Army?

Answer: The average length of service was 10-1/2 years and the range was 2-1/2 - 18-1/2 years.

c. Question: How long have you been in your present position?

Answer: The average length of time in position was 1-1/2 years.

d. Question: Where did you receive your food service training?

Answer: All those interviewed had received food service training either at Fort Ord or Fort Jackson.

e. Question: What type unit are you assigned to (TOE/TDA)?

Answer: All those interviewed were assigned to TOE units and attached to the Food Service Detachment. Fort Richardson does not have TDA cooks.

f. Question: In what type facility are you currently working?

Answer: All Food Service personnel at Fort Richardson are assigned to the Food Service Detachment and work in consolidated dining facilities.

g. Question: How many hours do you work per week?

Answer: The average number of hours per week was ninety (90), with approximately ten (10) of those hours being spent in mandatory company training or other company duties.

h. Question: Are you familiar with CFMS?

ANSWER: All those interviewed were working under a CFMS.

i. Question: Are you familiar with the Army's conventional food service program?

Answer: Yes.

j. Question: Which type(s) food service program have you worked under?

Answer: All those interviewed had previously worked in company and battalion consolidated dining facilities.

k. Question: If you have worked under a CFMS and a conventional system, which do you prefer? Why?

Answer: All preferred to be assigned to a battalion consolidated dining facility. The reasons given were as follows:

1. Feeling of belonging to a unit.

2. Rapport with personnel of unit supported.

3. More and better understanding between food service personnel and commanders of units supported.

4. More efficient management.

5. More responsibility and authority in the job.

6. Better opportunity for advancement.

7. Better opportunity to continue education and training.

8. Fewer working hours.

9. Capability of providing better support to unit assigned.

10. More efficient utilization of personnel.

l. Question: Do you participate in field training exercises?

Answer: Yes.

m. Question: Do you participate in field training exercises with the unit you are assigned to, with some other unit, or both?

Answer: All those interviewed participated in field exercises with their parent unit, as well as with other units of the Brigade.

n. Question: Should your unit be mobilized, do you feel you have sufficient experience in unit dining facilities operation, under tactical conditions, to perform in a satisfactory manner?

Answer: Yes; however, the experience was gained in other assignments. The time spent here has been a loss as far as gaining any useful experience. What has been learned here has been useless because it is all negative.

o. Question: Do you feel your opportunity for education and training has or will improve under CFMS?

Answer: The opportunities for education and training have decreased under the centralized system because we have to work too many hours per week and we are allowed to attend only those college courses that relate to food management.

p. Question: Are your administrative needs cared for under CFMS?

Answer: The Detachment Commander and 1st Sergeant have not displayed any interest in dining facility operations. It appears their primary interest is in impressing someone with the showing they make for PT and road marches, etc. The unit is required to conduct its own military subjects training, and scheduling thus far has been ineffective resulting in cooks being required to participate in mandatory training after their shifts have been completed and on weekends. Food Service personnel are unable to plan leaves or time off as a result of poor planning in the unit. This has resulted in the morale of the cooks being very low and esprit de corps being non-existent. The Detachement Commander and 1st Sergeant have not displayed any personal interest in the welfare of unit personnel in relation to their personal needs and responsibilities to their families.

q. Question: If you had the opportunity to change any part of the current food service program, what would you change?

Answer: All those interviewed stated they would change back to a decentralized system.

r. Question: How would you change the program.

Answer: All those interviewed recommended the system be decentralized down to battalion level and lower if possible.

s. Question: Do you plan to make the Army food service program your career?

Answer: All those interviewed stated they would like to get out of the service immediately rather than to work in a centralized food management system as established at this installation.

t. Question: How could the Army best assist you in career planning?

Answer: The majority of the military Food Service personnel interviewed indicated that their careers were at a standstill. They also stated that career planning and opportunities would improve under decentralized management. In this unit, the Food Service Sergeants and the Detachment 1st Sergeant prepare EER's on all individuals and the personnel interviewed indicated that the rating scheme was out of balance and consequently has a detrimental effect upon their careers.

QUESTIONNAIRE FOR CONSUMERS

At Fort Richardson, Alaska, on 18 September 1978, four (4) food consumers were selected, at random, and interviewed concerning the installation food service program. Results of the interview follows:

a. Question: To what type unit are you assigned, TOE/TDA?

Answer: All personnel were assigned to a TOE unit.

b. Question: How long have you been in the service?

Answer: The average length of service for the four individuals was three years.

c. Question: How long have you been in this unit?

Answer: The average length of time in the unit was 1-1/2 years.

d. Question: Who is responsible for operating the dining facility where you have your meals?

Answer: The Food Service Detachment.

e. Question: Do you know if this post has a centralized or decentralized food management system?

Answer: Yes, this post has a centralized food management system.

f. Question: Do you have your meals in a company, battalion or larger dining facility?

Answer: We have our meals in a dining facility much larger than battalion.

g. Question: What is your opinion of the food served in your dining facility?

Answer: The food is not very good except for the pastry. Vegetables are either not cooked enough or overcooked. The food isn't attractive and there isn't any variety. Sometimes we have roast beef three times a week.

h. Question: What is your opinion of the physical layout of your dining facility?

Answer: The facility is not kept very clean and there isn't much effort directed toward making it attractive. All stated they had seen much more attractive dining facilities on other posts where they served previously.

i. Question: Do you participate in field training exercises?

Answer: All stated they participated in field training exercises on post each week and away from the post two times each year for two to three months.

k. Question: Where is the food prepared that is served to you in the field?

Answer: When the units are in the local area, food is prepared in the dining facility most of the time, and delivered to the field in marmite cans. When units are away from the post, food is prepared by mess teams in a field kitchen.

l. Question: What is your opinion of the field rations served?

Answer: The food prepared in Garrison and delivered to the field is not good and sometimes we won't eat. The breakfast meal usually arrives late and sometimes it doesn't arrive until lunch time. When it does arrive the food is cold, scrambled eggs have turned green, the hot cakes and bacon are soggy and really it just isn't fit to eat.

m. Question: What do you like most about food service at your installation?

Answer: Steak night and chicken night which we have once each month.

n. Question: What do you like least about food service at your installation?

Answer: One or two of the three dining facilities close on weekends and we have to walk two or three blocks to the facility that is open. This is particularly bad in winter, because of the weather and the number of troops eating in the dining facility. The serving lines are long and sometimes they run out of food.

p. Question: How does the food service program here compare with your previous Army experience?

Answer: All stated they had been assigned previously to units that had battalion size dining facilities and they felt the service was better and more personal, since the cooks remained in the same unit and they all had something in common. Under the current system, cooks are moved around too much and we don't have a common unit goal.

q. Question: How many meals do you consume per week in the dining facility?

Answer: The average meals per week for the four individuals was thirteen.

r. Question: What is your opinion of the ability of the Army cooks at this installation?

Answer: Cooks don't seem to have any interest in the unit or the personnel. Further, they lack interest in the preparation, display and serving of the food.

s. Question: What changes should be made in the food service program at this installation and if these changes were made would you consume more meals in the dining facility?

Answer: All stated they felt the food service program had too many units consolidated together. They further stated that if consolidation was at a lower level they would consume more meals in the dining facility because they felt there would be a more personal operation.

t. Question: If you had the opportunity to change any part of the current food service program, what would you change?

Answer: Assign cooks to units and have battalion consolidated dining facilities. It was stated by the consumers that they felt the quality of food would improve under this system since all would have a common goal and the cooks would have more of a personal interest in their job.

SUMMARY OF MEETING WITH LT HITZ AND LT BAXTER, DIO

On 18 September 1978, I met with 1LT F. W. Hitz III and 2LT B. R. Baxter. During the period 1 August to 1 September 1978, they were assigned by the DIO to identify the major problems that were hampering the mission of the Food Service Detachment, and the weaknesses of the detachment that have handicapped the mission of the 172d Infantry Brigade. Three major problem areas were identified and discussed: (1) The concept of consolidated dining facilities organized under a detachment; (2) leadership within the detachment; (3) the administration of the KP Contract. A summary of the discussion and findings in each of these areas are as follows:

a. Organization:

(1) The concept of consolidated dining facilities organized under a detachment has existed for six (6) years and six (6) different detachment commanders have attempted to make the system work, but to no avail. Outside elements have made the Food Service Detachment (FSD) a political football. Administrative control of the detachment rests with Special Troops, operational control is held by the DIO. As a result, the FSD Commander must attempt to appease the Special Troops Commander and the DIO. This arrangement has created problems because it appears that neither staff understands or is willing to accept responsibility for the detachment. In addition, it also appears the present FSD Commander is playing both ends against the middle.

(2) In addition to managing three dining facilities in garrison, the FSD provides direct field feeding support for TOE units at Fort Richardson. These two missions are not compatible and create a number of problems. Information from units regarding number to subsist in the field is often late or inadequate; scheduling personnel for duty with the many and varied field commitments is very difficult. The field feeding teams are formed from a conglomeration of units. When field teams are formed, little or no consideration is given to the dining facility mission, and, as a result, dining facility managers are continually revising work schedules and food service personnel often do not know whether they will be working or not.

Attempts are not made to send cooks to the field with their assigned units, which contributes to the cooks' attitude. Additionally, each unit commander has his own expectations and requirements, and it is difficult for the food service personnel to please them. If the food service personnel served only one unit, these difficulties could be eliminated.

(3) The number of work hours required, over the normal forty (40) hour work week, haphazard scheduling, and last minute field feeding commitments have an adverse effect on the unit's morale and efficiency. Further, the food service detachment has inhibited any professional growth and esprit de corps among food service personnel.

(4) The supply system within the FSD is in a complete state of disrepair. The fact that all TOE units have hand receipted equipment to the detachment has resulted in the unit losing control of the equipment and its accountability. Recently a new supply sergeant was assigned to the unit and he is establishing some semblance of order.

b. Leadership:

(1) Leadership within the FSD is unsatisfactory from the commander down to the most junior NCO's. The commander is manipulative and doesn't readily accept responsibility for her unit's actions; it is not apparent that she knows what her responsibilities are or to whom she is responsible. She doesn't delegate authority through her unit chain of command and she undermines the NCO's that accept responsibility and demonstrate their leadership ability.

(2) Failure to delegate authority and hold NCO's responsible for the accomplishment of their mission has resulted in poor NCO leadership. They are assigned missions but are not held responsible for their accomplishment; as a consequence, nine (9) E-7's have been relieved in the field by TOE Unit Commanders and several more have "quit" and, to this point, disciplinary action has not been taken and is not forthcoming.

(3) The Food Service Detachment Commander has UCMJ, Article 15, jurisdiction without reduction authority (reduction authority is vested in the Special Troops Commander and parent unit commanders hold promotion authority), consequently, the Food Service Detachment Commander is very reluctant to impose any form of disciplinary action under Article 15. Considering this reluctance, however, the unit still has the highest Article 15 and courts martial rate of any unit in the Alaskan Command.

c. KP Contract:

(1) The KP contractor (Southeastern Services, Inc.) has continuously failed daily inspection. Two Cure Notices were issued in August due to the contractor's failure to comply with the specifications of the contract. The attitude of the contractor doesn't indicate that he plans to fully live up to the specifications of the contract.

(2) The Procurement Division has been very hesitant in its actions toward the contractor. It appears that the Procurement Division is not fully knowledgable of the contract and has not followed up to insure compliance. The Procurement Officer insists that he is not kept informed by the Food Service Advisor and the Food Service Advisor denies the allegation. Inspections by the Food Service Detachment are sporadic and they do not follow up on unsatisfactory inspections.

(3) Carefully considering the KP Contract, the performance of the Contractor and the lack of insistance by those in authority that the contract be complied with, the current KP situation is a farce.

DEPARTMENT OF THE ARMY
HEADQUARTERS, 172D INFANTRY BRIGADE (ALASKA)
FORT RICHARDSON, ALASKA 99505

DALO-TAD-M

MEMORANDUM FOR: Commander, 172d Infantry Brigade (Alaska)

SUBJECT: Food Management Assistance Team Visit, 172d Infantry Brigade (Alaska)

1. A Food Management Assistance Team from the US Army Troop Support Agency (TSA), conducted a scheduled visit to the 172d Infantry Brigade during the period 12 - 25 September 1978. The Team visited 15 dining facilities, Troop Issue Subsistence Activities, Facilities Engineers, and Self-Service Supply Ceneters at Forts Richardson, Wainwright and Greely. The installation food service program was reviewed with the objective of improving food service operations consistent with Department of the Army regulations and policies. The names and grades of the Team members are provided at Inclosure 1.

2. Food Service personnel contacted by the Team demonstrated a courteous, helpful attitude toward individual diners and Team members. The more significant observations made during the visit are summarized below.

a. A variety of good meals were being served throughout the Command. The amount of baked items being prepared is commendable, however, food preparation could be improved by paying closer attention to following recipes, cooking times and through closer supervision of cooks. There was a noted absence of the latest change to the Armed Forces Recipe Service.

b. The education programs offered for Food Service personnel are commendable. Cooks throughout the Command are afforded the opportunity to pursue an associate degree in Food Service.

c. Sanitation was generally good during the Team's visit, however, Food Service Sergeants did complain about unsatisfactory Dining Facility Attendant Services. This situation was supported by Inspection check lists and action had been taken against the contractors at Forts Wainwright and Richardson. Inspection forms from Fort Greely were not always supported or submitted in a timely manner. Specific, detailed inspections by Food Service Sergeants are essential to effective contract enforcement.

d. Administration and accountability need closer attention. Meal cards and meal card registers are not being controlled properly. Lost meal cards are being re-issued immediately without waiting the required 30 days, in several cases more than one person was issued the same meal card number and meal card verification checks are not always performed. Spot checks of cooks' worksheets, issue documents, and inventories against balances on hand often indicated significant quantities of items unaccounted for. Inaccurate inventories and failure to properly prepare cook's worksheets are the probable causes.

e. Significant problems exist that adversely impact on the food service operations of the Food Service Detachment at Fort Richardson. Food Service Sergeant and Cook morale is exceptionally low. There appears to be a lack of positive leadership at the detachment level down to the Food Service Sergeants and Shift leaders. This problem is compounded by the lack of a single command being responsible for the detachment. There is probable conflict of interest in that the Brigade Food Advisor and Detachment Commander report to the same individual. In the interest of the welfare of the individual soldier, a command review of the Food Service Detachment operation should be conducted. Should it be decided to continue the detachment then a single chain of command, responsive to the tactical commander should established. Possible alternatives to the detachment are to return food service operations to the individual battalions or consolidate TOE food service personnel under the control of the Support Battalion Commander. In either case, TDA elements should be supported by a TDA dining facility.

3. Additional management observations and recommendations will be provided in the official trip report which should be forwarded to your Command within approximately 3 weeks. Extensive notes and comments have been provided to the food service staff of your Command.

JAMES O. BLOUIN, JR
MAJ, GS
Team Chief, TSA Food Mgt
Assistance Team

ANNEX G

FORT EUSTIS TRIP REPORT

SYSTEMS DEVELOPMENT DIVISION

TROOP SUPPORT AGENCY

DALO-TAE-D 9 November 1978

TO: DIRECTOR, CLS 15 Nov
DEPUTY DIRECTOR, CLS

MEMORANDUM FOR ~~CHIEF, SYSTEMS DEVELOPMENT DIVISION~~ 13 Nov 78

SUBJECT: Trip Report to Fort Eustis, 19-20 October 1978

SECTION I: DATE AND PURPOSE

1. On 19 and 20 Oct 78, CPT Jesse D. Tolleson and W. K. Tilmon, GS-9, visited Fort Eustis, VA. The purpose of the visit was to observe the installation food program at Fort Eustis in order to further define/refine advantages of Central Food Management, as conceptualized at Fort Lee, VA, and address management alternatives for an installation Central Food Preparation System.

SECTION II: KEY PERSONS CONTACTED

2. Key persons contacted were:

COL Beitz	Commander, Transportation School Brigade (TSB)
LT Wynn	Food Service Officer, A Company, TSB
CW3 Bulls	Post Food Service Advisor
SGM Wright	Post Food Service NCO
MSG Hadsell	Transportation School Brigade Food Advisor
SFC Pereira	Food Service Sergeant, C Company, TSB
SSG Barnett	Food Service Sergeant, A Company, TSB

SECTION III: DISCUSSION

3. The food program at Fort Lee has been centrally managed since 1972; therefore, a vivid comparison of central versus decentralized management cannot be obtained at this installation. In order to further develop/define/refine advantages/disadvantages of central management, a working knowledge of a decentralized food service operation had to be acquired. Fort Eustis was selected because its mission is similar to Fort Lee's. A TOE transportation group is a tenant activity at Fort Eustis as is the 240th Pol Dist Bn at Fort Lee.

a. The Post Food Advisor serves strictly in an advisory position. This individual does not have operational control over the TDA and TOE dining facilities at Fort Eustis which is a type "C" installation. The Post Food Advisor is assigned to the Food Service Branch of the Services Division, DIO, and this branch is authorized a CWO, SGM, SFC, SSG, and a Clerk. Presently, the SFC position is vacant. Normally, the Troop Issue Subsistence Activity

is also in the Services Division (DIO); however, at Fort Eustis this Activity is in the Supply Division (DIO).

b. The Transportation School Brigade operates and controls the dining facilities in support of its mission. The operation and control is delegated to unit commanders. Presently, the Brigade is composed of two battalions. The 1st Battalion is composed of A, B, and C Companies and the 2nd Battalion consists of HHC Post, Echo (E) and MP Companies. The Brigade is presently operating four dining facilities; three are permanent and one is temporary. In the 1st Battalion, A and C Companies operate and manage dining facilities in support of the 1st Battalion's mission. Echo (E) and HHQ Company, Post, operate dining facilities for the 2nd Battalion. Food service personnel assigned to B and the MP Companies are attached to the companies actually operating dining facilities.

c. The Brigade has a Food Service NCO, E-8. This is not an authorized position, but it is effectively utilized. The Brigade Food Service NCO works under the direct supervision of the S-4 and is totally involved with the daily operations of the brigade dining facilities. This individual is presently performing the following functions:

(1) After coordination with the BDE staff and unit commanders, schedules the opening and closing of facilities based upon troop strength.

(2) Conducts classes for TDA food service personnel, including food service officers, on sanitation and standing operating procedures for dining facilities.

(3) Maintains personnel data cards on BDE food service personnel which allows for the promotion of continuing education opportunities.

(4) Develops Skill Qualification Training Programs for food service personnel.

(5) Monitors new work orders which are staffed through him; provides input to the Post Food Service Advisor on budgeting for food service equipment; and acts as COR for the Post KP Contract.

d. Two dining facilities were visited and dining facility level operations were discussed with the food service sergeants. Each dining facility had a food service officer assigned to monitor the operation which included responsibility for administration and cash collections. The food service officer spent approximately two hours a day, five days a week, in the facility. The food service sergeants also stated that the company commanders and first sergeants visited the facilities regularly and were very responsive to the needs of the facility as related to training, UCMJ, and personnel administration. They indicated that all cooks are encouraged to

participate in recognition and incentive programs to include cook of the month, quarter, and year, as well as soldier of the month and year. Each dining facility also has a dining facility council which meets once a month. Cooks are encouraged to further their education by participating in the apprenticeship program, local junior college, and chef association. In fact, in one dining facility visited, three cooks present for duty were one or more of these programs. The food service sergeants also stated that the DFAE maintenance program was excellent. A post engineer contact team visits the dining facilities daily to determine maintenance requirements and makes on-the-spot repairs (they were present during our visit). Overall, the food service sergeants displayed an excellent attitude and appeared to be "standing tall," the motto for the Transportation Center and School Training BDE.

e. The Food Service Sergeants and BDE Food Service NCO expressed a concern that the contractor for the KP contract was not very responsive. The contractor is to provide three to four KP's per shift. Their duties, besides cleaning, include preparing fresh vegetables. The cost is $528,000 per year.

f. See Incl 1 for data relative to authorized versus assigned personnel and headcount for July, August, and September.

SECTION IV: SUMMARY

4. The installation has a very aggressive food service program which is providing excellent results. This was verified by the TSA FMAT during the period 21-24 Feb 78. The food service program at Fort Eustis provides for the following:

a. The food service sergeants are directly assessable to a direct line supervisor, e.g., food service officer or company commander.

b. The promotions of food service personnel are equitable.

c. A viable education program, both military and civilian, is available for food service personnel, e.g., chef association, apprenticeship program, colleges, military SQT training, classes in dining facilities.

d. Mandatory training requirements are coordinated with the food service sergeants which allows for proper scheduling.

e. The food service personnel are encouraged to participate in the cook of the month, quarter, and year, as well as the soldier of month and year programs.

f. The dining facility councils are active and meetings are held once a month.

g. The food service sergeants do not have any problems with the self-service supply center accounts.

h. The engineer support is outstanding.

i. The food service personnel can readily associate with their dining facility and the patrons.

j. The staffing for the dining facility is not in a continuous state of turmoil, demonstrated by food service sergeants granting passes and giving time off without needing coordination from several individuals in a stratified organization.

It should be noted that the Fort Lee food program is experiencing difficulties in the above areas.

SECTION V: CONCLUSIONS

5. Based upon the observations during this visit, conversion of the Fort Eustis TDA food service operation to central management will not necessarily improve the effectiveness or efficiency, reduce cost, or strengthen management and control of this installation's food service program. The proposed advantages to be acquired under central management are apparently being achieved at Fort Eustis without centralized management. Also, a Central Food Management System, as established at Fort Lee, would not be necessary to control and operate a Central Food Preparation System (CFPS) at Fort Eustis. See Incl 2 for the proposed means to control and operate a CFPS at Fort Eustis.

SECTION VI: RECOMMENDATION

6. That Mrs. Brown review and rework the Economic Analysis for Fort Lee and Fort Benning with a CFMS so that this may be addressed in the After Action Report. CPT Tolleson and Mr. Tilmon will assist on this project.

1
1 Incl
as

Jesse D. Tolleson
JESSE D. TOLLESON
CPT, GS
Food Service Officer

The following headcount and meals served data was collected on the Fort Eustis TDA Food Service Program:

HEADCOUNT AND MEALS SERVED

DINING FAC.	SEATING CAP.	JUL MEALS	JUL AVG HC*	AUG MEALS	AUG AVG HC	SEP MEALS	SEP AVG HC
1001-HQ CO	300	13,035	188	15,028	200	17,594	234
1003-C-CO	300	13,666	190	17,760	219	13,584	181
2754-E-CO	400	10,172	147	14,277	190	16,046	232
663-A-CO	245	12,562	182	14,693	207	15,299	212
TOTAL MEALS		49,435		61,758		62,523	

*Average daily headcount is based on the number of days a dining facility is open. Dining facilities are open/closed based upon troop strength and also closed on weekends on a rotational basis.

The present troop population of the Transportation School BDE is 1,234 and the projected strength is 1,410.

The following is the assigned and authorized military Food Service personnel for the Fort Eustis TDA Food Service Program:

AUTHORIZED/ASSIGNED

	E-8	E-7	E-6	E-5	E-4	E-3	E-2	E-1	TOTAL
Company A*	0(1)**	1(0)	1(0)	1(1)	4(2)	2(4)	0(1)	0	9(9)
Company B***	0	1(0)	1(1)	3(0)	5(1)	3(1)	0(2)	0(1)	13(6)
Company C*	0	1(1)	1(0)	1(1)	4(3)	3(1)	0	0	10(6)
Company E*	0	1(1)	1(1)	2(2)	5(4)	2(0)	0	0	11(8)
HQS CO*	0	1(1)	1(2)	3(0)	5(4)	0(1)	0	0	10(8)
									53(37)

* Operates Dining Facility.
** () Indicated number assigned.
*** Personnel are attached to A&C Companies.

Incl 1 (Annex G)

DALO-TAE-D 14 November 1978

MEMORANDUM FOR: ~~CHIEF, SYSTEMS DEVELOPMENT DIVISION~~ 16 Nov

SUBJECT: Trip Report to Fort Eustis, 2 November 1978

SECTION I: DATE AND PURPOSE

1. On 2 Nov 78, CPT Jesse D. Tolleson and W. K. Tilmon, GS-9, visited Fort Eustis, VA. The purpose of the visit was to observe the food program of the 7th Transportation Group. The information collected will be used to further define/refine advantages and disadvantages of Central Management and its impact on TOE units. Further, it will be used to assist in evaluating and determining the effectiveness, efficiency, control, and management of an installation food service program as established at Fort Lee. It will also be used in determining alternatives for an installation food service program.

SECTION II: KEY PERSONS CONTACTED

2. Key persons contacted were:

CWO Cote - Group Food Service Advisor
SFC Powell - Group Food Service Sergeant

SECTION III: DISCUSSION

3. The 7th Transportation Group at Fort Eustis is a tenant unit with a support mission determined by FORSCOM. The 7th Group is a diversified organization having truck, boat, tug, and helicopter companies. The Group Food Advisor is assigned to the Group S-4 Section and serves in only an advisory capacity. He does not have input into the assignment or reassignment of food service personnel to the units or the utilization of these personnel after assignment. In fact, several food service personnel are being used to support functions not related to food service, i.e., post support.

a. The Group Food Advisor is involved in the following programs: selection of cook of the month, quarter, and year; military and civilian education programs; on the job training (OJT); and Skill Qualification Test (SQT) training programs.

b. The group dining facilities are consolidated at battalion level. Currently there are four (4) in operation, one for each of the battalions (10th, 11th, 24th, and 38th BNS). The consolidated dining facilities are controlled by the Headquarters and Headquarters Company (HHC) commanders for each battalion.

All food service personnel except those assigned to the boat companies are attached to the BN HHC's in garrison for UCMJ and administrative support. In the 24th battalion dining facility, teams have been formed for assignment to units undergoing field operations. The team may be composed of food service personnel from several units in the BN, but the Food Service Sergeant is always from the parent unit undergoing field training. The problems being experienced with this system are rotation and accountability of personnel. In the other battalions, food service personnel always go to the field with their parent unit. The problem experienced under this method is scheduling personnel for shift work. In addition, under both systems food service personnel work for the HHC commander in garrison, and for someone else in the field, e.g., the unit being supported. Each consolidated dining facility has a food service officer assigned that spends approximately 1 - 1-1/2 hours per day, five days per week, monitoring and managing the operation of the facility. Units making up the BN's are responsible for the maintenance and upkeep of assigned food service field equipment.

c. Two dining facilities were visited. The operation of the dining facilities appeared to be good, however, the morale and esprit de corps of the food service personnel appeared very low. In one dining facility visited three food service sergeants (E-7's) were working in the facility. They did not appear to have any pride in their unit and two NCO's (shift leaders (E-6's)) encountered were not sure of their parent unit or who was responsible for operating the dining facility. This problem was further exemplified by the food service advisor's comments on the difficulties encountered by some units in the accountability for personnel and the administration of the UCMJ to attached personnel.

d. The 7th Group is serviced by the Fort Eustis civilian dining facility attendant contract. This contract was awarded to the lowest bidder and according to Food Service Sergeants the contractor is not very responsive.

e. It is apparent that the BN consolidated dining facilities are over-staffed while subsisting in garrison. The group is authorized 143 food service personnel and has 171 assigned. In garrison, the four consolidated dining facilities serve on the average 2,348 meals per day. It is recognized that these excess TOE cooks could be employed in TDA dining facilities, but such a solution would definitely impact upon the mission requirements of the 7th Transportation Group. Since the mission is so diversified, it would be difficult to manage and control these personnel. If the entire group or individual subordinate units belonging to group had to relocate, a staffing void would be experienced by the TDA dining facilities. See Incl 1 for detailed data relative to authorized versus assigned personnel and headcount for the 7th Group.

SECTION IV: SUMMARY

4. The food service program employed by the 7th Transportation Group appears to be good in theory, however, it lacks aggressive implementation. As a

result, there are morale problems among food service personnel. Further evaluation would probably surface an inadequate food service program. Mission requirements make it very difficult to consolidate above BN level. The centralization of food service functions to include control of food service personnel at group level would be very difficult to manage and control. It was apparent that centralized direction and control at BN level, even with consolidated battalion dining facilities, is lacking and without this the group food advisor's overall influence is minimal. There are excess TOE cooks, but reducing these would detract from any field feeding tasks and impair readiness.

SECTION V: CONCLUSIONS

5. Based upon observations during this visit, central management at group level of the 7th Transportation Group food service operation would further impair a system that is already lacking in organization and management. Centralized direction and control should be emphasized at battalion level in order to improve the group food service program. Consolidation of the food service program at group or installation level would compound the present problems being experienced by the 7th Group. It is very apparent that the 7th Group has excess cooks while in garrison. A reduction of food service personnel could be accomplished in garrison without elevating control to group or installation level. However, if this is accomplished, the missions of the various units composing the group would be impaired if they had to relocate or conduct field training exercises.

SECTION VI: RECOMMENDATION

6. That central food management not be established in the 7th Transportation Group at this time.

Jesse D. Tolleson

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JESSE D. TOLLESON
CPT, GS
Food Service Officer

7TH TRANSPORTATION GROUP (TERMINAL)
FOOD SERVICE PERSONNEL AUTHORIZED/ASSIGNED;
AVERAGE DAILY HEADCOUNT

UNIT	PERSONNEL AUTHORIZED	PERSONNEL ASSIGNED	AVERAGE DAILY HEADCOUNT BREAKFAST	LUNCH	DINNER	TOTAL MEALS
HHC 7th GP	3	7	N/A	N/A	N/A	N/A
38th BN	22	26	147	191	187	525
24th BN	32	39	192	237	204	633
11th BN*	32	42	132	157	143	421
10th BN*	54	57	239	273	257	769
TOTAL	143	171				2,348 (Meals Per Day)

*These BNs have boat, crane, tug, and helicopter units.

ANNEX H

FORT BELVOIR TRIP REPORT

SYSTEMS DEVELOPMENT DIVISION

TROOP SUPPORT AGENCY

DALO-TAE-D 15 November 1978

MEMORANDUM FOR: ~~CHIEF, SYSTEMS DEVELOPMENT DIVISION~~ OF 16 Nov

SUBJECT: Trip Report to Fort Belvoir, 30 October 1978

SECTION I: DATE AND PURPOSE

1. On 30 Oct 78, CPT Jesse D. Tolleson and Mr. W. K. Tilmon, GS-9, visited Fort Belvoir, VA. The purpose of the visit was to observe the installation food program. The information collected will be used to further define/refine advantages and disadvantages of Central Management as conceptualized at Fort Lee, VA; address management alternatives for an installation Central Food Preparation System; and address the effectiveness, efficiency, control, and management of an installation food program as established at Fort Lee.

SECTION II: KEY PERSONS CONTACTED

2. Key persons contacted were:

CWO MacChlerie - Post Food Service Advisor
MSG Wright - Post Food Service Sergeant

SECTION III: DISCUSSION

3. Fort Belvoir is a Type C installation and has a mission similar to Fort Lee. The TOE units are tenant organizations with a support mission to other FORSCOM units. The Post Food Advisor serves in strictly an advisory capacity. This individual does not have operational control over the dining facilities. The Post Food Advisor is assigned to the Food Service Branch, Services Division, Directorate of Industrial Operations (DIO) and the branch is authorized a CWO, MSG, and a Clerk. The Troop Issue Subsistence Activity at Fort Belvoir is also under the Services Division of the DIO.

a. The Post Food Advisor plays a very active role in the installation food program. The mission of the installation food advisor includes the following: coordinating, assisting, and advising on all phases of food preparation facilities; acts as Contracting Officer's Representative (COR) for dining facility attendant contract; coordinates assignment of food service personnel; provides technical assistance to the Installation Inspector General; develops and monitors unit OJT programs, presents instruction and provides instructional equipment and material when required; monitors and evaluates field mess operating procedures; serves on boards for selection of dining facility and cook of the month and selection of personnel for advanced culinary training; and provides food advisory assistance to Vint Hill Farms Station. The objectives of the Fort Belvoir food service program are the following:

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(1) To assure efficient and effective use of personnel, material, and financial resources while maintaining the highest quality food service standards, thus insuring that Fort Belvoir personnel are provided an appetizing and nutritious diet.

(2) Provide variety, quantity, and quality subsistence for patron feeding.

(3) Provide facilities and operating personnel for requisitioning, receipt, storage, preparation, and serving of food.

(4) Provide continuous training for personnel to support this program.

(5) Maintain the highest possible sanitation, preparation, and dietary standards for patrons both in garrison and in the field.

b. The dining facilities are consolidated with four dining facilities now in operation. Two facilities primarily support the 1st and 4th BN's, United States Army Engineer Training Brigade (USAETBDE). The remaining two facilities support the 3rd BN USAETBDE and the United States Army Engineer Center Brigade (USAECBDE) which is mainly composed of TO&E units. The four facilities are controlled by BN HHC's in each of the brigades. The HHC unit commander is totally responsible for the operation of the dining facility and each facility has a food service officer to monitor the operation. The food service officer spends approximately two hours a day, five days a week, in the dining facility. The TO&E personnel are attached to the HHC responsible for operating the consolidated dining facility. When TO&E units go to the field, food service personnel assigned to that particular unit are required to go with their parent unit. Upon returning from a field exercise, food service personnel are given two days to clean and store food service equipment used in the field. TO&E units are responsible for the maintenance and upkeep of food service field equipment. TO&E personnel are released once a month for cleaning and preventive maintenance of their respective unit's equipment.

c. Two dining facilities were visited, one was staffed with TDA military food service personnel and the other facility with TO&E personnel. The food service sergeants indicated the company commanders were very responsive to the needs of the facilities as related to training, UCMJ, and personnel administration. They indicated that all cooks are encouraged to participate in recognition and incentive programs to include cook of the month, quarter, and year. Cooks are also encouraged to further their education by participating in the apprenticeship program, civilian education, and Chef Association. In addition, food service personnel are selected for advance culinary training. Under this program selected personnel train with industry in the Washington area for periods of four to five weeks. Food service sergeants and the food advisor indicated that engineer support was excellent. This is monitored by the post food advisor and maintenance logs are maintained at installation level.

d. Morale problems are evident in the consolidated dining facilities staffed primarily with TO&E personnel. This problem exists mainly with the food service sergeants; e.g., in one dining facility there were four food service sergeants (E-7's). This situation makes it very difficult to pinpoint responsibilities in garrison, and provides an environment for bickering. The installation food advisor indicated this was not the case when individual units went to the field. In the field, the food service sergeant (E-7) is responsible for feeding the parent unit (Company) to which assigned. The post food adviser visits all field operations, and has instituted an awards program to recognize outstanding field feeding operations. This action has reduced the morale problem associated with garrison because it provides an incentive for those E-7's not serving as food service sergeants in garrison.

e. The installation has a very active OJT program. In May 77, TRADOC food service requested copies of the installation OJT program for publication and distribution to other TRADOC units. Attached at Incl 1 are forms used to monitor the Fort Belvoir OJT program.

f. Fort Belvoir has a civilian dining facility attendant contract. The cost for this contract is $737,056.80. The contractor is responsible for only some cleaning supplies (rug shampoo, buffer pads, brushes) and equipment. To reduce the FY 78 and 79 contract costs, military food service personnel are required to clean the serving lines, floors, and equipment which generated $200,000 a year savings over the FY 77 contract. The method of payment is a per building price.

g. See Incl 2 for data relative to authorized versus assigned personnel and headcount for the Fort Belvoir installation.

SECTION IV: SUMMARY/ANALYSIS

4. The installation has a very aggressive food service program which is providing excellent results. The Food Service Branch, Services Division, Directorate of Industrial Operations, is very active in the day-to-day operations of the dining facilities. As a result, centralized direction in food preparation and management is provided food service personnel, food service officers and commanders.

a. The objectives of the Fort Belvoir food program are compatible with the objectives of central management. They are being accomplished, except for efficient use of personnel, without having a central food management structure as conceptualized at Fort Lee. In addition, food service personnel at Fort Belvoir are not experiencing the same type difficulties as Fort Lee personnel in the following areas: access of food service sergeants to a direct line supervisor, e.g., food service officer or company commander; promotion of food service personnel; education and training programs; a viable cook of the month

AD-A075 956 ARMY TROOP SUPPORT AGENCY FORT LEE VA DIRECTORATE OF--ETC F/G 6/8
CENTRAL FOOD MANAGEMENT SYSTEM (CFMS).(U)
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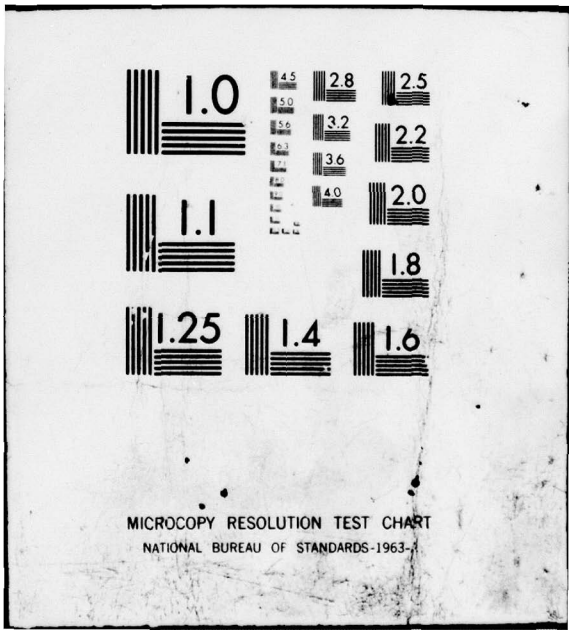
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and soldier of the month and year programs; self-service supply center support; engineer support; no identification (sense of belonging) to their dining facility and the patrons; and continuous turmoil of dining facility staffing.

b. The main problem identified at Fort Belvoir is too many E-7's in garrison dining facilities. As stated, one dining facility has four E-7's, making it very difficult to pinpoint responsibility. This problem was resolved at Fort Lee by placing TOE Food Service Sergeants (E-7's) in TDA dining facilities. This action resulted in a savings of TDA positions at Fort Lee and provided a means for efficient utilization of E-7 food service personnel. In addition, central management at Fort Lee provides a vehicle to efficiently utilize other TOE food service personnel by substituting them for normal TDA food service positions. However, use of TO&E personnel in this way created or compounded other problems, such as the following:

(1) When TO&E food service sergeants go to the field with their parent unit, they are still responsible for the operation of their dining facility in garrison.

(2) In garrison, TO&E personnel work for the Director, Directorate of Food Management (DFM). In the field, they work for the commander of their parent unit.

(3) In garrison, TO&E unit commanders are still responsible for UCMJ and promotions. The Director, Directorate of Food Management, does not have command authority even though he has operational control of all food service personnel while they are in garrison.

(4) TO&E units are responsible for maintaining food service field equipment in garrison and must coordinate with the DFM to accomplish this requirement.

(5) TO&E personnel have difficulty with unit identity and pride of mission accomplishment. Those individuals belonging to the same unit are not normally assigned to the same dining facility while in garrison, they only work as a team when their parent unit is in the field. If they were assigned to the same dining facility, field feeding scheduling would be even more difficult to control and manage. This is attributed to the fact that an entire shift might be removed to support unit field feeding requirements, while the garrison facility must continue to feed the same headcount. By maintaining unit integrity in assigning TO&E personnel to TDA dining facilities, scheduling of personnel would be a problem during unit training requirements and alerts. Therefore, DFM at Fort Lee has not been able to maintain unit integrity of TO&E personnel while in garrison.

(6) If TO&E units are alerted for an indefinite period on a predominantly TDA installation, or required to relocate, a definite void would be created in the staffing still required to support predominantly TDA dining facilities.

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SECTION V: CONCLUSIONS

5. Based upon the observations during this visit, central management of the Fort Belvoir food service operation will not improve the effectiveness or strengthen management and control of this installation's food service program. In fact, the food service program at Fort Belvoir is already somewhat centralized as related to assigning personnel, contract monitoring, OJT program, inspections, and opening and closing of facilities. The proposed advantages to be acquired under central management are being achieved at Fort Belvoir without a stratified organization as established at Fort Lee. Also, a central food preparation system could be operated and managed at Fort Belvoir without elevating the installation food service program to directorate level.

SECTION VI: RECOMMENDATION

6. That central food management not be established at Fort Belvoir, VA.

2 Incl
as

Jesse D. Tolleson
JESSE D. TOLLESON
CPT, GS
Food Service Officer

PROGRESS CHART	NAME:		
	Date of Completion		
	L.C.&D.	PE	REMARKS
Introduction to Cookery			
Orientation Procedures, Terms & Recipes			
Dining Facility Accounting			
Food Conservation			
Sanitary Habits			
Beverages			
Breakfast Foods			
Soups, Sauces, & Gravies			
Progressive Vegetable Cooking			
Paste Products			
Meat Cookery			
Poultry and Seafoods			
Salad & Salad Dressings			
Desserts Other Than Pastry			
Sandwiches and Box Lunches			
Variety Cakes			
Variety Pies			
Soft Rolls & Quick Breads			
Sweet Doughs & Cookies			
Operation, Care & Maintenance of Field Ranges*			
Immersion Heaters			
Gasoline Lantern*			
Field Sanitation			
Garnishing			
Cold Suppers			

*Check operation, maintenance, & care of field equipment.
L - Lecture
C - Conference
D- Demonstration FB(SV)FM 74
PE - Practical exercise 16 Oct 75

64.150—AG—Ft Belvoir

FOOD SERVICE PERFORMANCE CHART

NAME _____

MONTH	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	TOTAL
APPEARANCE																																
HEADGEAR/HAIRCUT																																
WHITES/BELT BUCKLE																																
NAME/RANK																																
SHOES																																
HYGIENE																																
GENERAL																																
HANDS																																
SHAVE																																
COLD																																
CUTS/LESIONS																																
PERFORMANCE																																
ON TIME																																
ATTITUDE																																
INITIATIVE																																
RESPONSIBILITY																																
RECIPES																																
WORKSHEET																																
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SERVING																																
PORTION CONTROL																																
SANITATION																																
DATING STOCK/ LEFTOVERS																																
EDUCATIONAL COURSES																																
MISCELLANEOUS																																
SATISFACTORY - BLACK (✓) UNSATISFACTORY - RED (✓)																																

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Incl 1

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23 Mar 77

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NAME | RANK | SSAN | BEGINNING DATE | ENDING DATE

SUBJECT	DATE & NUMBER HRS.	INSTRUCTOR	DATE & NUMBER HRS.	INSTRUCTOR	DATE & NUMBER HRS.	INSTRUCTOR	DATE & NUMBER HRS.	INSTRUCTOR	TOTAL HOURS
PERSONNEL & FACILITY SANITATION									
STORAGE OF RATIONS									
SAFETY									
EQUIPMENT/MAINTENANCE									
DINING FACILITY OPERATIONS ACCOUNTING									
MASTER MENU & THE COOKS WORKSHEET									
ARMY RECIPES TM 10-412									
PRACTICAL WORK									
SOUP, SAUCES, & GRAVIES									
SALADS, DRESSINGS									
DESSERTS									
BEVERAGES & APPETIZERS									
VEGETABLE COOKING									
SANDWICHES, LUNCHES									
PASTE PRODUCTS									
MEAT IDENTIFICATION									
MEAT COOKING									
MILK & CHEESE COOKERY									
DEHY & FROZEN FOODS									
EGG COOKERY									
POULTRY & SEAFOOD									
REVIEW									

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5 Aug 76

4 69.5 G. Erickson

HEADCOUNT, ASSIGNED AND AUTHORIZED STRENGTH FOR
THE FORT BELVOIR FOOD SERVICE PROGRAM

FACILITY	OPERATED BY	APRIL-MAY-JUNE AVERAGE HEADCOUNT	FOOD SERVICE PERSONNEL MIL AUTH/MIL ASG/DFA		
Bldg 1466	HHC, 1st BN, Eng Training BDE, TDA	309	11	15	7
Bldg 1822	HHC, 2nd BN, Eng Center BDE, TO&E	342	26	27	14
Bldg 231	HHC, 3rd BN, Eng Training BDE, TDA	384	25	31*	13
Bldg 1464	HHC, 4th BN, Eng Training BDE, TDA	266	11	13	8
Stand-By Facility**	HHC, 1st BN, Eng Training BDE, TDA	Jan-Jul 78 234			
TOTAL	5	1535 (4605 Meals/Day)	73	86	42

CG has authorized troops to eat in the facility of their choice. Cooks from the FSS, 15th Combat Support Hospital, work in post hospital when they are in garrison.

*Includes 4 TDA personnel - Of the 73 military personnel authorized, 26 are TDA positions.
**When a requirement exists to operate this facility, it is staffed with food service personnel from the other four facilities.

ANNEX I

DETAILED DISCUSSION OF CFMS ADVANTAGES AND DISADVANTAGES

SYSTEMS DEVELOPMENT DIVISION

TROOP SUPPORT AGENCY

DETAILED DISCUSSION OF ADVANTAGES AND DISADVANTAGES OF CFMS

1. ADVANTAGES:

a. ADVANTAGE: The central control of TDA and TOE food service personnel should provide flexibility in assignment or shifting of personnel to meet immediate staffing requirements in dining facilities and allow for efficient utilization of TOE food service personnel in TDA garrison facilities.

DISCUSSION: The System, as evaluated at Fort Lee, does provide the means to shift personnel according to the requirements of individual dining facilities. It also allows for the utilization of TOE food service personnel at Fort Lee. In order to acquire this advantage, the central manager must have operational control of all food service personnel while in garrison. This operational control at installation level has resulted in food service personnel experiencing problems with promotions and unit identity. Also, the Food Management Assistance Team (FMAT) indicated that operational control by the DFM at Fort Lee interferes with TOE unit readiness, limits training and availability of personnel for field training exercises, and disrupts dining facility operations when TOE units deploy/undergo field training. Not only did NARADCOM personnel state that commanders were concerned, almost unanimously, about losing influence over the dining facility operations under central management at installation level, but that commanders also felt that operational control at installation level would result in a loss of responsiveness to unit food service requirements, poorer quality food,

and lower unit morale. The food service personnel indicated that installation operational control resulted in too many bosses. It was considered that the problems encountered at Fort Lee with operational control might be alleviated if the central manager had command control. In order to determine this, Systems Development Division personnel visited the Food Service Detachment at Fort Richardson, Alaska (Annex F). At Fort Richardson, Alaska, the Detachment Commander has command control of all TOE food service personnel; there are no TDA food service personnel. Many of the same problems encountered with installation operational control of food service personnel at Fort Lee are being experienced by the Food Service Detachment in Alaska. The flexibility in assignment or shifting of personnel and utilization of TOE personnel in TDA garrison facilities at Fort Richardson has been countered by reduced efficiency; detrimental effect on attitudes/morale of commanders, food service personnel and consumers; and a lack of responsiveness to the mission of providing high quality food service support to the soldier both in garrison and in the field.

b. ADVANTAGE: The conversion to a CFMS should decrease the amount of food preparation equipment required and reduce initial outlay and maintenance cost.

DISCUSSION: The central management and control of an installation food program provides a capability to maximize facility usage by opening/closing and consolidating dining facilities based upon utilization rates, thereby reducing equipment and maintenance requirements. This advantage, however, is influenced by DOD standards and the geographical layout of the installation

and requires sound judgement by the central manager. It was determined that dining facility operations realized this advantage, even at installations with decentralized management. In fact, the reduction of food service equipment and initial outlay are being accomplished throughout the Army by the construction of brigade and battalion consolidated dining facilities therefore eliminating individual unit dining facilities.

c. ADVANTAGE: The CFMS should provide centralization of dining facility administrative requirements which would allow additional time for the Food Service Sergeant to manage the facility.

DISCUSSION: Systems Development Division personnel and the FMAT found that the dining facility administrative requirements at Fort Lee had not been reduced except for the self-service supply center (SSSC) support. The marginal savings realized for this single activity are insufficient to provide cost efficiencies for the CFMS. Also, the Central Food Management System at Fort Richardson had not reduced the dining facility administrative workload. Administration should remain at the dining facility level since this is a tool that assists the manager in the overall operation of his facility. This has also been determined in the separate evaluation of CABL.

d. ADVANTAGE: The CFMS should provide food service personnel a greater opportunity to improve their educational and professional experiences through participation in Army training programs, civilian educational institutions, and professional associations.

DISCUSSION: The FMAT and Systems Development Division personnel did not find a viable training and educational program for food service personnel under the operational control of the Fort Lee Central Food Manager. Nevertheless, a training officer is authorized and assigned. Military food

service personnel are not receiving the necessary training to maintain MOS proficiency and prepare for Skill Qualification Tests (SQT). Also, an active educational program had not been established for food service correspondence courses or with local colleges. The CFMS's at Forts Lee and Richardson have not provided for an active educational and training program. It would appear that the pooling of resources under central management would increase the educational and training potentials of food service personnel. The greatest contributing factor was the number of food service personnel available at any given time, i.e., the number of cooks available precluded releasing cooks for special training. Also, there was no central direction to improve training. If the central manager had more flexibility in the assignment of personnel to critical areas and in the release of personnel to other areas, he could have made great strides in improving the education and training of food service personnel.

e. ADVANTAGE: The CFMS should provide for a single point of management of ARCS and Troop Issue which will improve support to the military diners.

DISCUSSION: This advantage was cited by the March 1973 SORB Report. At that time, the Army Ration Credit System (ARCS) was being introduced as the accounting system for garrison dining facilities. Since the report, the Troop Issue functions have been separated from the commissary and are managed at installation level by the Troop Issue Subsistence Branch, Services Division, DIO. ARCS has been adopted by the Army as the standard accounting system for dining facilities in garrison and is monitored at installation level by the Troop Issue Subsistence Activity (TISA) and coordinated with the installation food adviser. This provides pinpoint management of the

dining facility ARCS accounts. The single point management and control of the ARCS account at installation level will remove a very important management tool from the Food Service Sergeant and make it difficult for the food service sergeants to plan menus and satisfy the military diners' desires.

f. ADVANTAGE: The centralized management of dining facilities should provide improved service to the customer in terms of short order, specialty, and A-Ration menu service, as well as extended meal hours.

DISCUSSION: The above advantage was cited by the March 1973 SORB Report. AR 30-1, the Army Food Service Program, dated Mar 77 w/Change 1, Dec 77, encourages short order, specialty, and super-supper programs. Except for specialty service, this is being accomplished to some extent without central food management at installation level on most Army posts. At Fort Lee, only normal food service support is provided without specialty or separate short order facilities. A specialty house at Fort Richardson was closed and special meals are provided in one of the regular dining facilities. Therefore, this should no longer be considered a valid advantage of CFMS.

g. ADVANTAGE: The CFMS should provide more effective control of headcounting in dining facilities.

DISCUSSION: This was recognized as an advantage of the CFMS by the March 1973 SORB Report. Under the CFMS concept at Fort Lee, the headcount procedure in dining facilities is basically no different from headcount procedures at any other installation. Individual units are responsible for the issue and control of meal cards. The FMAT found that meal cards, DD Forms 714, were not always issued and controlled in accordance with para 3-54, C1, AR 30-1. The deficiencies noted by the FMAT are common

Armywide; the majority (70 to 80 percent) of the installations visited by FMAT's have meal card control deficiencies.

h. ADVANTAGE: The Central Food Management System should provide more effective field training support.

DISCUSSION: Field feeding has not improved under central food management. This was substantiated by Systems Development Division personnel in the visit made to Fort Richardson, Alaska, and by Systems Development Division and FMAT personnel in the evaluation of central food management support to TOE units at Fort Lee. It was further concluded that the training in required skills of food service personnel to perform under tactical conditions was less than adequate. Also, field food service equipment was not properly maintained and was not considered to be operationally ready. This is imputed to a lapse in supervisory responsibility concerning who should insure that the maintenance is accomplished in garrison, the central manager or the unit commander. This was further substantiated by interviewing commanders. These interviews, conducted by NARADCOM and Systems Development Division personnel, indicated that commanders were concerned about the impact of central food management on accomplishing field feeding requirements.

i. ADVANTAGE: The Central Management of Installation Food Service Programs having high densities of both TDA and TOE units should result in food service personnel savings.

DISCUSSION: Systems Development Division personnel found that savings can be derived by consolidating TOE and TDA food service personnel into a centralized system. The magnitude of savings is greater on installations having high densities of both TDA and TOE units; however, central management

of an installation food service program, when amalgamating TOE and TDA military food service personnel, creates problems primarily due to the diversity of missions. TOE and TDA units cannot be managed utilizing the same management techniques because of the added responsibility TOE personnel have to their unit for maintenance of equipment and mobility readiness requirements. After these personnel have been consolidated, manpower survey teams have a tendency to reduce authorized TDA positions. Consequently, when TOE units are deployed or required to participate in extended field training exercises, the TDA food service mission cannot be effectively accomplished with the depleted TDA food service personnel. Retaining TOE food service personnel in garrison to support the TDA mission would adversely affect the mission accomplishment of TOE units.

2. DISCUSSION OF THE CFMS DISADVANTAGES:

a. DISADVANTAGE: The Central Food Management System may reduce the ability of commanders to control food service personnel.

DISCUSSION: The control of food service personnel under the Fort Lee CFMS is inadequate. This is exemplified by the fact that the central manager has operational but no command control. The TDA personnel are assigned to the Headquarters and Headquarters Company, USAQMCEN&FL, and TOE personnel are assigned to their respective units. As such, TOE and TDA military food service personnel have experienced problems with promotions. This is attributed to the shifting of lower grade food service personnel between facilities and lack of visibility by the responsible commander. In addition, food service personnel expressed that there were too many supervisors under central management and this impacts adversely upon the control of personnel at the dining facility by the Food Service Sergeant. This was verified by

attitude surveys conducted by NARADCOM personnel. Also, the unit commander responsible for assigned food service personnel has difficulty in maintaining command control as related to the location of personnel, mandatory training, promotions, demotions, and Uniform Code of Military Justice. The Food Service Detachment at Fort Richardson, Alaska, is also experiencing problems with command and control of food service personnel. This problem is attributed to the Food Service Detachment having command and control in garrison, while the unit commander accepts responsibility for these personnel in the field.

Commanders, specifically TOE commanders, should have complete responsibility for food service operations in support of their garrison and field requirements. This is essential if they are to be competent in garrison and field food service operations and accomplish their assigned missions. The food service operation is one of the greatest contributors to the morale, the esprit de corps, and the health and welfare of a unit; therefore, TOE and TDA commanders must be involved and have an interest in order to influence these factors. Commanders (TOE) should not be expected to control their food service operations in the field under combat or simulated combat conditions when they have not been afforded the opportunity to become familiar with food service personnel in garrison. The division of garrison and field food service control has required the commander to dedicate additional time for the supervision of food service personnel in the field.

b. DISADVANTAGE: The food service functions of TOE and TDA units are not compatible.

DISCUSSION: Central management of an installation food service program, when consolidating TOE and TDA food service personnel in the same dining facilities, creates problems ascribable to the diversity of missions. Specifically, these are requirements associated with maintenance of equipment, mobility readiness, and field feeding (see para 1i, Discussion of the CFMS Advantages, for detailed discussion).

c. DISADVANTAGE: CFMS removes the direct influence of commanders from food service management.

DISCUSSION: Under the Central Food Management System, as evaluated at Fort Lee, the commanders (TOE & TDA) are not responsible for garrison food service operations; consequently, there is a tendency not to be involved. The ability of the commanders to influence the garrison food service operation is limited to discussing the problem with the central manager. This may or may not produce a sense of urgency. Accordingly, the TOE commander's problem is further compounded under this system. Under either central or decentralized management of food service, TOE commanders are totally responsible for field feeding when involved in field training or tactical exercises. As a result, the commander's ability to accomplish the food service and other missions of the unit is impaired under central management. This is attributed to the fact that additional time is required to supervise the food service personnel and operations in the field since commanders are not exposed to managing food service operations on a daily basis. In other words, the commander was not afforded this experience in garrison; therefore, it must be acquired under field conditions.

d. DISADVANTAGE: CFMS reduces the traditional interest and influence of commanders, SGM's, and 1st SGT's over the dining facility operations.

DISCUSSION: Under CFMS at Fort Lee, commanders and senior non-commissioned officers at unit level are not involved with the food service operation. As a result, their direct leadership over food service personnel, which is essential to the development of the younger soldier, is not being provided. Furthermore, this has impaired the cook's ability to identify with the unit and the individuals responsible for administration and leadership. Accordingly, this disassociation with prominent leaders of the parent unit plus constant movement between dining facilities impairs discipline, promotes divided loyalties, and does not promote peer pressure which is necessary for the effectiveness of an organization. Correspondingly, there is a low reenlistment rate for Fort Lee among food service personnel, particularly first term soldiers, which is an indicator of low morale and the lack of esprit de corps.

e. DISADVANTAGE: CFMS requires additional senior military and civilian personnel at the installation level to manage and control the system.

DISCUSSION: Central Food Management Systems require more and better qualified personnel than now exist in the DIO Food Service Branch. This is ascribed to the installation central food manager being responsible for the following food program functions: Troop Issue Subsistence; Fiscal Management; Dining Facility Management; Personnel Management; Management Information System; and Property and Maintenance. To offset these additional senior military and civilain personnel, TOE food service personnel must be utilized in TDA dining facilities. Therefore, personnel savings would only be achieved on installations having high densities of TDA and TOE personnel. Consequently, the CFMS at installations having limited TDA or TOE food service positions would require more personnel to operate the system.

f. DISADVANTAGE: CFMS does not provide for unit integrity.

DISCUSSION: Under central food management, TDA and TOE food service personnel are combined and placed in various Army appropriated fund dining facilities, except hospital, on the installation. As a result, food service personnel are not afforded an opportunity to associate with a unit. This interrupts unit integrity of food service personnel and lowers morale and esprit de corps; therefore, the unit's overall ability to accomplish assigned missions is impaired.

g. DISADVANTAGE: CFMS reduces unit readiness related to field food service equipment.

DISCUSSION: See para 1h, Discussion of the CFMS Advantages, for detailed discussions.

h. DISADVANTAGE: Commanders, food service personnel, and consumers do not like the Central Food Management System.

DISCUSSION: An evaluation to determine food service personnel and commander opinions was performed by personnel from the Behavioral Sciences Division, Food Sciences Laboratory, US Army Natick Research and Development Command (NARADCOM), and Systems Development Division, US Army Troop Support Agency (TSA).

(1) Unit Commander Opinion of Central Food Management: Interviews with company, battalion, and brigade commanders indicated a preference to retain dining facility control at battalion or company level. In fact, 75% or more of the commanders interviewed at Fort Lee preferred company/battalion management to central management while every commander at Fort Carson preferred unit management. The commanders were concerned, almost unanimously,

about losing influence over the dining facility operations under central management. They felt this loss of operational control resulted (Fort Lee) or would result (Fort Carson) in a loss of responsiveness to unit food service requirements, poorer quality food, and lower unit morale. This latter point, lower unit morale, was specifically emphasized by some Fort Lee commanders. The second most negative aspect cited by all commanders (Forts Lee and Carson) involved a perception of problems which occurred or may occur when a unit is required to undergo field training. Commanders did perceive, however, that central management might save money and would relieve the unit commander of responsibility for operating a dining facility and an additional administrative function.

(2) Food Service Worker Opinion of Central Food Management: Cook personnel preferred conventional, decentralized food management but not as strongly as the company, battalion, and brigade commanders. The Fort Lee cooks responded based on their experiences with Central Food Management while Fort Carson cooks were responding to a description provided of central management. The evaluation at Fort Lee indicated that 91% of the military cooks preferred company/battalion operated dining facilities. The major negative aspect of the Central Food Management program at Fort Lee perceived by the cooks was that there were too many bosses in the Central Food Management System. The second most frequent response was that the unit commanders did not have any influence over the operation of the dining facility. Other negative aspects of central food management included: objections to being moved from facility to facility; concerns that no one cared about them as individuals; the Food Service Sergeant had no real control; and central management did not provide a means to determine each

individual dining facility's unique needs. Fort Lee cooks perceived advantages of the CFMS as being: satisfaction with the notion of managers who are food professionals; an acknowledgement of the desirability of central management's prerogative of moving cooks from facility to facility to cover emergencies; and at Fort Lee, a recognition that DFM treated cooks with respect.

The evaluation at Fort Carson indicated that 51% of the military cooks preferred company/battalion operated dining facilities, 43% preferred central management, and 6% were neutral. The group of cooks at Fort Carson who speculated that they might like central management felt it would eliminate multiple bosses, which is just the opposite of the perception actually experienced with Fort Lee's Central Food Management System. Other perceived advantages of the central food management were similar to those identified by Fort Lee food service personnel, with the exception that the Fort Carson survey indicated that central management might lead to more uniformity. The final Fort Lee evaluation, however, failed to mention the existence of any such uniformity. The negative aspects of the system perceived by Fort Carson food service personnel were the following: central management will not know the needs of individual facilities; lack of contact between cooks and central management; on-site management is required; and the possibility that under central management many NCO's would no longer be required.

ANNEX J

LETTERS REFERENCE FORT LEE

CFMS

USAQMCEN&FL and TRADOC

DEPARTMENT OF THE ARMY
HEADQUARTERS, U.S. ARMY QUARTERMASTER CENTER AND FORT LEE
FORT LEE, VIRGINIA 23801

21 DEC 1978

ATZM-FM

SUBJECT: User/Operator Evaluation of Central Food Preparation System (CFPS) - Final After-Action Report

Commander 21Dec78
US Army Troop Support Agency
Fort Lee, Virginia 23801

1. The Fort Lee User/Operator Evaluation, CFPS After-Action Report, is attached at Inclosure 1. The information and recommendations contained in this report represent the result of a program initiated over six years ago. During this period, the complete troop feeding environment has undergone change. Consolidation has taken place at battalion level or higher. Small, inefficient facilities have been closed, or modernized with the latest labor saving equipment and decor, and the master menu tailored to the tastes of the volunteer soldier.

2. Fort Lee has received a two fold benefit from this emphasis on improved food service support. It has participated in the planning, design, construction, operation and evaluation of a highly complex food service system, and simultaneously, in the Dining Facility Modernization Program. Although we have shown that dining facilities can be operated with a reduced work staff when food is centrally prepared, our experience indicates a good deal more development is required if this concept is to be extended to other Army installations. This is particularly true in light of the fact that efficiencies expected from centralized food production at the installation level have been largely accomplished by other means, i.e., through consolidation, modernization and greater reliance on readily available convenience-type foods.

3. Preliminary economic projections presented at the August 1978 In-Process Review and subsequent additional information on the required feeding level needed to support a CFPS, strongly mitigate against continuation of this program in its present form at Fort Lee. Scoping the current operation downward will not greatly improve efficiency.

21 DEC 1978

ATZM-FM

SUBJECT: User/Operator Evaluation of Central Food Preparation System (CFPS) - Final After-Action Report

4. Therefore, as a result of our experience, the economic analysis, and continuing improvements to the Army Food Service System, we recommend the CFPS be terminated at Fort Lee. In conjunction with this action, the separate functions of the Directorate of Food Management would be reevaluated and aligned with current installation staffing guidance.

1 Incl
as

FRED C. SHEFFER
Major General, USA
Commanding

CF:
Cdr, TRADOC, ATTN: ATLG-TS-TSO

DEPARTMENT OF THE ARMY
HEADQUARTERS UNITED STATES ARMY TRAINING AND DOCTRINE COMMAND
FORT MONROE, VIRGINIA 23651

ATLG-TS-TSO 18 December 1978

SUBJECT: Central Food Preparation System (CFPS)

Commander
US Army Troop Support Agency
ATTN: DALO-TAE-D
Fort Lee, VA 23801

1. The recently completed test of the Central Food Preparation System (CFPS) has revealed many drawbacks and deterrents to adoption of the concept Army wide. Inhibiting reasons for not proliferating a system of this type are:

a. Most Army installations are too small to make adequate use of the large size equipment and economy of scale savings that are part of a centralized kitchen. Further, any major changes to garrison feeding operations, such as CFPS, appears to be a regression to the compatibility and sensitivity to field requirements and garrison interface currently in use.

b. Adapting this concept to varied field feeding environments appears to be highly impracticable. This assumption is primarily due to the size and type of equipment currently in use, and the practicability and availability of freezer space to store centrally prepared, prepackaged food items under prolonged field conditions. To store frozen food under prolonged field conditions is not only expensive, it reverses the direction of recent efforts in the field of irradiation and dehydration of food items to lengthen their shelf life.

c. The magnitude of a system of this type could lend itself to high dollar losses of food through improper preparation, spoilage, contamination, or loss through downed refrigeration. This would have a significant impact on the stock fund of an installation.

ATLG-TS-TSO
SUBJECT: Central Food Preparation System (CFPS)

d. The Central Food Management System (CFMS) currently used to administer the Central Food Preparation System (CFPS) creates additional problems in the loss of control commanders will have over their organic cooks and the operation of unit dining facilities. A situation of this nature could hamper command control and, consequently, lower the quality of the operation. In addition, the use of centralized cook management in conjunction with CFPS disrupts field training and contributes to the breakdown of unit integrity and mission fulfillment.

2. Recommend that CFPS not be considered for further testing or adoption.

FOR THE COMMANDER:

HARRY L. DUKES, JR.
Brigadier General, GS
Deputy Chief of Staff
for Logistics