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## OPPORTUNITIES FOR SERVICE FUNCTION CONSOLIDATION

by

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and  
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A RESEARCH REPORT SUBMITTED TO THE FACULTY

IN

FULFILLMENT OF THE CURRICULUM  
REQUIREMENT

Advisor: Alexander S. Cochran

MAXWELL AIR FORCE BASE, ALABAMA

30 April 1993

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## **ABSTRACT**

**TITLE:** Opportunities for Service Function Consolidation

**AUTHORS:** Bobby E. Glisson, Lieutenant Colonel, USAF  
and David W. Ferguson, Lieutenant Colonel, USAF

On 2 July 1992, Senator Sam Nunn, Chairman of the Senate Armed Services Committee, delivered a speech entitled "The Defense Department Must Thoroughly Overhaul the Services Roles and Missions." In it, he told his Senate colleagues that service redundancy and duplication are costing billions of dollars each year, citing examples to support his assertion. When General Colin L. Powell responded with his February 1993 Chairman of the Joint Chiefs of Staff Report on the Roles, Missions, and Functions of the Armed Forces of the United States, he devoted less than three pages to service support functions--reviewing only construction engineers, chaplain, and legal functions. Unlike the Chairman's review and most other consolidation or streamlining initiatives generated at higher headquarters, this research project constitutes an effort to gather and analyze the opinions of senior leaders at the installation level--where the rubber meets the road. It contains results of a survey administered to Army and Air Force installation commanders, who rated their support or opposition to consolidation, intraservice streamlining, or contracting out 42 different service support functions. Survey results are tabulated and analyzed through the use of graphs, tables, and quotations. In addition to highlighting opportunities for improved service efficiency and effectiveness, this survey reveals some sound arguments for perceived service parochialism.

## **BIOGRAPHICAL SKETCHES**

### **Lieutenant Colonel Bobby E. Glisson**

Lieutenant Colonel Bobby E. Glisson (B.B.A., The University of Texas, M.P.A., Golden Gate University) has been interested in the proper delivery of support services, both as an enlisted member and an officer. He has witnessed, first hand, the changes, efforts to consolidate, contract out, and regionalize many of the support services surveyed in this paper. Prior to Air War College, he was assigned as Director of Analysis and Force Management, Headquarters Tactical Air Command. He is a graduate of Squadron Officer School, Air Command and Staff College, and the Air War College class of 1993.

### **Lieutenant Colonel David W. Ferguson**

Lieutenant Colonel David W. Ferguson (B.B.A., Auburn University, M.B.A., Central State University) has spent most of his career as an Air Force support officer at base level. In his last assignment before Air War College, he commanded the largest mission support squadron in Tactical Air Command. He had first-hand experience with consolidation, streamlining, downsizing, and contracting out support service functions. His involvement with personnel actions to reorganize to the objective wing structure was closely followed with the formidable task of supporting the stand up of Headquarters Air Combat Command. He is a graduate of Squadron Officer School, Air Command and Staff College, and the Air War College class of 1993.

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## **CHAPTER I**

### **INTRODUCTION**

In a July 1992 speech before his colleagues in the United States Senate, Armed Services Committee chairman Senator Sam Nunn called for a thorough overhaul of services roles and missions. This requirement, he asserted, was prescribed by three primary forces for change. First, the changing world order has redefined our national security requirements. Second, new technologies provide greater opportunity for change. Third and probably most pressing is a public mandate to balance the federal budget.<sup>1</sup> Given these forces for change, the Department of Defense faces significant budget cuts with fewer military and civilian employees. Therefore, we must search for innovative ways to provide for national defense and use our budget dollars wisely.

In response to Senator Nunn's request and Title X, United States Code (as amended by the Goldwater-Nichols Department of Defense Reorganization Act of 1986), the Chairman of the Joint Chiefs of Staff submitted a February 1993 Report on the Roles and Missions of the Armed Forces of the United States. This 118 page document devoted less than three pages to service support functions, reviewing construction engineers, chaplain, and legal functions.<sup>2</sup> According to the General Accounting Office, support services cost DOD about \$12 billion in fiscal

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<sup>1</sup>Senator Sam Nunn, "The Defense Department Must Thoroughly Overhaul the Services Roles and Missions," Vital Speeches of the Day, August 1, 1992, p. 624.

<sup>2</sup>General Colin L. Powell, Chairman of the Joint Chiefs of Staff Report on the Roles, Missions, and Functions of the Armed Forces of the United States, February 1993, pp. 44, 48-49.



year 1978<sup>3</sup> and \$18 billion in fiscal year 1983.<sup>4</sup> Assuming inflation, today's cost may approach \$30 billion. A declining force structure coupled with a significant decrease in funding levels is driving DOD to find ways to reduce expenditures while still maintaining readiness.

This paper examines service support functions to determine where consolidation, streamlining, or contracting out these functions can provide more efficient and effective use of limited resources for all branches of the military. Since most such initiatives are directed top-down from the Pentagon or an intermediate headquarters, this paper views the issues primarily through the eyes of Army and Air Force installation commanders--those tasked to implement these often-controversial initiatives.

As background, the Defense establishment is taking steps toward improved efficiency through four similar, yet divergent programs. They are: 1) the Defense Retail Interservice Support (DRIS) program, 2) Defense Management Reports (DMR), 3) intraservice streamlining initiatives, and 4) Office of Management and Budget (OMB) Circular A-76, "Performance of Commercial Activities" (also known as "CITA" or "Contracting Out"). The first two of these programs seek consolidation of service functions, but their approaches are dramatically different. Chapter II will discuss these programs briefly, but will focus on the DRIS program since it is probably the least known initiative. While all four programs seek fiscal and manpower savings across the defense spectrum, they do not represent a coordinated effort at any level.

Given this mandate for change and historic inability to make these

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<sup>3</sup>U.S. General Accounting Office, Consolidating Military Base Support Services Could Save Billions, LCD-80-92, September 1980, p. 1.

<sup>4</sup>U.S., Congress, House, Committee on Government Operations, Legislation and National Security Subcommittee, Consolidation of Military Base Support Services, 97th Cong., 2d sess., 1982, p. 1.

programs work in a coordinated fashion, Chapter III will present the opinions of Army and Air Force installation commanders--not only on consolidation of service support functions, but also on streamlining or contracting them out. Survey results are presented in graphs, tables, and quotes, in addition to the authors' interpretations. The conclusions in Chapter IV are drawn from analysis of survey data, and represent the views of the authors in their interpretation of that data.

Since an understanding of past successes and failures is important to comprehension of the difficulty in making these initiatives work, a discussion of background is essential at this point. Therefore, Chapter II will provide a brief history of consolidation efforts--particularly under the Defense Retail Interservice Support program.

## CHAPTER II

### BACKGROUND

The report "Base Structure Annex to Manpower Requirements Report for FY 1982" defines Base Operations Support as *"...all overhead functions which do not directly contribute to the mission accomplishment of combat units and tenants on Department of Defense (DOD) installations, activities and facilities."*<sup>5</sup> In a 1980 U. S. General Accounting Office report to the Secretary of Defense, base support services are defined as *"...payroll and administrative activities, base supply and transportation, maintenance and construction of buildings and roads, trash and sewage disposal, and personnel management."*<sup>6</sup> A detailed list of potential interservice support functions is included in the April 15, 1992 DOD Instruction 4000.19 which prescribes the DRIS program. That list is provided at Appendix A. Eliminating duplication of base support services without impairing mission effectiveness would generate significant savings to DOD.

Newspapers, magazines, and military publications are replete with articles discussing how much the Department of Defense spends annually, how much we waste, and how badly we need to change. Yet, the military services seem to be going in at least four different directions to achieve any semblance of savings--either in dollars or manpower spaces for the future. Furthermore, DRIS, DMR,

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<sup>5</sup>Office of the Assistant Secretary of Defense (Manpower, Reserve Affairs and Logistics), "Base Structure Annex to Manpower Requirements Report for FY 1982," January 1981, p. 5.

<sup>6</sup>U.S. General Accounting Office, Consolidating Military Base Support Services Could Save Billions, LCD-80-92, September 1980, p. i.

service streamlining, and A-76 are not new programs. The DRIS program, for instance, has been around since 1972.<sup>7</sup> Why then, have we not seen greater success in consolidating service support? In his 1982 testimony before the House Committee on Government Operations, Mr Werner Grosshans, a Deputy Director with GAO listed seven reasons for the limited success of the DRIS program:

1. Lack of DOD commitment to the program.
2. DRIS is a voluntary program and parochial interests exist at all levels--services, commands, and installations.
3. Low level of involvement at the local level.
4. Lack of meaningful goals.
5. Lack of visibility of successes and mandates to implement these at the other locations.
6. Projects selected for consideration normally are not the candidates that offer the highest payoff. They tend to be the ones that are least controversial.
7. Failure to effectively coordinate the three competing programs, DRIS, CITA, and intraservice.<sup>8</sup>

While DOD commitment has increased since 1982, service parochialism is still a major factor. Consolidation studies do not bring joy to the hearts and minds of military leaders. Each initiative is met with the feeling, "*What am I going to lose this time?*" The commander feels competing pressures to achieve a high level of support for his people while trying to streamline, regionalize, or consolidate--and show significant savings. Concurrently, the commander must explain to military and civilians assigned to the base that changes may affect their job security. It is far easier to wait until streamlining or consolidation is directed by a higher authority. Cost avoidance is one thing--deleting positions from the payroll is quite another. The DRIS program has given the local commander options but was not directive in nature. Therefore, local commitment was not obligatory.

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<sup>7</sup>U.S., Congress, House, Committee on Government Operations, Legislation and National Security Subcommittee, Consolidation of Military Base Support Services, 97th Cong., 2d sess., 1982, p. 8.

<sup>8</sup>Ibid., pp. 21-22.

As part of the DRIS program, regional Joint Interservice Resource Study Groups (JIRSG) were formed to help eliminate duplicative support services. The Defense Audit Service's March 31, 1982 report on the audit of the DRIS program states that not a single consolidation occurred because of a JIRSG's actions. Material furnished later as a result of the Committee testimony revealed that the Joint Interservice Resource Study Group program produced 570 studies since its beginning in 1978. The total personnel cost of those studies was approximately \$700,000.<sup>9</sup> Research reveals many unsuccessful attempts to consolidate, regionalize, save, and institute cost avoidance procedures--with very few success stories.

One success occurred, however, with the Consolidation of Base Operations Support (BOS) in Panama. In all, 158 positions were deleted with expected savings of over \$4.7 million. An additional \$2.6 million annual savings were possible if an agreement could be reached for centralized procurement.<sup>10</sup> Implementation costs were only a small fraction of the \$7.3 million savings. Why then, were these logical measures not implemented years before? Senior military leadership only took action after the Assistant Secretary of Defense (Manpower, Reserve Affairs and Logistics) directed the consolidation of real property maintenance and family housing in Panama, and indicated that other BOS activities must be studied. Three previous studies concerning Family Housing Management (1977 and 1979) and Civilian Personnel (1981) failed to spur the services into an interservice agreement. Once directed by the Department of Defense, nineteen bases clustered in two small geographical areas examined

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<sup>9</sup>Ibid., pp. 21-22.

<sup>10</sup>W. Edward Cushen et al., Consolidation of Base Operations Support (BOS) in Panama, Logistics Management Institute, (DOD Contract No. MDA903-81-C-0166, Task ML216), December 1982, p. iii.

eight BOS functions: civilian personnel; transportation; vehicle maintenance; food services; morale, welfare and recreation; Class VI beverage stores; purchasing and contracting; and law enforcement, and showed the potential for over \$7 million dollars in savings.<sup>11</sup> Results of this consolidation study have implications throughout the DOD.

A similar case study in consolidation potential occurred in the Sacramento, California area. Within a 60 mile radius of Sacramento, there were seven military installations ranging in strength from 1,430 to 16,750. Major support activities accounted for the followed number of personnel assigned:

|                     |            |
|---------------------|------------|
| Civil Engineering   | 2,629      |
| Base Contracting    | 281        |
| Personnel           | 624        |
| Vehicle O&M         | 731        |
| Comptroller         | 763        |
| Data Automation     | 725        |
| Base Supply         | 1,591      |
| Security            | <u>747</u> |
| TOTAL <sup>12</sup> | 8,091      |

The GAO used this area as only one example where similar functions, located within a relatively small radius, could be consolidated thereby saving manpower spaces while maintaining service readiness goals. Between 1980 and June 1982, thirteen DRIS studies had been conducted in the Sacramento area with five studies pending, but none of the completed studies resulted in new consolidations of base support functions.<sup>13</sup> Similar results were accomplished in

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<sup>11</sup>U.S., Congress, House, Committee on Government Operations, Legis. and National Security Subcomte, Consolidation of Military Base Support Services, 97th Cong., 2d sess., 1982, pp. 2-5.

<sup>12</sup>U.S. General Accounting Office, Consolidating Military Base Support Services Could Save Billions, LCD-80-92, September 1980, pp. 26-29.

<sup>13</sup>U.S., Congress, House, Committee on Gov't Operations, Legislation and National Security Subcommittee, Consolidation of Military Base Support Services, 97th Cong., 2d sess., 1982, pp. 2-5.

the Norfolk, Virginia area during the same time period. Review of committee hearings through 1992 revealed no evidence of either area ever accomplishing the stated goals of DRIS.

Another major consolidation effort is reflected in a vast collection of Defense Management Reports (DMRs). Most of these reports are actively being studied or implemented within the DOD. They date back to February 1989 when President Bush, in an address before Congress, charged the Secretary of Defense with reviewing defense management practices in light of the Packard Commission report. Secretary Cheney responded with the Defense Management Report to the President, implementing sweeping changes to defense management and promising a process of continuous improvement.<sup>14</sup> That was the genesis of the DMR program.

The program has been tremendously successful, with projected savings of approximately \$53 billion through fiscal year 1995. Most of these savings are to be generated through big-ticket items like a consolidated Corporate Information Management (CIM) program designed to integrate all Defense information, data processing, and telecommunications systems. According to former Deputy Secretary of Defense Donald Atwood, two principles are responsible for the DMR's success: centralized policy making and decentralized responsibility for implementing management change.<sup>15</sup>

Of the four competing programs, most of the above discussion has focused on the Defense Retail Interservice Support program. While the Defense Management Reports, contracting out, and intraservice streamlining actions also have mixed records of success, the DRIS program is more closely related to

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<sup>14</sup>"The DMR at Work: Toward Six Broad Goals," Based on Defense Management Report Implementation Progress Report, January 10, 1990, Defense 90, (Mar - Apr 90), p. 8.

<sup>15</sup>L. R. Jones, "Minding the Pentagon's Business," Government Executive, October 1992, p. 40.

consolidation of service support functions at the installation level. There is a new DOD Instruction 4000.19, Interservice, Interdepartmental, and Interagency Support, dated April 15, 1992. It reissues policies and procedures for the DRIS program, providing much more specific guidance on functions of Joint Interservice Regional Support Groups.<sup>16</sup> Nevertheless, the initiative to make the program productive still seems to rest at the local installation level.

During his 1982 testimony before the House Committee on Government Operations, a Deputy Director with GAO described how contracting out under OMB Circular A-76 has frequently taken precedence over consolidation initiatives under DRIS. The GAO recommendation included consideration of streamlining or consolidation prior to submission for an A-76 study.<sup>17</sup> This approach seems to hold the greatest potential for improved efficiency.

Our survey was mailed to 130 Air Force and Army senior officers—primarily installation commanders and a few senior staff members. Survey participants were asked to rate, using a numerical scale, their support for 1) consolidating, 2) streamlining, or 3) contracting out a limited selection of 42 service support functions. The U.S. Army Installations Management Office and Air Force Military Personnel Center concurred in our research and methodology, granting us access to its members for the survey. We attempted to persuade the U.S. Navy to participate in the survey, but failed. After numerous letters, phone calls and faxes, our request was elevated to Mr Richard O. Thomas, Deputy Assistant Secretary for Shore Resources, Office of the Assistant Secretary of the Navy for Installations and Environment. He denied our request, stating that turbulence within the Navy regarding base closures would make it inappropriate to ask Navy

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<sup>16</sup>U.S., Department of Defense, Interservice, Interdepartmental, and Interagency Support, DOD Instruction No. 4000.19, April 15, 1992, pp. 1-4.

<sup>17</sup>Ibid., p. 6.



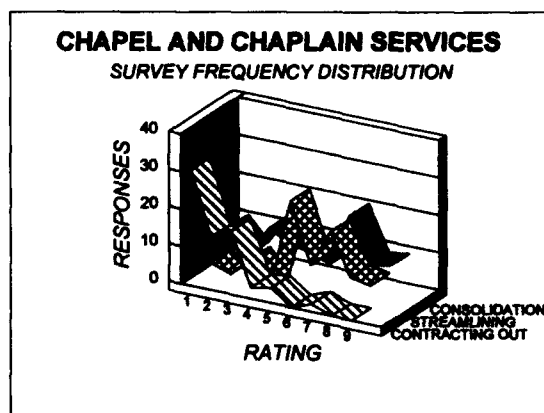
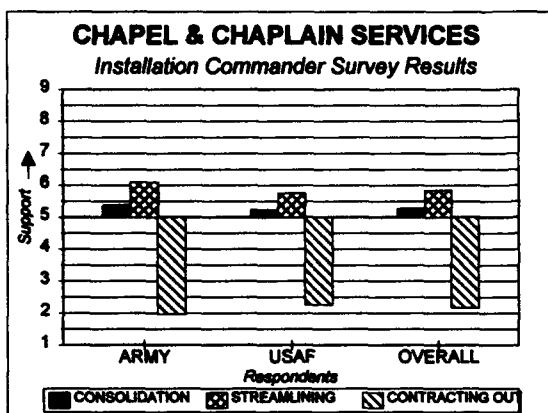
installation commanders and senior staff their opinions regarding consolidation, streamlining, and contracting out of service support functions. Therefore, our data reveals opinions held by U.S. Air Force and U.S. Army personnel only.

Of the 130 commanders and senior staff surveyed, 78 responded. This return rate allows 99 percent confidence that the opinions of the entire group (130) are within 10% of the figures given. Summaries of survey data individual responses are included within this report. The attached survey instrument (Appendix B) was designed to elicit individual opinions on each support function and it requested comments supporting strong opinions (very low or very high ratings in any area).

## CHAPTER III

### SURVEY RESULTS

#### CHAPEL AND CHAPLAIN SERVICES

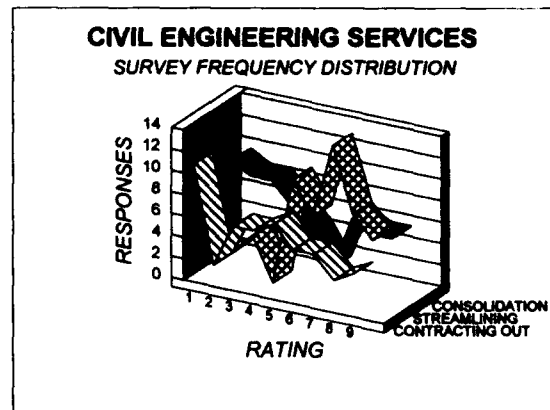
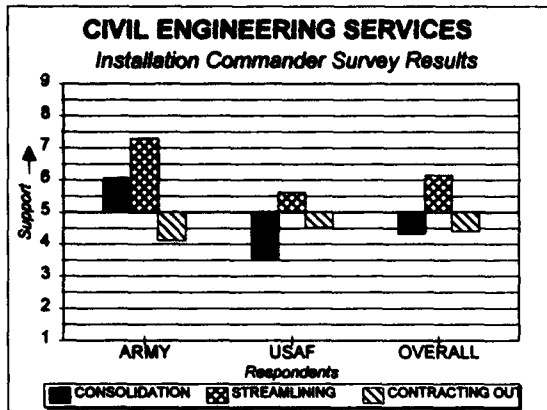


|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 1         | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 5.4  | 5.2       | 5.3     | 2.5     |
| STREAMLINING    | 6.1  | 5.8       | 5.8     | 1.9     |
| CONTRACTING OUT | 2.0  | 2.3       | 2.2     | 1.4     |

One of issues most commented on turned out to be the Chapel functions. Those who commented on this issue firmly held the belief that chaplains were an integral part of the combat team and uniquely understood the trials and tribulations of service life. Most, but not all, felt the chaplains were required to be in the field and in the chapel as a member of his/her service. Although some supported consolidation of training, the strongest support for any change was for the streamlining of some functions. Universal was the lack of support for contracting out this function. *"Chaplain--inconceivable to pass this off to a civilian."* (Air Force, Installation Commander) *"Chaplains identification with combat units is a must -- they aren't just preachers and priest, they are part of the*

*unit -- they should stay that way." (Air Force, Installation Commander) "Chapel -- Imperative that chaplaincy be uniformed personnel due to uniqueness of Services ministry." (Air Force, Installation Commander) "There is a lot more than just church services involved. There is counseling, community involvement, nights and weekends, field training, deployments, etc. A contracted clergy wouldn't give all of this. Could have little or no empathy with the service member." (Army, Subordinate Commander) "Chaplains are part of the combat team; must accompany the unit into war zones. Also, must identify with and understand the stresses of military life -- service specific." (Air Force, Installation Commander) "Chaplain and Legal services ought to be able to be combined at DOD." (Army, Installation Commander) "Chaplains must be available to deploy and support their congregation 24 hours per day. Living the life of their congregation is critical to their credibility." (Air Force, Subordinate Commander)*

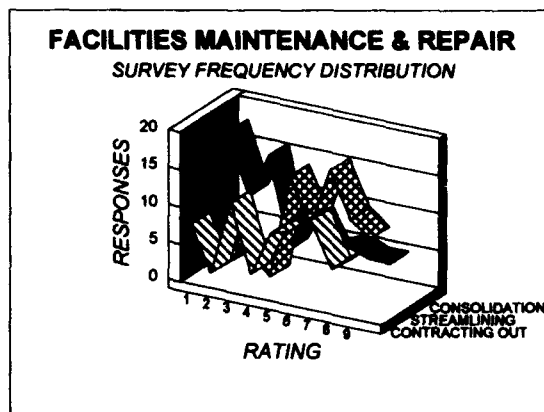
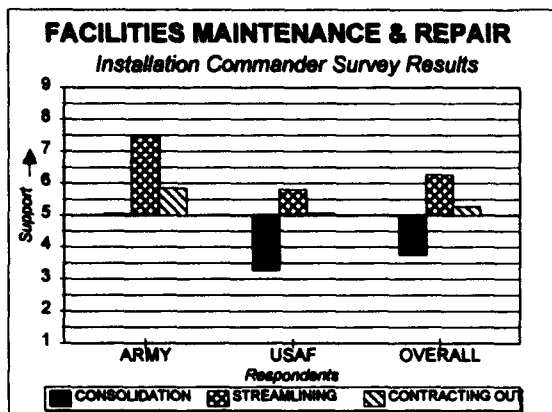
## CIVIL ENGINEERING SERVICES



| Table 2         | ARMY | AIR FORCE | OVERALL | STD DEV |
|-----------------|------|-----------|---------|---------|
| CONSOLIDATION   | 6.1  | 3.6       | 4.3     | 2.7     |
| STREAMLINING    | 7.3  | 5.6       | 6.2     | 2.1     |
| CONTRACTING OUT | 4.1  | 4.5       | 4.4     | 2.6     |

Significant low responses for consolidation. Streamlining received high support from the Army and middle of the road responses from the Air Force. Contracting out support is less than adequate for change. *"Those areas with strong commercial sector analogs and predominant peace time impact ... could easily be shifted to civilian companies with concomitant savings -- leave war time mission related items alone."* (Air Force, Installation Commander) *"Compare facilities and then decide who you want in charge -- Air Force or Marines (Navy, Army, etc.) Not much in favor of subjecting Air Force Quality of Life standards to an 'averaging down' process in any area."* (Air Force, Installation Commander) *"Facility maintenance and repair, roads and grounds maintenance and fire protection for wartime might require uniformed personnel."* (Air Force, Installation Commander) *"Use the Air Force model for Civil Engineering Services."* (Army, Subordinate Commander)

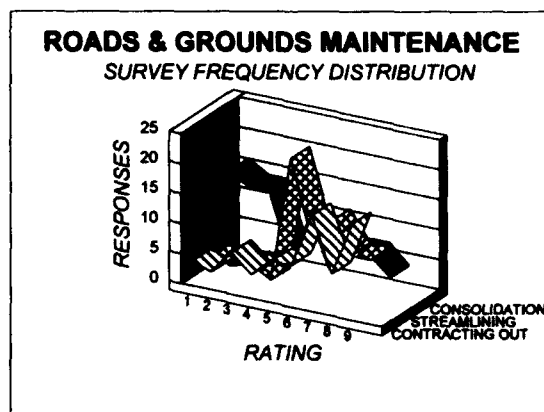
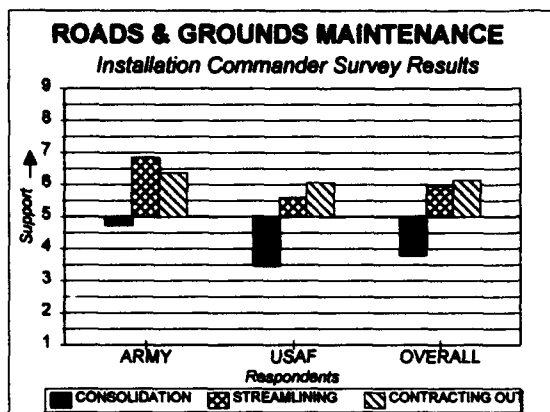
## FACILITIES MAINTENANCE AND REPAIR



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 3         | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 5.1  | 3.3       | 3.8     | 2.5     |
| STREAMLINING    | 7.5  | 5.8       | 6.3     | 2.0     |
| CONTRACTING OUT | 5.8  | 5.1       | 5.3     | 2.5     |

In general, the desire of Army respondents to streamline functions ranked higher than all others. No significant support is noted for overall changes. Separate CE functions follow with responses noted. "C. E. (several 1's for consolidation) One look at non-Air Force bases should convince anyone that Air Force is head and shoulders above others in taking care of facilities—don't want inevitable decline.... (Air Force, Installation Commander)

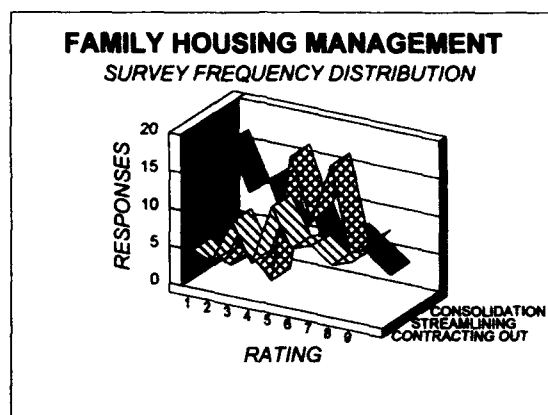
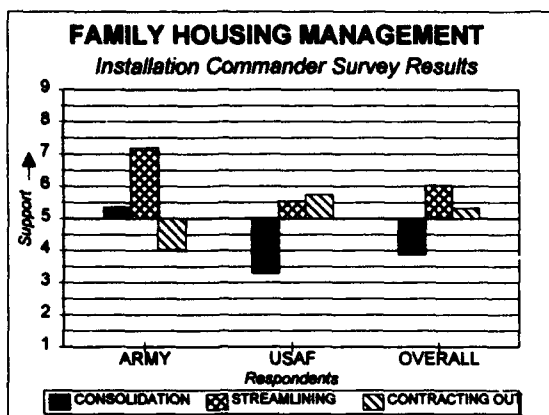
## ROADS AND GROUNDS MAINTENANCE



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 4         | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 4.7  | 3.5       | 3.8     | 2.5     |
| STREAMLINING    | 6.9  | 5.6       | 6.0     | 2.0     |
| CONTRACTING OUT | 6.4  | 6.1       | 6.1     | 2.4     |

Fifty-five (55) per cent show strong support (7,8,9) for contracting out roads and grounds maintenance. Both services believe some streamlining can occur but most responses centered around the five, six and seven area. Consolidation is obviously not a player for this function. *"Civil Engineers has already been streamlined. USAF has higher standards than other services. Consolidation would dilute service and responsiveness. A case in point is the SARPMA fiasco in San Antonio. Training members receive on base level jobs is extremely valuable and should be considered."* (Air Force, Subordinate Commander)

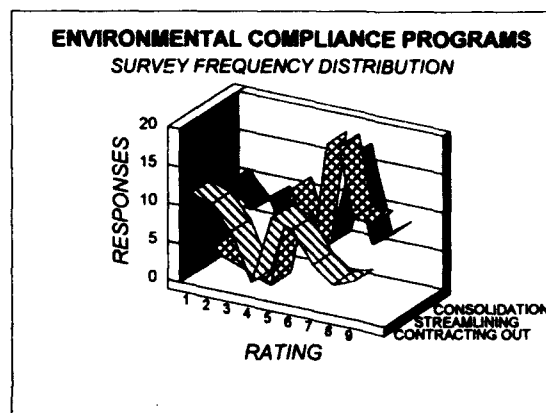
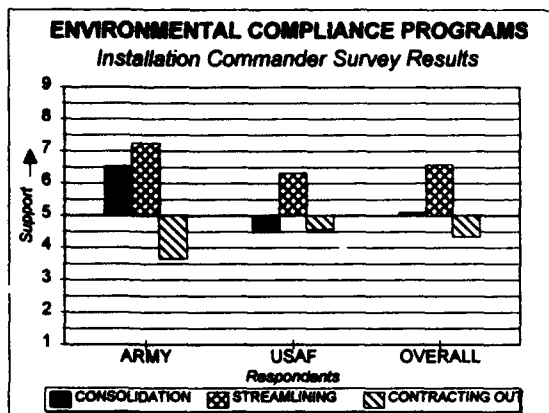
## FAMILY HOUSING MANAGEMENT



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 5         | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 5.4  | 3.3       | 3.9     | 2.5     |
| STREAMLINING    | 7.2  | 5.5       | 6.0     | 2.0     |
| CONTRACTING OUT | 4.1  | 5.7       | 5.3     | 2.4     |

Fifty-one per cent ranked consolidation of housing either 1, 2, or 3-- obviously a weak area for consideration of consolidation. A middle of the road response (5, 6, or 7) with 65% of the respondents for streamlining with most positive support coming from Army. A very mixed response for contracting out with tendencies centering around the 3, 4, and 5 area. *"I have seen family housing managed by Army, Navy, and Air Force -- I have yet to see either Army or Navy housing that was kept to the worst I have ever witnessed in 26 years in the Air Force. This is too close to taking care of the troops to risk a major reduction in quality!"* (Air Force, Installation Commander) *"Not much in favor of subjecting Air Force Quality of Life standards to an 'averaging down' process in any area."* (Air Force, Installation Commander) *"With only a few exceptions consolidation across services is likely to result in a 'lowest common denominator' approach to services. If we consolidate, we should use the best service program (as measured by customer satisfaction) as our benchmark or standard."* (Air Force, Installation Commander)

## ENVIRONMENTAL COMPLIANCE PROGRAMS

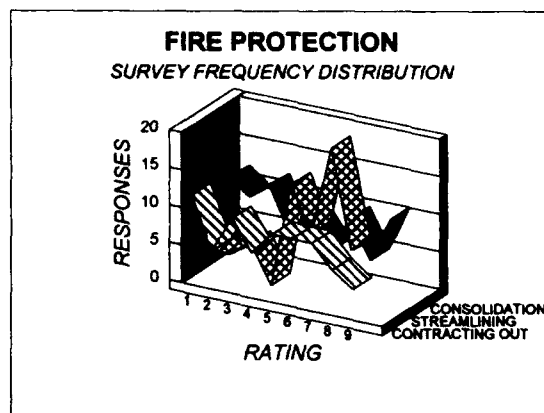
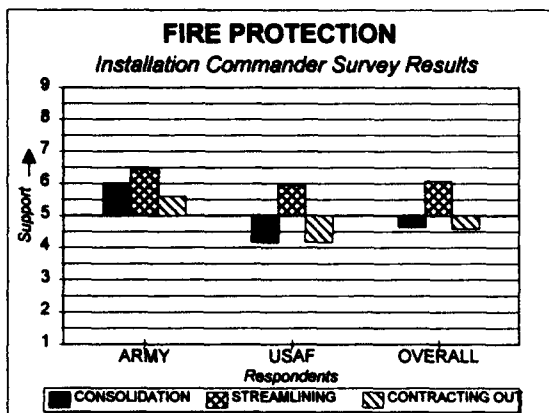


|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 6         | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 6.5  | 4.5       | 5.1     | 2.7     |
| STREAMLINING    | 7.3  | 6.3       | 6.6     | 2.0     |
| CONTRACTING OUT | 3.7  | 4.6       | 4.3     | 2.5     |

Streamlining is obviously an area for improvement according to the 65% strong (7, 8, or 9) response. Contracting out received consistent low ratings. Most strong support for consolidation came from Army respondents. *"DOD needs to act in unison with a coordinated, united approach and sense of urgency. Everyone needs to sing off the same sheet of music and the bucks need to be put where they're needed most."* (Army, Subordinate Commander commenting on Environmental Compliance Programs)



## FIRE PROTECTION

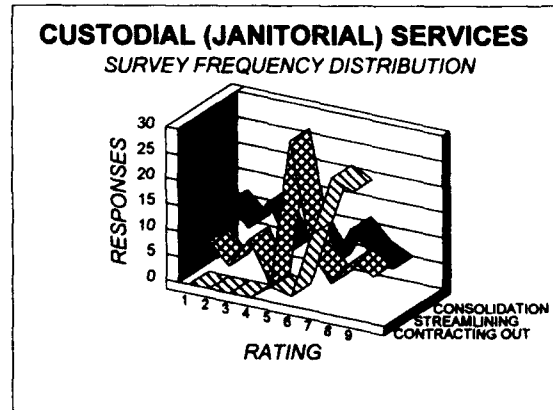
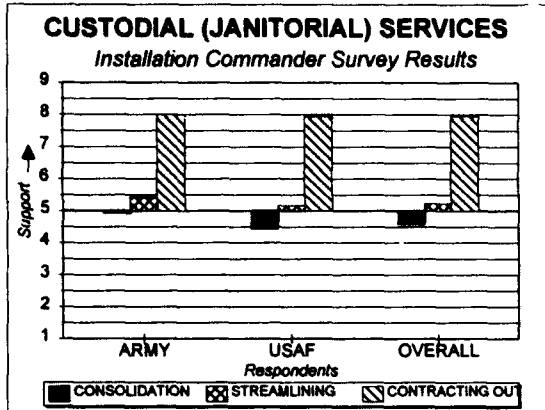


|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 7         | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 6.0  | 4.2       | 4.7     | 2.7     |
| STREAMLINING    | 6.4  | 5.9       | 6.1     | 2.1     |
| CONTRACTING OUT | 5.6  | 4.2       | 4.6     | 2.5     |

Fire protection overall received very mixed responses. Some support noted for streamlining and some strong support from the Army for consolidation.

*"Fire Protection: If the post is near a large city, some arrangement/memo-randum of agreement perhaps can be developed between the Post and the city for the city to take on the operation of these services." (Army, Installation Commander)*

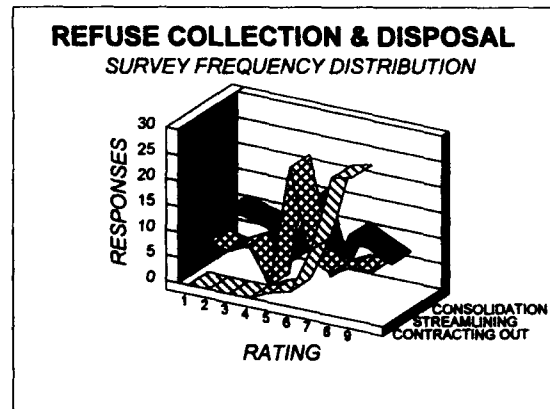
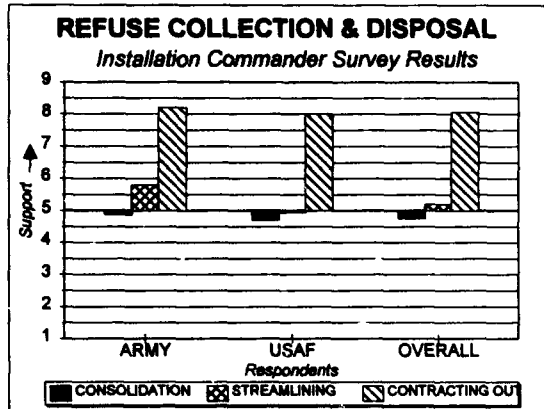
## CUSTODIAL (JANITORIAL) SERVICES



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 8         | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 4.9  | 4.5       | 4.6     | 2.6     |
| STREAMLINING    | 5.4  | 5.2       | 5.2     | 2.2     |
| CONTRACTING OUT | 8.0  | 7.9       | 8.0     | 1.0     |

One of the few areas in the entire survey that received almost unanimously strong support for contracting out. Although we are aware of a few bases that still perform these functions, informally, we understand that numerous bases/posts do contract out this service. Obviously an area for immediate contracting out for those who still perform this service. *"If we're going to recommend contracting services, then we need to better train commanders, contract specialists, and inspectors -- The last time DOD contracted out a 'simple' service (custodial services) we got 'taken to the cleaners' by contractors who were much smarter on contract law than we were."* (Air Force, Installation Commander)

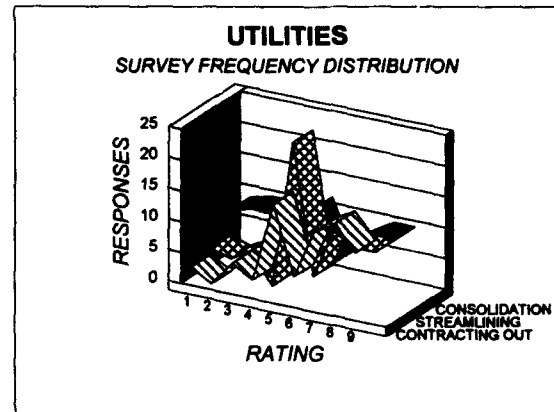
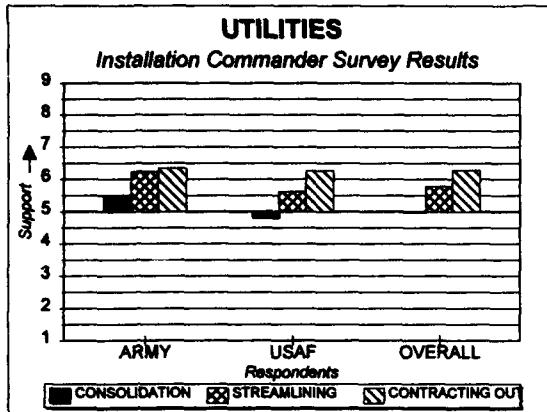
## REFUSE COLLECTION AND DISPOSAL



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 9         | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 4.9  | 4.7       | 4.8     | 2.6     |
| STREAMLINING    | 5.8  | 5.0       | 5.2     | 2.3     |
| CONTRACTING OUT | 8.2  | 8.0       | 8.1     | 1.0     |

Refuse collection and disposal was another area with almost universal support for contracting out. No strong support was noted for either streamlining or consolidation. This service is already contracted out at most installations. There would likely be little, if any, efficiency gained by consolidating contracts under the DRIS program.

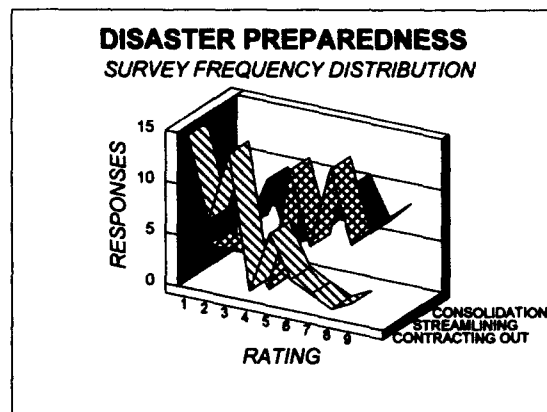
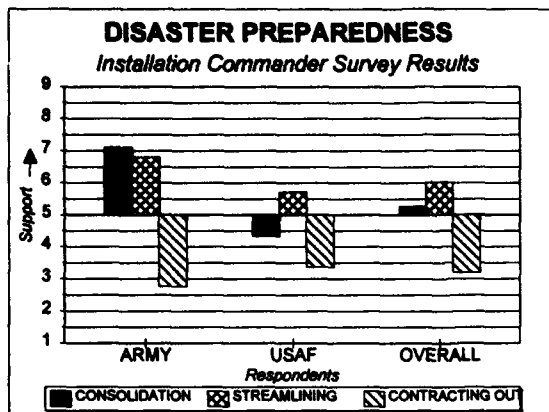
## UTILITIES



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 10        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 5.5  | 4.8       | 5.0     | 2.7     |
| STREAMLINING    | 6.2  | 5.6       | 5.8     | 2.2     |
| CONTRACTING OUT | 6.3  | 6.3       | 6.3     | 2.1     |

Consolidation and streamlining received from low to middle of the road support. Contracting out received strong support from 54% of the respondents with support equally shared amongst the Army and Air Force. *"Refuse Collection/Disposal and Utilities: If the Post is near a large city, some arrangement/memorandum of agreement can be developed between the Post and the city for the city to take on the operation of these services."* (Army, Installation Commander)

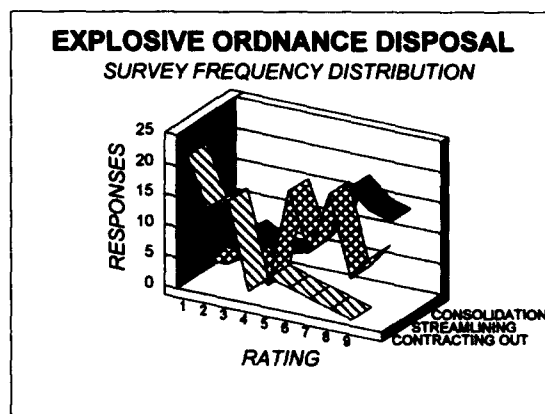
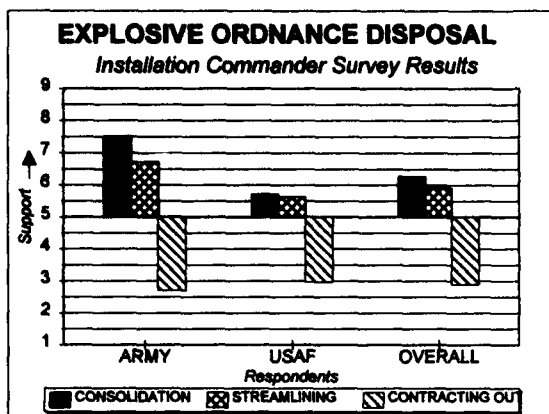
## DISASTER PREPAREDNESS



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 11        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 7.1  | 4.3       | 5.3     | 2.7     |
| STREAMLINING    | 6.8  | 5.7       | 6.0     | 2.3     |
| CONTRACTING OUT | 2.8  | 3.4       | 3.2     | 2.2     |

Contracting Out was rated significantly low by all but five respondents. Consolidation and streamlining received the most favorable responses from Army respondents. *"Contracting out cannot meet wartime requirements."* (Air Force, Installation Commander) *"Contracting must not impact deployment requirements. Any consolidation must address specific missions, weapons, systems, and threats."* (Air Force, Subordinate Commander)

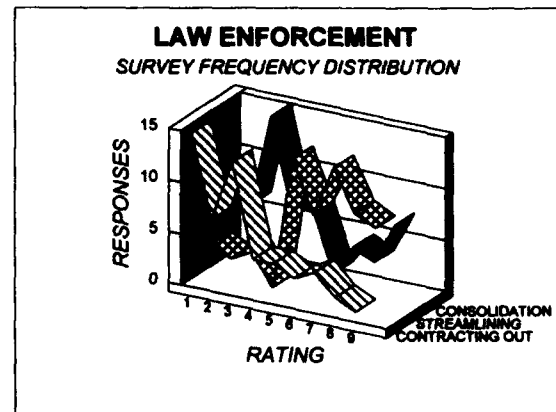
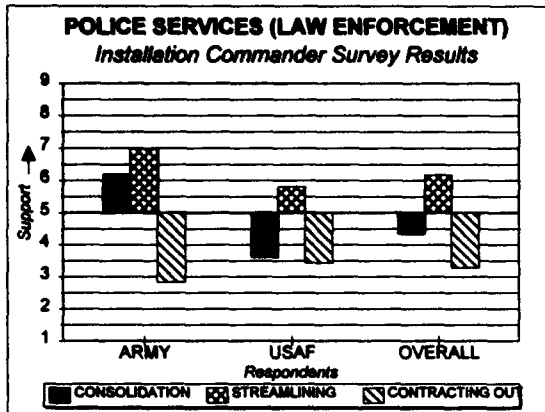
## EXPLOSIVE ORDNANCE DISPOSAL



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 12        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 7.5  | 5.7       | 6.3     | 2.3     |
| STREAMLINING    | 6.7  | 5.6       | 5.9     | 2.1     |
| CONTRACTING OUT | 2.7  | 3.0       | 2.9     | 2.1     |

Most negative was the aspect of contracting out EOD functions. Consolidation was by far most favorable (44/75) and streamlining received middle of the road only support. *"Contracting out cannot meet wartime requirements."* (Air Force, Installation Commander)

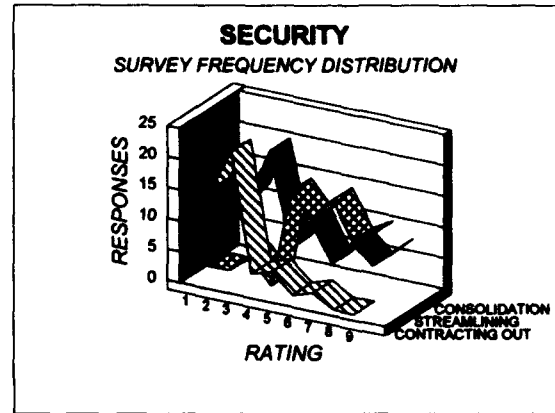
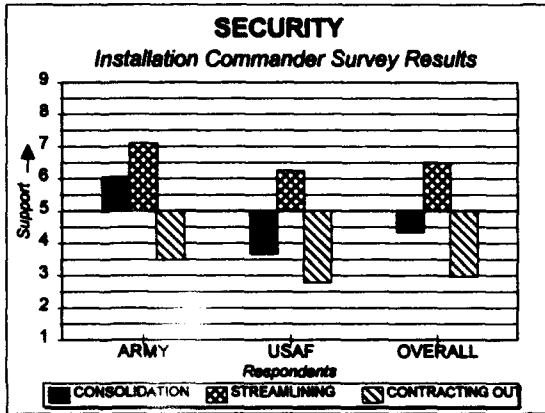
## LAW ENFORCEMENT



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 13        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 6.2  | 3.6       | 4.4     | 2.6     |
| STREAMLINING    | 7.0  | 5.8       | 6.2     | 2.1     |
| CONTRACTING OUT | 2.9  | 3.5       | 3.3     | 2.2     |

Received consistently low ratings for contracting out and mixed reviews for streamlining and consolidation. The most positive support for streamlining of law enforcement functions came from Army respondents.

## SECURITY

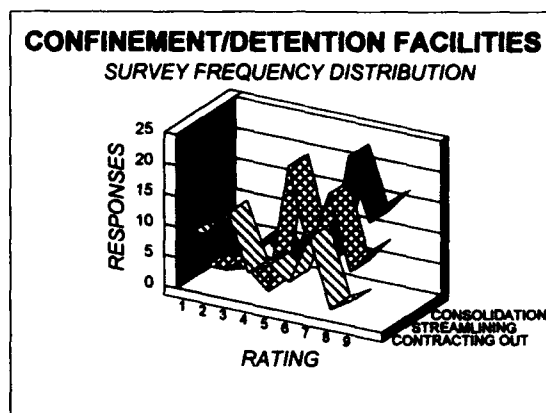
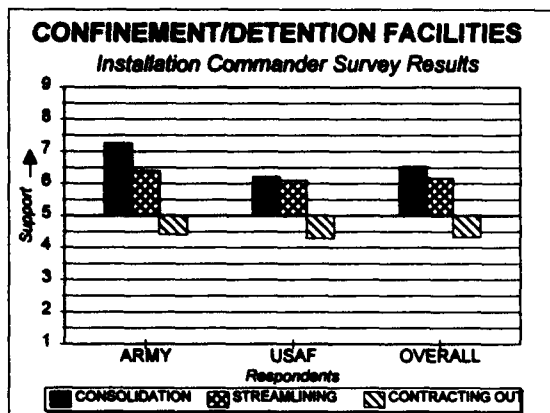


|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 14        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 6.1  | 3.7       | 4.4     | 2.5     |
| STREAMLINING    | 7.1  | 6.3       | 6.5     | 1.8     |
| CONTRACTING OUT | 3.5  | 2.8       | 3.0     | 1.8     |

Also received consistently low ratings for contracting out. Most positive support came for streamlining this function and again, came from Army respondents. There were significant differences of opinion between Army and Air Force respondents regarding consolidation initiatives.



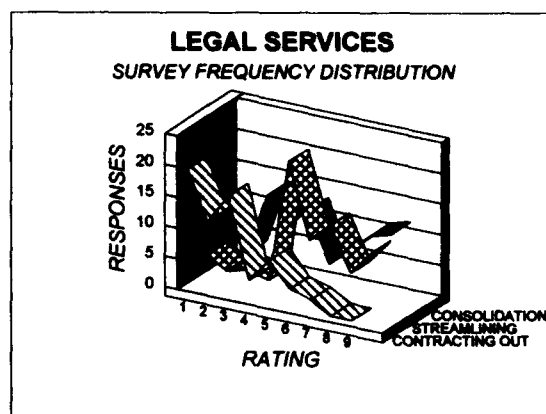
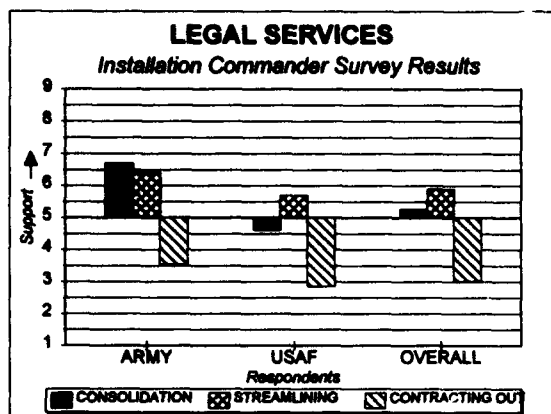
## CONFINEMENT/DETENTION FACILITIES



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 15        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 7.3  | 6.2       | 6.5     | 2.2     |
| STREAMLINING    | 6.4  | 6.1       | 6.2     | 1.9     |
| CONTRACTING OUT | 4.4  | 4.3       | 4.3     | 2.4     |

Two-thirds (66%) believe consolidation of detention facilities is the right way for the services to proceed and rated consolidation seven (7) or above. Ninety (90) per cent rated streamlining a five or above with 49% rating it a seven (7) or above. Although contracting out was rated negatively, it is obvious both consolidation and streamlining offer viable choices for improvement according to our respondents. *"Highly political to consolidate detention across services."* (Air Force, Subordinate Commander)

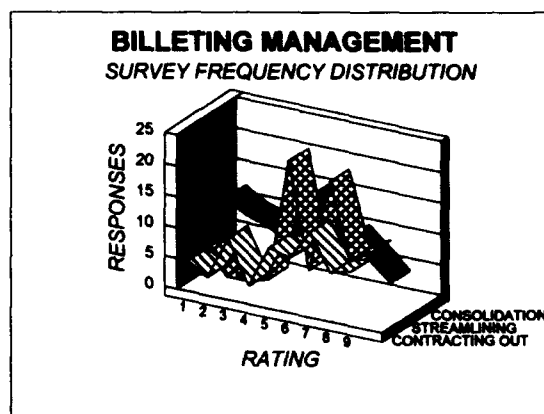
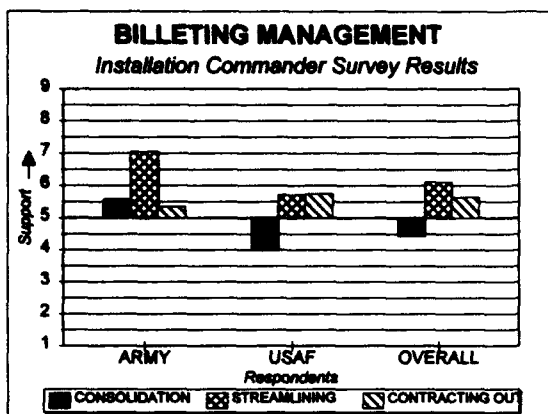
## LEGAL SERVICES



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 16        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 6.7  | 4.6       | 5.3     | 2.5     |
| STREAMLINING    | 6.4  | 5.7       | 5.9     | 2.1     |
| CONTRACTING OUT | 3.6  | 2.9       | 3.0     | 2.0     |

Significant number of responses indicating contracting out was definitely not appropriate for Legal support functions. Of interest was that 85% rated streamlining a five (5) or above with 40% rating streamlining a seven (7) or above. Of similar interest was that 58% see consolidation as appropriate (rated 5 or above) and 37% rate consolidation seven (7) or above (primarily Army support). *"Training of lawyers should be consolidated."* (Army, Subordinate Commander) *"Chaplain and Legal ought to be able to be combined at DOD."* (Army, Installation Commander) *"Contractors will dilute UCMJ, military justice, responsiveness to mission, morale, and discipline. Mission differences also preclude consolidation."* (Air Force, Subordinate Commander)

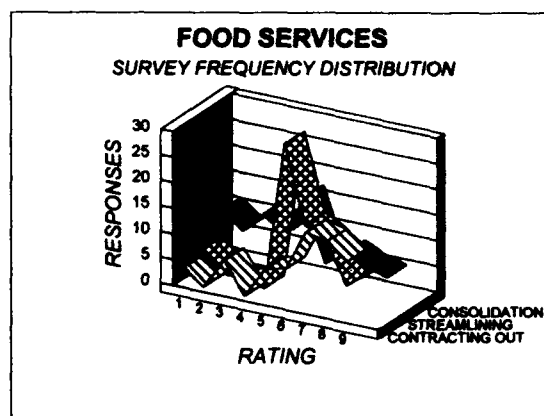
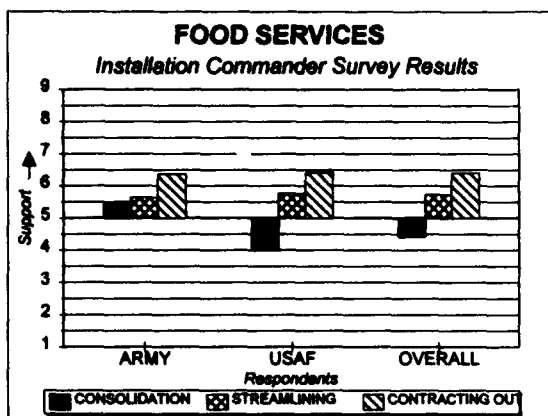
## BILLETING MANAGEMENT



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 17        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 5.6  | 4.0       | 4.5     | 2.4     |
| STREAMLINING    | 7.0  | 5.7       | 6.1     | 2.1     |
| CONTRACTING OUT | 5.3  | 5.7       | 5.6     | 2.4     |

Fifty-one per cent (51%) of the respondents see streamlining of billeting functions as a positive (7 or above). Forty-four per cent (44%) agree that contracting out of the billeting function would benefit the services with most significant support coming from the Army. *"Those areas with strong commercial sector analogs and predominant peace time impact (e.g. family housing, environmental, custodial services, food/billeting, household goods shipping, etc.) could easily be shifted to civilian companies with concomitant savings – leave war time mission related items alone!"* (Air Force, Installation Commander) *"The Air Force should be executive agent for ... all billeting"* (Air Force Installation Commander) *"USAF has higher standards than other services."* (Air Force, Subordinate Commander)

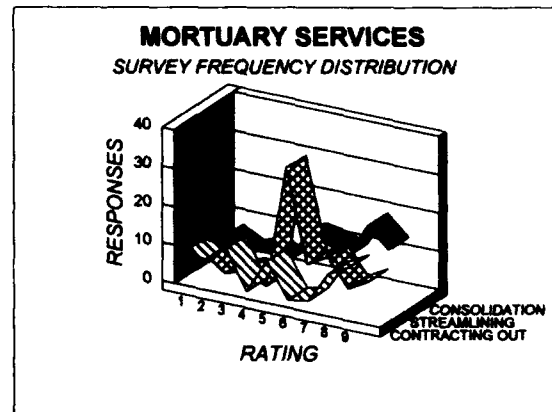
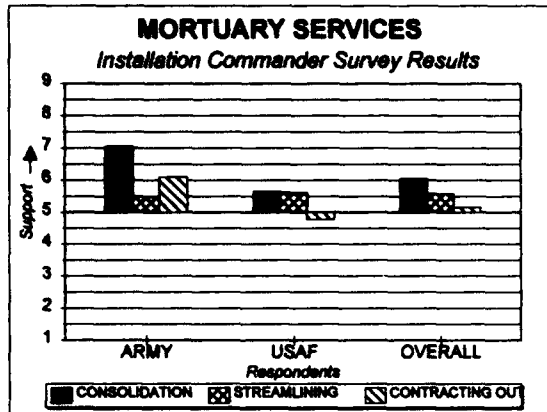
## FOOD SERVICES



|                        |             |                  |                |                |
|------------------------|-------------|------------------|----------------|----------------|
| <b>Table 18</b>        | <b>ARMY</b> | <b>AIR FORCE</b> | <b>OVERALL</b> | <b>STD DEV</b> |
| <b>CONSOLIDATION</b>   | 5.5         | 4.0              | 4.4            | 2.3            |
| <b>STREAMLINING</b>    | 5.6         | 5.8              | 5.7            | 1.9            |
| <b>CONTRACTING OUT</b> | 6.4         | 6.4              | 6.4            | 2.3            |

Contracting out of Food Services received the most significant positive support. Sixty-one per cent (61%) rated contracting out seven (7) or higher. Consolidation and streamlining received mixed reviews with mediocre support for streamlining of Food Services. Again, there was a marked difference of opinion along service lines regarding consolidation of Food Services. *"...Soldiers have an emotional attachment to cooks. Mess Halls and cooks have something to do with the psychological perceptions or survival I'm sure, but needs to stay with the service unit."* (Air Force, Installation Commander)

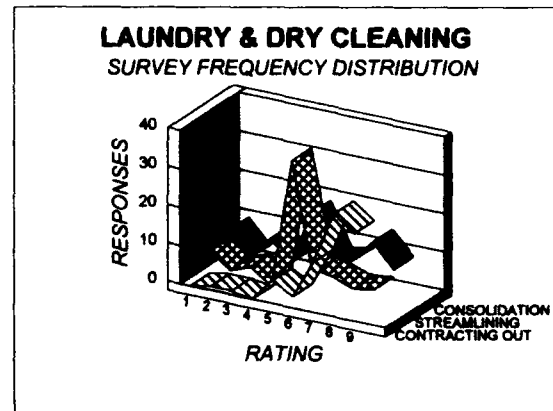
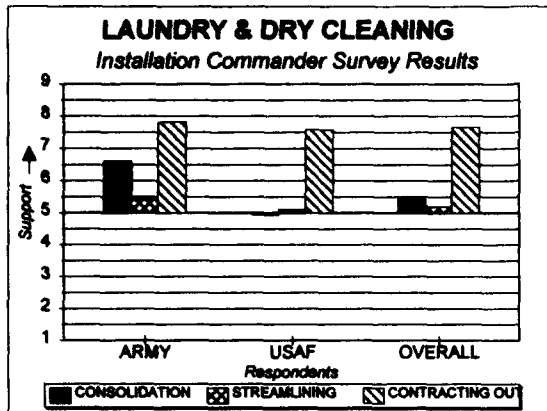
## MORTUARY SERVICES



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 19        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 7.0  | 5.6       | 6.1     | 2.4     |
| STREAMLINING    | 5.5  | 5.6       | 5.6     | 2.0     |
| CONTRACTING OUT | 6.1  | 4.8       | 5.2     | 2.9     |

Consolidation and contracting out received more that 33% positive support with consolidation receiving 49% rated a seven (7) or above. Although streamlining received some positive support, 56% rated it five (5) or below. Notable is the number of strong support responses by Army for consolidation when they are the DOD executive agent for mortuary matters.

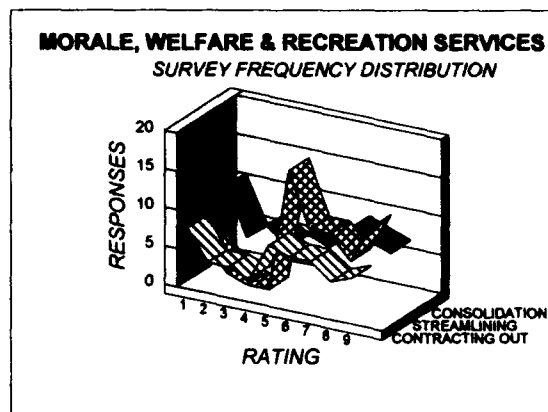
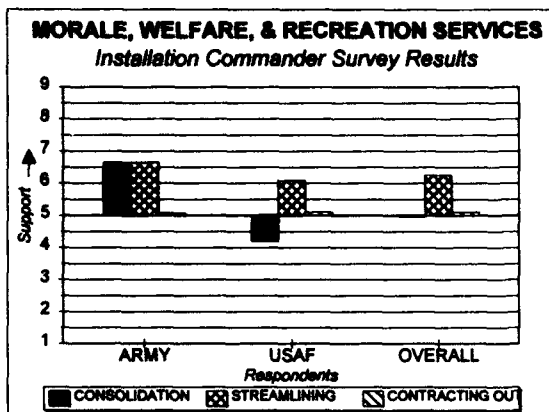
## LAUNDRY AND DRY CLEANING



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 20        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 6.6  | 5.0       | 5.4     | 2.5     |
| STREAMLINING    | 5.4  | 5.1       | 5.2     | 2.0     |
| CONTRACTING OUT | 7.8  | 7.6       | 7.7     | 1.4     |

Notable support for contracting out of Laundry and Dry Cleaning services with 85% of respondents rating it seven (7) or above. Consolidation received a number of strong positive votes from Army respondents.

## MORALE, WELFARE, RECREATION SERVICES



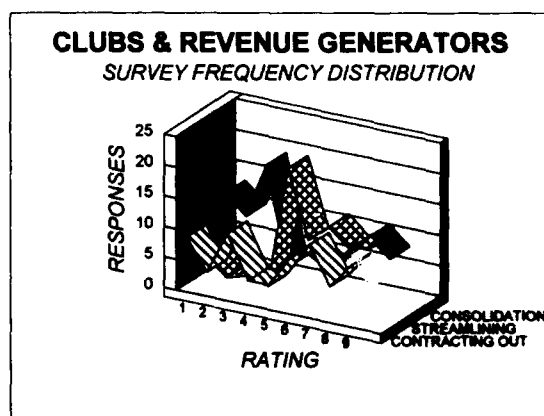
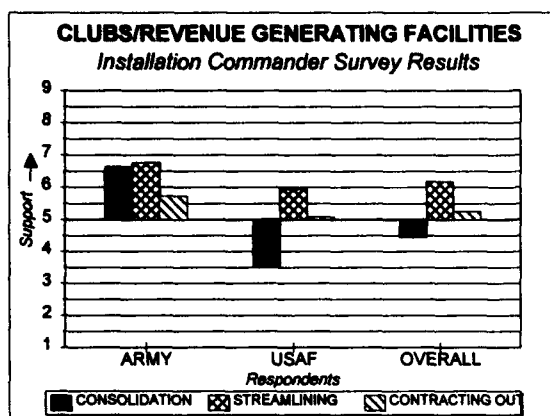
|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 21        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 6.6  | 4.2       | 5.0     | 2.7     |
| STREAMLINING    | 6.6  | 6.1       | 6.3     | 2.2     |
| CONTRACTING OUT | 5.1  | 5.1       | 5.1     | 2.6     |

Mixed reviews overall with 46% of respondents viewing streamlining as positive (7 or above). High number of positive responses from Army coupled with high number of low responses from Air Force indicate there is a significant disagreement concerning the consolidation issue of MWR. *"As an installation commander, there are some areas I want full control of such as MWR, Supply, food, etc. Generally, I want complete in-service control of those issues that affect morale, safety or may send me to jail. Consequently, any consolidation, streamlining or contracting that does not give me that is unsatisfactory."* (Air Force, Installation Commander) *"MWR activities are, in many cases, the esprit de corps factor that binds units and people—especially service personnel and they are identified as 'operated with our money' not appropriated funds, so if its our money, we will decide what we need and want. A consolidated operation -viewed like AAFES - when that happens, programs fall apart and people lose interest."* (Air Force, Installation Commander) *"MWR needs to be able to allow civilians to use. Particularly golf course, skeet and archery ranges [not to detriment of*

*Soldiers, Sailors, Airmen, and Marines" (Army, Installation Commander) "I am generally anti-contracting out. I think we could consolidate the separate services training schools and programs for MWR personnel." (Army, Installation Commander)*



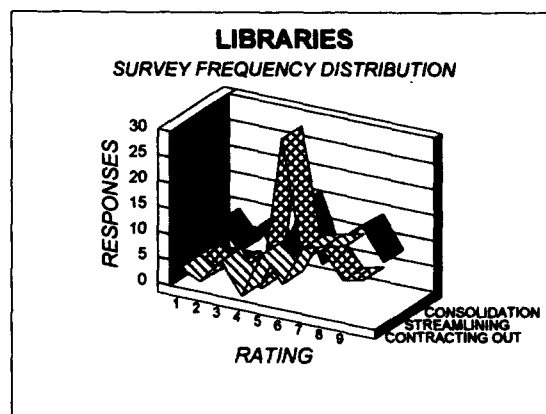
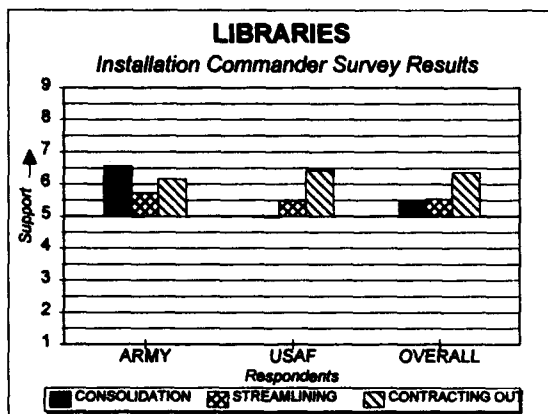
## CLUBS AND OTHER REVENUE-GENERATING FACILITIES



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 22        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 6.6  | 3.5       | 4.5     | 2.8     |
| STREAMLINING    | 6.8  | 5.9       | 6.2     | 2.1     |
| CONTRACTING OUT | 5.7  | 5.1       | 5.2     | 2.7     |

As indicated above, numerous low responses from Air Force coupled with numerous high responses from Army indicates a variance in opinion concerning consolidation of Clubs. However, both seem to agree that some amount of streamlining is possible in the Club area. Contracting Out responses were not indicative of change for either service. *"Clubs, etc. are already being 'streamlined within the Army' -- this translates to cutbacks or losing operations. Any cutbacks, however, are viewed as conspiratorial robbing of 'benefits.'" (Army, Subordinate Commander)*

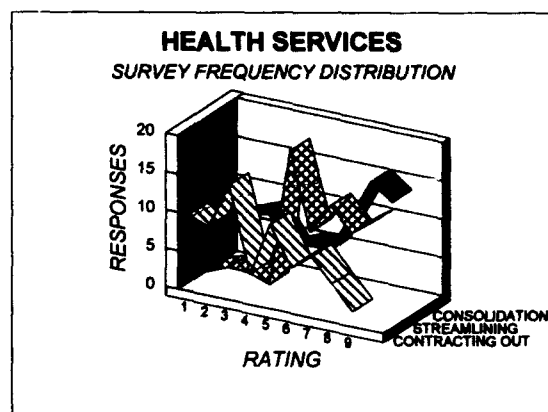
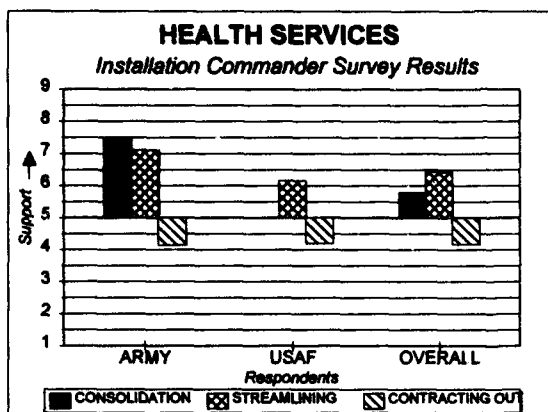
## LIBRARIES



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 23        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 6.6  | 5.0       | 5.4     | 2.5     |
| STREAMLINING    | 5.7  | 5.5       | 5.5     | 2.0     |
| CONTRACTING OUT | 6.2  | 6.4       | 6.4     | 2.4     |

Fifty-nine per cent (59%) of respondents see Contracting Out as a positive (seven or above). Consolidation received mixed reviews among Army and Air Force with Army indicating more of a desire to consolidate Libraries than Air Force. *"Recommend consolidation – a library is a library, without regard to service/agency."* (Army, Subordinate Commander)

## HEALTH SERVICES



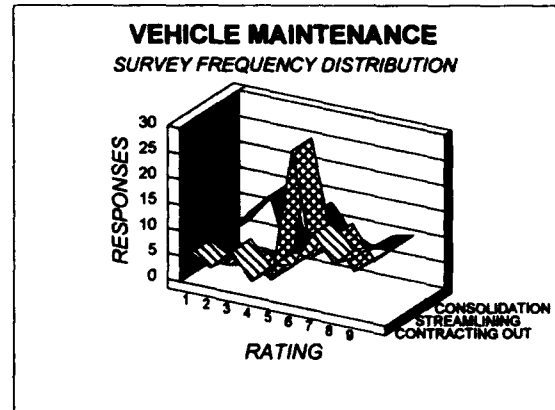
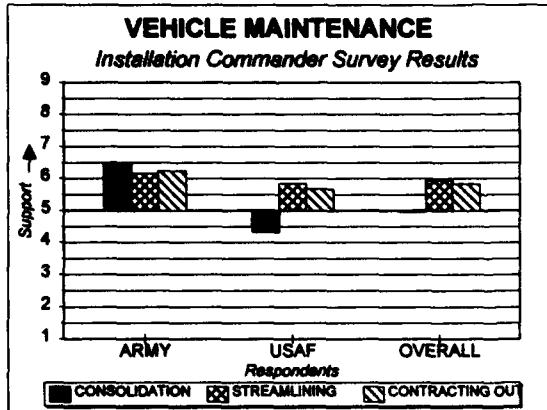
|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 24        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 7.5  | 5.0       | 5.8     | 2.7     |
| STREAMLINING    | 7.1  | 6.2       | 6.4     | 1.9     |
| CONTRACTING OUT | 4.2  | 4.2       | 4.2     | 2.3     |

The consolidation of health services was one of the most widely disputed areas. Noted is the intense desire of Army to consolidate and streamline and Air Force to keep health services within its own confines. Comments regarding the need to keep a flight medicine orientation is indicative of Air Force's desire to maintain the high flight standards they have set. Fifty-one per cent (51%) of the respondents believe that Health Services can be streamlined. Contracting Out of Health Services is primarily seen as a negative, especially for family members.

*"Potential for consolidation must be responsive to flight physiology requirements."* (Air Force, Subordinate Commander) *"Except for a few aerospace medicine and altitude chamber folks, we should give all military medicine to the Army. Air Force medical people never joined the Air Force and MIMSO is a sad joke."* (Air Force, Installation Commander) *"Health Services - some services can be contracted for, others satisfy wartime requirements."* (Air Force, Installation Commander) *"A very delicate topic. There are few enough benefits anymore for soldiers and their families. We need to keep family practice availability an integral part of installation*

support. I have experienced contracted medical service. I very much resented being treated like a welfare patient. Military health care givers, like Chaplains, have empathy with the service member and family when they have a vested interest in the community they serve." (Army, Installation Commander) "I realize I'm swimming against the current in health care but this again is a people issue and I feel Air force Dr's take better care of Air Force people because they understand the environment we operate in. Contracting will impede deployment requirements." (Air Force, Subordinate Commander)

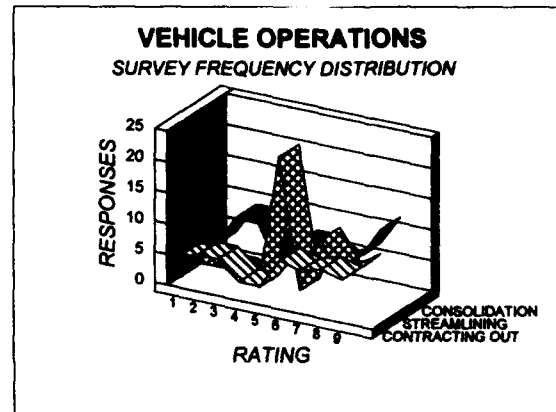
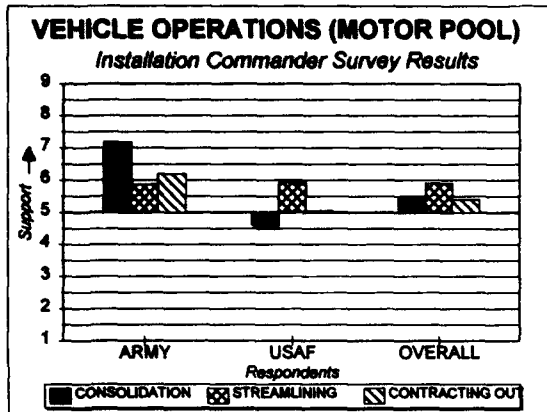
## VEHICLE MAINTENANCE



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 26        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 6.5  | 4.3       | 5.0     | 2.6     |
| STREAMLINING    | 6.2  | 5.8       | 5.9     | 1.9     |
| CONTRACTING OUT | 6.2  | 5.7       | 5.8     | 2.5     |

Similar to Vehicle Operation in the area of consolidation yet 51% of respondents agree that contracting out of Vehicle Maintenance would be positive. Streamlining received nominal support from both services. Disparate view of consolidation between Army and Air Force.

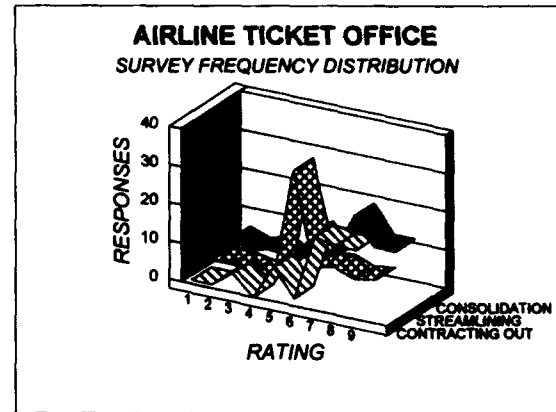
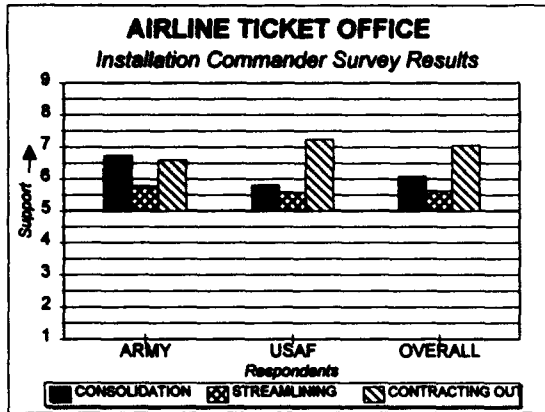
## VEHICLE OPERATIONS (MOTOR POOL)



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 25        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 7.2  | 4.6       | 5.4     | 2.7     |
| STREAMLINING    | 5.9  | 5.9       | 5.9     | 2.1     |
| CONTRACTING OUT | 6.2  | 5.1       | 5.4     | 2.7     |

A wide variance in support between services concerning consolidation of Vehicle Operations. Comparatively strong support by Army respondents for consolidation with low support by Air Force. *"Tactical vehicle motor pools should remain solely under service (unit) control."* (Army, Senior Staff) *"Contracting would impede deployment. Significant mission, equipment differences between services."* (Air Force, Subordinate Commander)

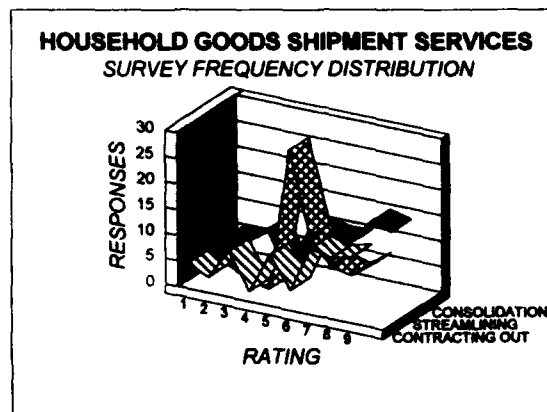
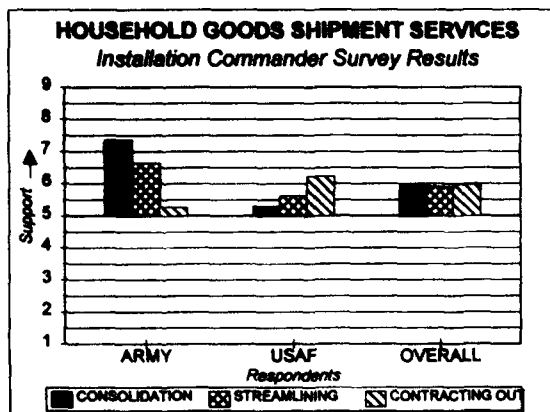
## AIRLINE TICKET OFFICE



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 27        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 6.7  | 5.8       | 6.1     | 2.3     |
| STREAMLINING    | 5.8  | 5.6       | 5.6     | 2.0     |
| CONTRACTING OUT | 6.6  | 7.2       | 7.0     | 1.9     |

Significantly, 75% of all respondents view positively contracting out of all SATO functions. Coupled with 55% viewing consolidation as positive this may be an area where a consolidated SATO function could be contracted out immediately.

## HOUSEHOLD GOODS SHIPMENT SERVICE

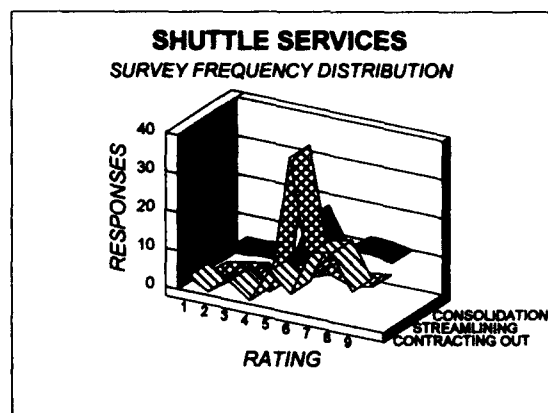
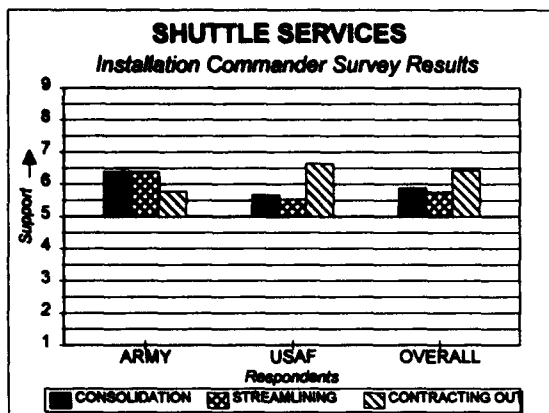


|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 28        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 7.3  | 5.3       | 5.9     | 2.5     |
| STREAMLINING    | 6.6  | 5.6       | 5.9     | 1.9     |
| CONTRACTING OUT | 5.3  | 6.2       | 6.0     | 2.5     |

This also appears to be an area where contracting out and consolidation may prove beneficial to the services. Some disagreement between Army and Air Force regarding consolidation must first be resolved but Air Force seems to view contracting out of Household Goods Shipment Service more as a positive measure than Army. *"In the national capital region this function is already consolidated under Joint Personal Property Shipping Office (JPPSOA) – works great!"* (Army, Installation Commander)



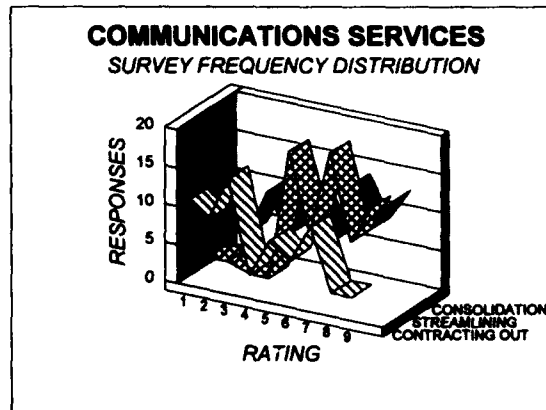
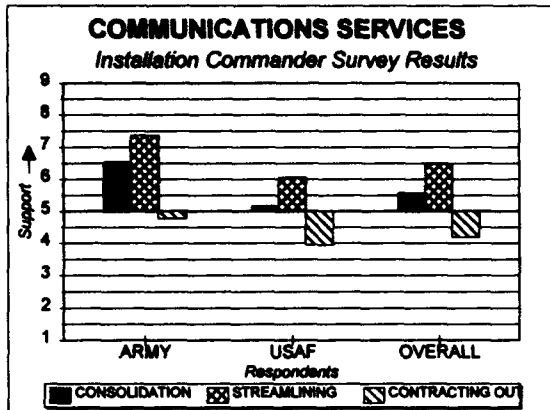
## SHUTTLE SERVICES



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 29        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 6.4  | 5.7       | 5.9     | 2.3     |
| STREAMLINING    | 6.4  | 5.5       | 5.8     | 1.7     |
| CONTRACTING OUT | 5.8  | 6.6       | 6.4     | 2.2     |

Contracting Out of shuttle services is viewed positively by 63% of the respondents. Air Force appears to be much more in favor of this idea than Army. Although receiving some strong support for consolidation, numerous middle of the road responses kept consolidation from appearing as a positive aspect. By far, the majority of the responses for streamlining were at level five (5).

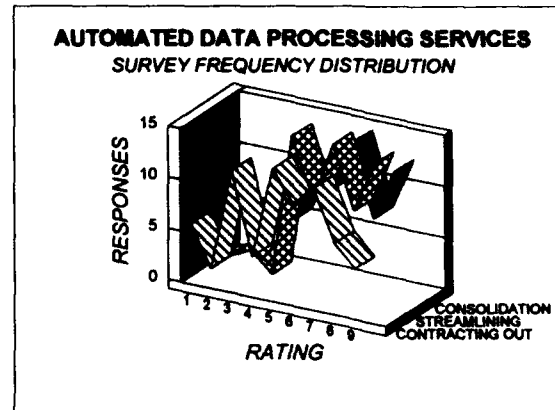
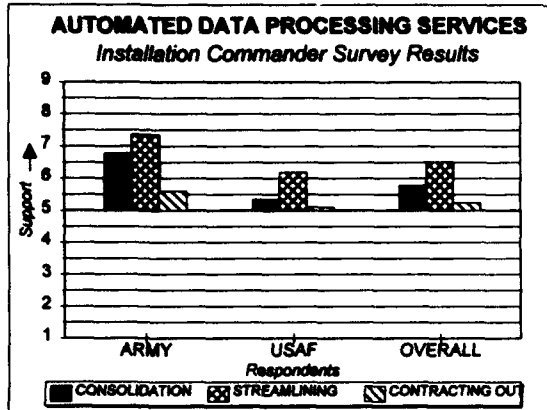
## COMMUNICATIONS SERVICES



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 30        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 6.5  | 5.2       | 5.6     | 2.5     |
| STREAMLINING    | 7.4  | 6.1       | 6.5     | 1.9     |
| CONTRACTING OUT | 4.8  | 4.0       | 4.2     | 2.4     |

Significant negative responses indicate contracting out of communications services is not desired by either service. Streamlining is viewed by 55% of the respondents as a positive (7 or above) with 46% having a similar view regarding consolidation. *"Contracting would impede deployment. Significant mission, equipment differences between services."* (Air Force, Subordinate Commander) *"Communications skills need to stay with the Air Force."* (Air Force, Installation Commander)

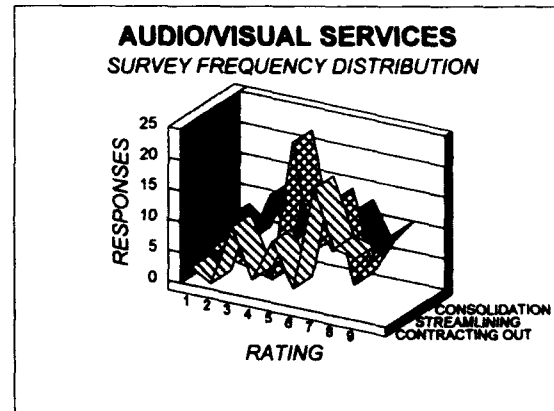
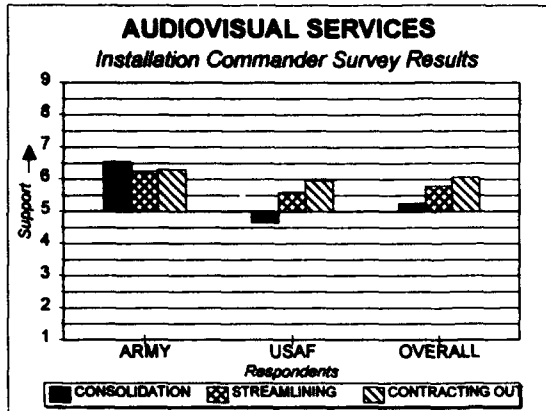
## AUTOMATED DATA PROCESSING SERVICES



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 31        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 6.8  | 5.3       | 5.8     | 2.4     |
| STREAMLINING    | 7.4  | 6.2       | 6.5     | 1.9     |
| CONTRACTING OUT | 5.6  | 5.1       | 5.2     | 2.3     |

Streamlining of ADP services was viewed positively by 55% of the respondents. Some positive support for consolidation (44%) indicates there may be an opportunity to further study consolidation and streamlining together to provide increased ADP services at less cost.

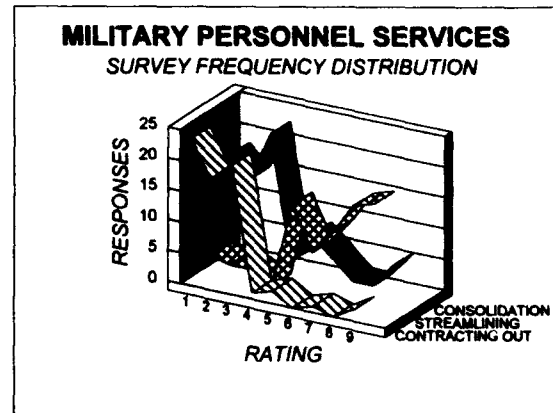
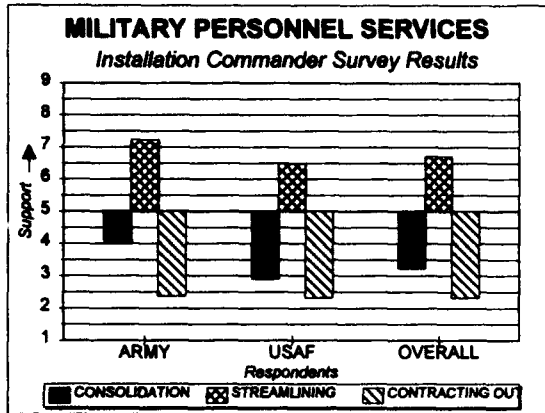
## AUDIO/VISUAL SERVICES



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 32        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 6.5  | 4.7       | 5.3     | 2.5     |
| STREAMLINING    | 6.3  | 5.6       | 5.8     | 2.1     |
| CONTRACTING OUT | 6.3  | 6.0       | 6.1     | 2.3     |

Very strong positive responses by Army for consolidation of AV services offset by strong positions against consolidation by Air Force shows significant disagreement in this area. The most notable agreement was the strong support of 57% of the respondents towards contracting out. Not mentioned however was the timeliness/ability of the contracting agency to respond to last minute changes in required AV products.

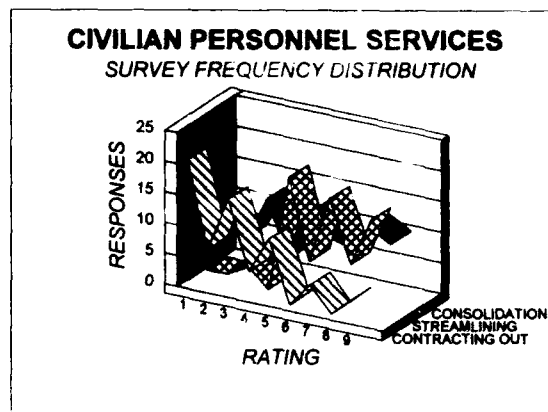
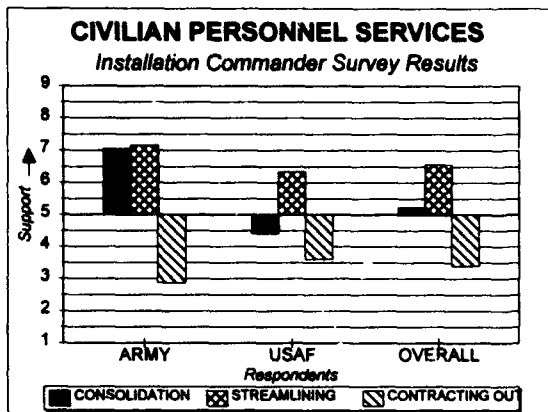
## MILITARY PERSONNEL SERVICES



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 33        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 4.1  | 2.9       | 3.3     | 2.2     |
| STREAMLINING    | 7.2  | 6.5       | 6.7     | 2.1     |
| CONTRACTING OUT | 2.4  | 2.3       | 2.3     | 1.6     |

Although most (61%) respondents felt some streamlining could occur in military personnel services, 72% were against consolidation and 91% were against contracting out of these services. It should be obvious that both services have very strong opinions regarding military personnel services. *"Do not contract or consolidate. Highly mission/service unique. Bread and Butter – Individual attention is necessary, responsive to service nuances."* (Air Force, Subordinate Commander)

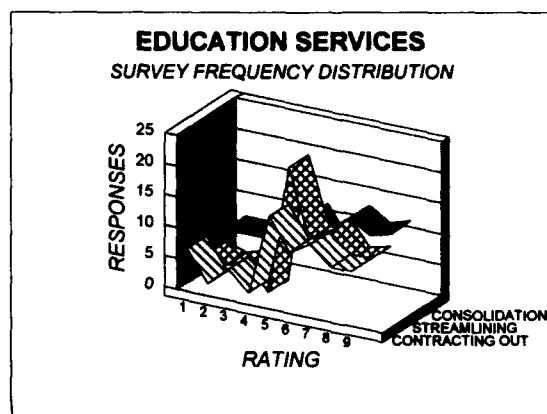
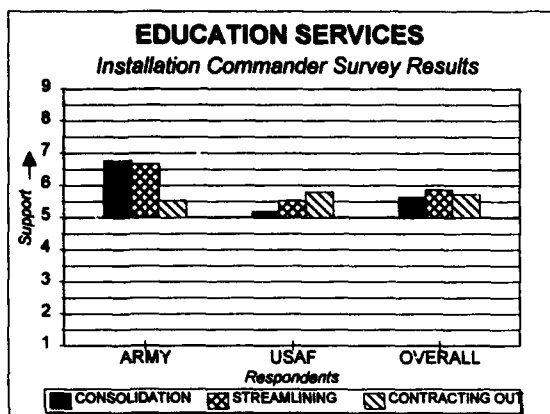
## CIVILIAN PERSONNEL SERVICES



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 34        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 7.0  | 4.4       | 5.2     | 2.6     |
| STREAMLINING    | 7.2  | 6.3       | 6.6     | 1.9     |
| CONTRACTING OUT | 2.9  | 3.6       | 3.4     | 2.3     |

Some obvious disagreement between Army and Air Force regarding the viability of consolidating civilian personnel services. Army voiced strong support for consolidation yet Air Force voiced equally strong support against consolidation. Both services agree that some streamlining is possible and were united in their choice against contracting out these services. *"All installation CPO (civilian personnel office) could be consolidated in one office. All civilians should be serviced locally and there is no need for each service to have its own personnel office."* (Army, Subordinate Commander) *"Do not contract or consolidate."* (Air Force, Subordinate Commander) *"With the declining DOD budget, I believe installation managers have less flexibility in adjusting their resources when they have contract support services than if they had a civilian or military work force. One qualification to this statement is that obviously some adjustments need to be made to streamline the management of the civilian personnel system."* (Army, Installation Commander)

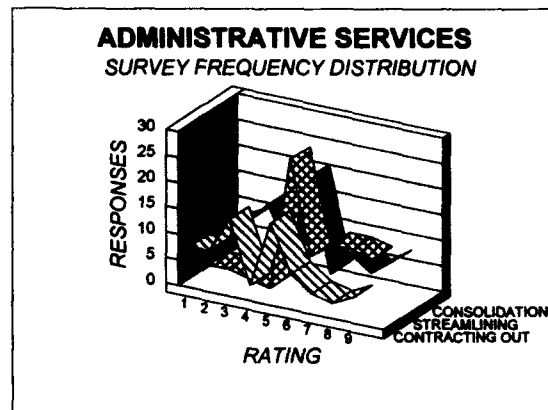
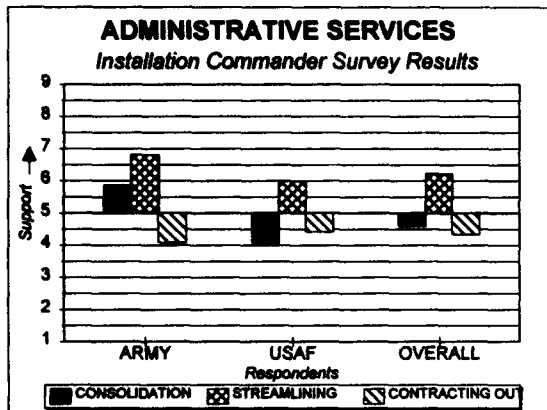
## EDUCATION SERVICES



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 35        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 6.8  | 5.2       | 5.6     | 2.6     |
| STREAMLINING    | 6.7  | 5.5       | 5.9     | 2.2     |
| CONTRACTING OUT | 5.5  | 5.8       | 5.7     | 2.4     |

Opinions regarding either of the three options for education ran the full spectrum of responses. Although 46% showed positive support (7 or above) for consolidation, middle of the road responses were voiced for streamlining and contracting out. *"Education services are largely contracted now. Some control is necessary at the installation level, but P87(?) funding for a consolidated education would probably be the best cost saver."* (Army, Subordinate Commander) *"Contracting/consolidation must be responsive to service missions."* (Air Force, Subordinate Commander)

## ADMINISTRATIVE SERVICES

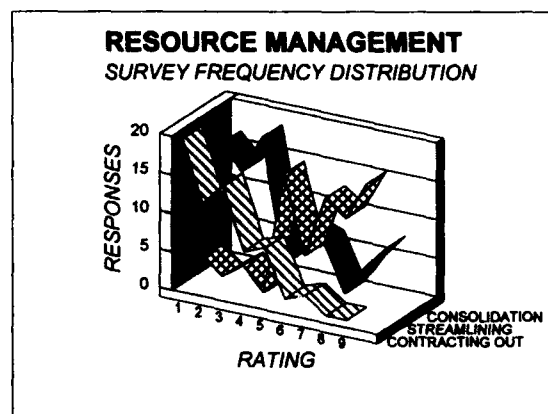
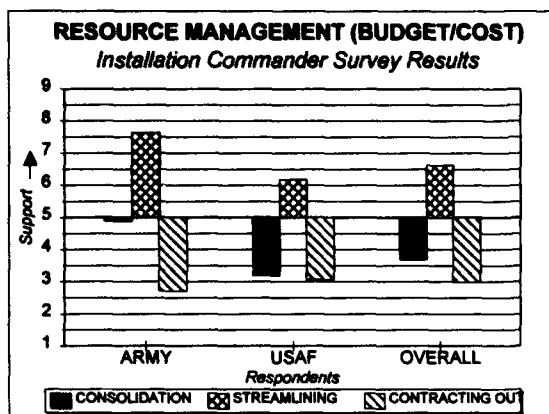


|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 36        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 5.9  | 4.1       | 4.6     | 2.4     |
| STREAMLINING    | 6.8  | 6.0       | 6.2     | 1.9     |
| CONTRACTING OUT | 4.1  | 4.4       | 4.3     | 2.3     |

Some support shown for streamlining of the administrative services function but overwhelming support was lacking. Significantly low support by both services concerning consolidation or contracting out of this service.



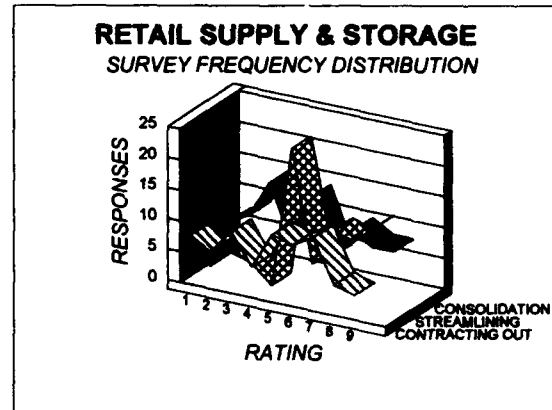
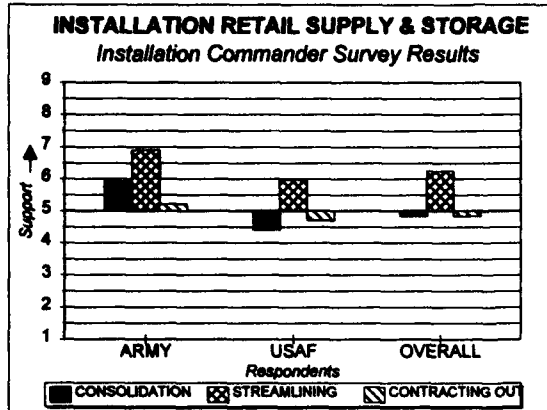
## RESOURCE MANAGEMENT (BUDGET/COST ANALYSIS)



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 37        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 4.9  | 3.2       | 3.7     | 2.6     |
| STREAMLINING    | 7.6  | 6.2       | 6.6     | 2.1     |
| CONTRACTING OUT | 2.7  | 3.1       | 3.0     | 1.9     |

Streamlining of the resource management function received positive support from 45% of the respondents (primarily Army). Consolidation and contracting out received very low support by both services. *"Consolidation of management, accounting, purchasing etc., is worth looking at."* (Army, Installation Commander) *"Most installation functions are as 'streamlined' as possible -- in terms of resources (\$, people) already, as a function of the budget crunch."* (Air Force, Installation Commander) *"My experience with contracting Services has not shown expected savings and generally get far poorer service to customers."* (Army, Installation Commander) *"The commander must stay in control of his/her budget. Since services differ so much in this area, budgeting needs to stay in house."* (Air Force, Installation Commander)

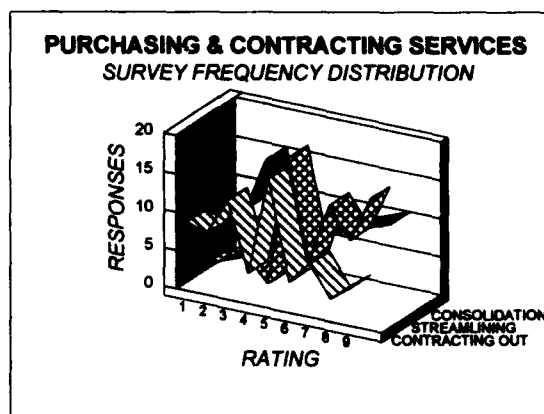
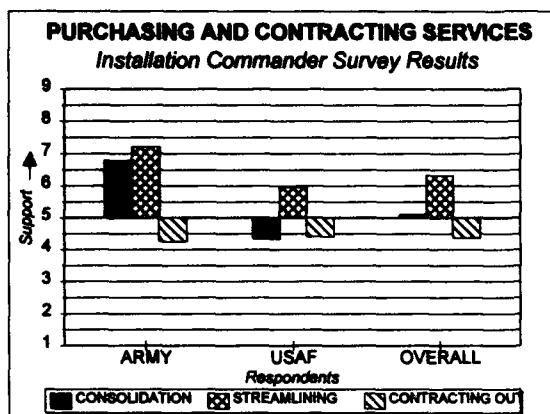
## INSTALLATION RETAIL SUPPLY AND STORAGE



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 38        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 5.9  | 4.4       | 4.9     | 2.5     |
| STREAMLINING    | 6.9  | 6.0       | 6.2     | 2.1     |
| CONTRACTING OUT | 5.2  | 4.7       | 4.9     | 2.4     |

A very mixed review for retail supply and storage. Even though 49% agree that streamlining could be positive, most support came from Army respondents. Definite patterns towards not contracting out and mixed responses between services regarding consolidation.

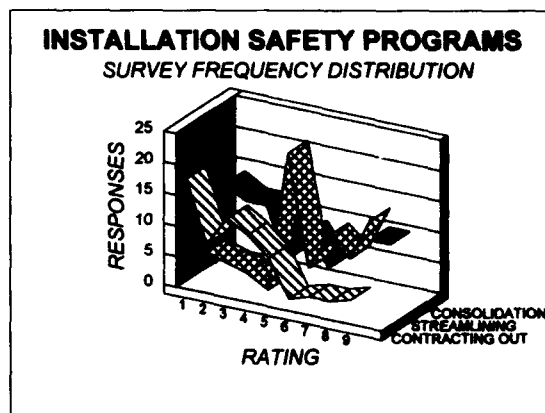
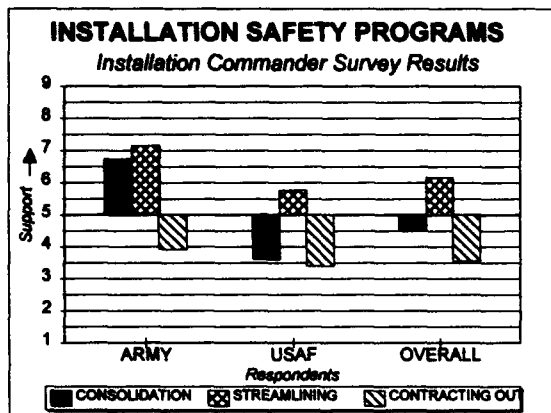
## PURCHASING AND CONTRACTING SERVICES



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 39        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 6.8  | 4.4       | 5.1     | 2.6     |
| STREAMLINING    | 7.2  | 6.0       | 6.3     | 2.2     |
| CONTRACTING OUT | 4.3  | 4.4       | 4.4     | 2.3     |

Streamlining of this service received the most positive support. Significant disagreement between the services in consolidation. Contracting out of this function appears to be out of the question. *"You also need to consider where we will ultimately end up as a service -- Do we really want out commanders chosen on the basis of how good they are at administering contracts, or leading?"* (Air Force, Installation Commander)

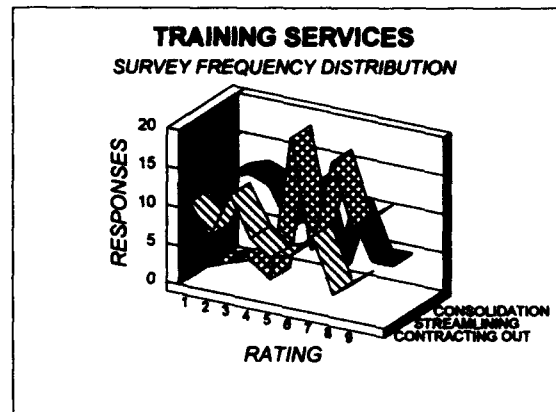
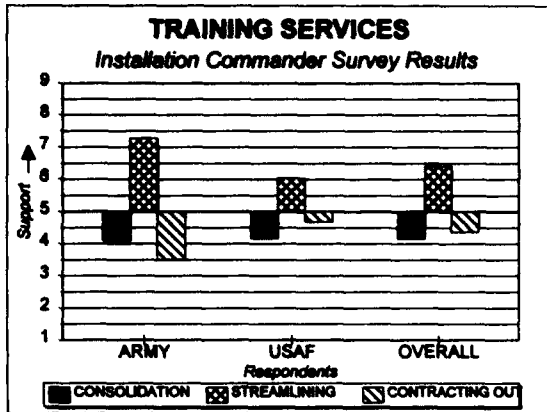
## INSTALLATION SAFETY PROGRAMS



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 40        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 6.7  | 3.6       | 4.6     | 2.8     |
| STREAMLINING    | 7.2  | 5.8       | 6.2     | 2.3     |
| CONTRACTING OUT | 3.9  | 3.4       | 3.6     | 2.3     |

Obviously, the installation safety program is viewed quite differently among the services. Possibly due to the issues of flight safety involvement for the Air Force, their support was for not consolidating this program. Some support noted for streamlining this program however, significant negative views towards contracting out this function. *"Consolidate ground and aviation safety assets under the Installation Safety Office. Radiation protection function could also be consolidated with Installation Safety."* (Army, Subordinate Commander)

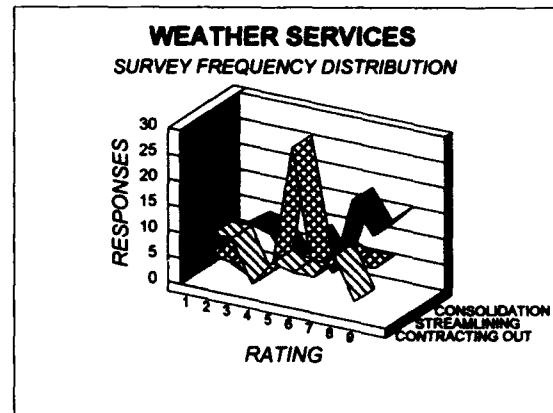
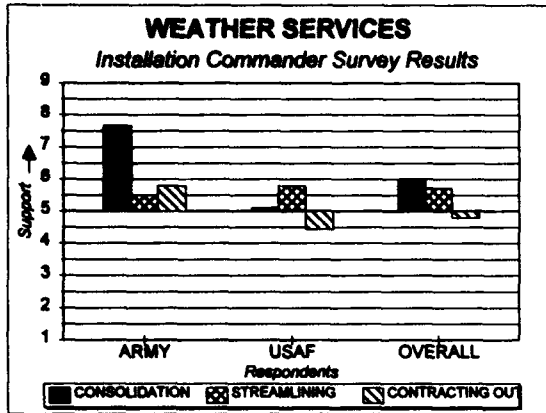
## TRAINING SERVICES



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 41        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 4.1  | 4.2       | 4.2     | 2.4     |
| STREAMLINING    | 7.3  | 6.0       | 6.4     | 1.9     |
| CONTRACTING OUT | 3.5  | 4.7       | 4.4     | 2.5     |

Most positive support came for streamlining this function rather than consolidation or contracting out. Both services obviously agree that in-house control of this function has to be the standard. *"The USAF should be the DOD Executive Agent for all undergraduate pilot training..."* (Air Force, Installation Commander) *"Initial training of Chaplains and Lawyers should be consolidated."* (Army, Subordinate Commander)

## WEATHER SERVICES



|                 |      |           |         |         |
|-----------------|------|-----------|---------|---------|
| Table 42        | ARMY | AIR FORCE | OVERALL | STD DEV |
| CONSOLIDATION   | 7.7  | 5.1       | 5.9     | 2.7     |
| STREAMLINING    | 5.5  | 5.8       | 5.7     | 2.1     |
| CONTRACTING OUT | 5.8  | 4.5       | 4.8     | 2.6     |

Strong support by the Army for consolidation of weather services is possibly due to weather services currently provided to the Army by the Air Force. Air Force respondents obviously disagree. Mixed reviews concerning streamlining with primarily negative support for contracting out. Obviously not the season for agreement on this issue.

## LEADERSHIP ISSUES

Although analysis of the survey responses proved very informative, some of the comments provided great insight into leadership issues. Some of the strongest arguments were based on peacetime versus wartime support requirements. Strong opinions back individual services providing the best possible source of support services while maintaining a readiness posture necessary to deploy, fight and win. The following comments highlight dramatic differences of opinion among Army and Air Force senior leaders. Based on the diversity of these comments, you may wonder if they all received the same survey, but consider the ranking of support functions in the table at Appendix C as you analyze these remarks.

*Organic military capabilities are a myth that do not reconcile themselves with myths of expeditionary Air Forces fighting from the CONUS. More consolidation will inevitably lead to more A-76 studies and more contracting out. Contractors cannot do most things as good as we can and all of them at lower cost. This is the essence of "defense conversion". The Services' parochialism and lack of support for Congressionally driven efforts to consolidate and integrate will lead to Congressional control by under funding. If we want to keep what we really need, we'd best get off the dime. We are resisting and that is irresponsible in the present (and future) environment. The USAF should be the DOD Executive Agent for: all undergraduate pilot training, all space operations (launch, on-orbit control, constellation architecture design, satellite and launch vehicle procurement), all "air" depots, all legal services and all billeting. Except for a few aerospace medicine and altitude chamber folks, we should give all military medicine to the Army. Air Force medical people never joined the Air Force and MIMSO is a sad joke. Senator Nunn has seized the high moral and fiscal ground. What is good for the Air Force is not necessarily what's good for America. I'm very disappointed in our senior military leadership. A willingness to only make small changes on the margins trivializes us and our willingness to serve. The message is clear: adapt or die --let's adapt!*  
(Air Force, Installation Commander)

*Consolidation across services may become a virtual reality based on budget. In ATC we've already contracted out many functions and face A-76 for BOS functions very soon so contracting out is alive and well. As an installation commander, I tell you you lose flexibility whenever things get consolidated (regionalize) or contracted. Frankly my preference would be to find ways to save manpower and money at the base level. Empower the commander to run the base vice taking authority and responsibility and giving it to some communist organization.*  
(Air Force, Installation Commander)

*Thanks for the opportunity to participate in this survey. As you can see from my scores, I don't believe we have much additional opportunities for consolidation between the services. We certainly don't need any more DOD agencies controlled by pentagon*

folks that are not in contact with the field customers. I would appreciate a copy of the results.

(Air Force, Senior Staff)

Key question -- Do we take the support service to war? Yes: no consolidation/no contracting. Does the commander need Op Con on a support service that is a key element of his day to day mission? Yes: No consolidation/no contracting. We have lots of opportunity to improve our support processes through streamlining.

(Air Force, Senior Staff)

I think we got sold a bill of goods that contracting is cheaper and better. I think service leaders better serve their soldiers and customers when it is service run rather than consolidated. Big is not necessarily better or more efficient. Be careful on the consolidation. A better key is to let O-6 and equivalent civilians do more management, and do less micro management from the top, and hold managers accountable and responsible for their decisions. Use the Air Force model for Civilian Engineering Services. Initial the Training of Chaplains and Lawyers should be consolidated. Consolidate ground and aviation safety assets under the Installation Safety Office. Consolidate Industrial Hygiene function under the Installation (commander) in order to provide better service. Radiation protection function could also be consolidated with Installation Safety. All installation CPO (civilian personnel offices) could be consolidated in one office. All civilians should be serviced locally and there is no need for each service to have its own personnel office. Clubs, etc., are already being "streamline within the Army" - this translates to cutbacks of losing operations. Any cutbacks, however, are viewed as conspiratorial robbing of "benefits." I recommend raking the pressure off the DPCA by contracting out these services or "stovepiping" to avert "tweaking" by uneducated (in business) leaders. Libraries will not receive sufficient dollar support, as they are now configured. Recommend consolidation -- a library is a library, without regard to Service/Agency. Education Services are largely contracted now. Some control is necessary at the installation level, but P87(?) funding for a consolidated education would probably be the best cost saver. The DEH/Civil Engineering Services has recently gone through a reorganization and reduction-in-force. Therefore, streamlining has already been done.

(Army, Subordinate Commander)

3rd Installation Command. Mission types need to set resources planning out in front of "Bean Counter" execution. Basic assumption should be everything should be consolidated and then decide what is exempt. Way too much money/resources spent on 3 separate military academies. Jointness should be nurtured at early age!

(Army, Installation Commander)

Contracting out certain services is inappropriate for wartime due to the necessity of supporting individuals being in close proximity to combat operations.

(Army, Installation Commander)

Keep the deployable aspects of all these functions as Air Force resources. I would not contract or consolidate anything that has a mobility DOC tasking which is essentially where we appear to be headed, particularly in Civil Engineer functions. The CORE wing gets us to a deployable combat function and "stay home essential services" that will be either DOD (consolidated), contracted or civilianized. In my view, that's the correct approach given our current and projected fiscal guidance. The bottom line has to keep in it the tasked commander's flexibility to meet the unit's needs on a wartime footing, not on a day to day peacetime scenario. You should have a deploy, non-deploy column on the survey since that defines my answers more clearly. Excuse the writing, not much time.



(Air Force, Installation Commander)

*I have seen family housing managed by Army, Navy, and Air Force -- I have yet to see either Army or Navy housing that was kept to the worst I ever witnessed in 26 years in the Air Force. This is too close to taking care of the troops to risk a major reduction in quality! I have seen too many instances of double dipping and amateur performance on the part of commercial environmental companies to entrust our future to them at this point. I think this is one more area where a joint approach has merit. I realize I'm swimming against the current in health care but this again is a people issue and I feel Air Force Dr's take better care of Air Force people because they understand the environment we operate in. The remaining 2's are based upon my experience in joint positions and with sister service units plus commercial enterprises. I feel the Air Force, although always able to improve, is WAY ahead of our sister services in these areas or it is a "take care of the troops" issue where understanding is key to quality support.*

(Air Force, Installation Commander)

*I strongly support streamlining all activities -- that is what quality is all about -- continuous improvement means streamlining. I support contracting if it improves the activity based upon cost. I do not support consolidation with other services, however, we need to learn from each other. I do not support consolidation because I think the Air Force is light years ahead of the other services in the areas you've listed. The Navy and Army could learn a great deal from the Air Force and the competition breeds improvement.*

(Air Force, Installation Commander)

*Compare facilities and then decide who you want in charge...Air Force or Marines (Navy, Army etc.). Not much in favor of subjecting Air Force Quality of Life standards to an "averaging down" process in any area.*

(Air Force, Installation Commander)

*More contracting of services is suitable to stateside bases without mobility requirements.*

(Air Force, Installation Commander)

*Most tasks not required to be performed by military members during wartime should be contracted. Consolidation may be prudent in some instances, but when personnel are assigned to a particular installation they must be solely responsible to the installation commander and no other. Consolidation must not hamper a commander's flexibility or ability to go to war.*

(Air Force, Installation Commander)

*Consolidation of active duty functions with uniformed service members will be exceedingly difficult. Each service has a different culture. As an Air Force officer I'm proud of what we've done and I don't want our standards of excellence "watered" down. If you march down this road you have the Canadian example. Talk to them, they'll tell you the uni-service idea was/is a disaster.*

(Air Force, Installation Commander)

*The primary factor to be considered in a decision to contract out services must be the need for this service in an operational deployed situation. How would it be provided in the operational/combat environment. Sufficient inherent capability must be maintained in the uniformed military to accomplish/manage these tasks. With respect to consolidation, considerations must be given to the chain of command of these consolidated service organizations. The local commander who is held responsible for the "care and feeding" of*

*his people/organizations must have "live fire" authority over consolidated service organizations on his/her installation.*  
(Air Force, Installation Commander)

*It is important to remember that: consolidation is not always cheaper or more efficient, contracting costs tend to grow, and responsiveness decreases with both contracting and consolidation.*  
(Air Force, Installation Commander)

*If we are to maintain a high standard of quality of life on our installations we must keep Civil Engineering in house. Wartime skills must be protected. Consolidation is not the answer for the Air Force at this time. Communication skills need to stay with the Air Force. The commander must stay in control of his/her budget. Since the services differ so much in this area budgeting needs to stay in house.*  
(Air Force, Installation Commander)

*We need to first consolidate where it is smart. I am next door-share the boundary to both Air Force and Navy bases and we should consolidate most functions. It is my experience that in most cases contracting out of vital services is the least desirable alternative; flexibility is lost and once out it will not be brought back in house.*  
(Army, Installation Commander)

*In general, I view consolidation and contracting as the wave of the future. However, as an installation commander, there are some areas I want full control of such as MWR, Supply, food, etc. Generally, I want complete in-service control of those issues that affect morale, safety or may send me to jail. Consequently any consolidation, streamlining or contracting that does not give me that is unsatisfactory.*  
(Air Force, Installation Commander)

*"Streamlining" is a bit confusing in the context of this survey. Most installation functions are as "streamlined" as possible --in terms of resources (\$, people) -- already, as a function of the budget crunch. If you mean reduce bureaucracy and apply QAF principles, how can anyone object? But QAF is independent of consolidation.*  
(Air Force, Installation Commander)

*I feel we should go a step further and consolidate multi-service activities on our larger bases. Beale AFB is an example of a 23,000 acre facility with an impressive expansion capability. Joint activities on large bases provide us with even greater "economies of scale" in the future.*  
(Air Force, Installation Commander)

*I command an installation where aircraft maintenance and BOS is primarily contract. The mission has been effectively and efficiently accomplished since 1960. Vance AFB is a model you should look at closely during your study.*  
(Air Force, Installation Commander)

*I tend to favor consolidation of services because of proximity to Pope AFB. Streamlining has been accomplished to the practical limits because of budget cuts. My experience with contracting Services has not shown expected savings and generally get far poorer service to customers. We need to get on with this in Base Operations before we are told to do it!*  
(Army, Installation Commander)

*Generally speaking, I believe all installation management services could be*

*improved through a consolidation within all DOD agencies of a single manager for those services. This does not necessarily mean the centralization of the service support in any greater degree than is already being studied. I believe in most cases each installation must maintain a certain level of installation service support at the post/base. I also believe contracting out large scale, basic installation service support is no longer wise. With the declining DOD budget, I believe installation managers have less flexibility in adjusting their resources when they have contract support services than if they had a civilian or military work force. One qualification to this statement is that obviously some adjustments need to be made to streamline the management of the civilian personnel system. Last, but not least, there is no question that every function is tied up with bureaucratic processes that cost time and money. Streamlining of all areas is a must to allow the installations to make the best use of what few people they have left.*

*(Army, Installation Commander)*

## CHAPTER III

### CONCLUSIONS

The survey results depicted in Chapter III reflect the opinions of 78 senior military officers. Respondents included 4 lieutenant colonels, 55 colonels, and 18 general officers. There were 25 Army and 53 Air Force respondents, with a total of over 1,400 years of collective military experience.

A comprehensive analysis of survey response data revealed several easily discernible trends. For example, respondents from both services see intraservice streamlining of support functions as necessary and viable alternatives. *"...We have lots of opportunity to improve our support processes through streamlining."* (Air Force Senior Staff). *"I strongly support streamlining all activities--that is what quality is all about--continuous improvement means streamlining."* (Air Force, Installation Commander). The top five candidate functions for streamlining (as reflected in Appendix C) are: 1) Military Personnel Services, 2) Resource Management (Budget/Cost Analysis), 3) Environmental Compliance Programs, 4) Civilian Personnel Services, and 5) Automated Data Processing Services.

Contracting out support functions, on the other hand, generally failed to evoke the same degree of consensus among respondents. Few candidates generated universal agreement, with the exception of functions that are already contracted out at most installations. *"I think we got sold a bill of goods that contracting is cheaper and better."* (Army, Subordinate Commander) The top five candidates for streamlining reflected in Appendix C are: 1) Refuse Collection

and Disposal, 2) Custodial (Janitorial) Services, 3) Laundry and Dry Cleaning, 4) Airline Ticket Office, and 5) Shuttle Services. Most of the commanders' concerns reflected contracted peacetime support falling short of wartime requirements. *"Contracting out certain services is inappropriate for wartime due to the necessity of supporting individuals being in close proximity to combat operations."* (Army, Installation Commander) *"As an installation commander, I tell you [that] you lose flexibility whenever things get consolidated (regionalized) or contracted."* (Air Force, Installation Commander)

The issue of consolidation presented the most diverse responses and comments. Overall, Army respondents view consolidation much more favorably than their Air Force counterparts. Almost without exception, Air Force respondents opposed consolidation of service support functions. This issue also evoked some very strong comments. *"Consolidation of active duty functions with uniformed personnel will be exceedingly difficult. Each service has a different culture.... If you march down this road you have the Canadian example. Talk to them, they'll tell you the uni-service idea was/is a disaster."* (Air Force, Installation Commander) *"It is important to remember that consolidation is not always cheaper or more efficient...."* (Air Force, Installation Commander)

On the other hand, there were those who strongly supported consolidation initiatives. *"I feel we should go a step further and consolidate multi-service activities on our larger bases."* (Air Force, Installation Commander) *"Generally speaking, I believe all installation support services could be improved through a consolidation within all DOD agencies under a single support manager for those services."* (Army, Installation Commander) *"[This is my] 3rd installation command. Mission types need to set resources out in front of 'bean-counter' execution. Basic assumption should be everything should be consolidated and then decide what is exempt."* (Army, Installation Commander)

These very diverse comments clearly reflect the divergent opinions of survey respondents. There was, however, some degree of conformity in the top candidates for consolidation, as shown in the table at Appendix C. The top five candidates in the view of survey respondents were: 1) Confinement/Detention Facilities, 2) Explosive Ordnance Disposal, 3) Airline Ticket Office, 4) Mortuary Services, and 5) Household Goods Shipment Services.

The most obvious differences of opinion along service lines involved the consolidation question. Army and Air Force responses were much closer for streamlining and contracting out service support functions. This Air Force aversion to consolidation may rise out of a service culture built on fighting for independence for the first half of its existence. Nevertheless, the three forces for change outlined by Senator Nunn in his call for a roles and missions review do not bode well for a parochial service perspective. The question remains, will the services voluntarily move to consolidate, streamline, and contract out support functions, or will they wait for budget cuts and top-down direction to force the issue? At this juncture, the services still have choices--an opportunity to shape the future of support services. While it may be less controversial to wait for directed guidance, the Defense Retail Interservice Support (DRIS) program provides commanders with a mechanism to work consolidation issues at the regional level.

**APPENDIX A**  
**REIMBURSEMENT SUPPORT CATEGORIES<sup>18</sup>**

**A. MANDATORY REIMBURSEMENT SUPPORT CATEGORIES:** Supplying components are permitted to prorate the cost of the following services to all tenants who benefit or have opportunity to benefit from the services. The recommended basis for computing reimbursement for nominal level support is provided within the parenthesis. Where actual costs or a more accurate means of estimating costs are known they should be used. Receivers requiring more than the nominal level of support provided to all tenants must reimburse for the higher level of service received. Charges may not include reimbursement for services not authorized to receive appropriated funds.

**1. Chapel and Chaplain Services.** Includes pastoral ministries, worship services, religious rites, pastoral visits, spiritual counseling and religious education. (Assigned military personnel)

**2. Command Element.** Includes command activities necessary to the accomplishment of mandatory reimbursable support services. Also includes installation-wide public affairs services and social actions counseling services. (Assigned personnel)

**3. Common Use Facility Operations, Maintenance, Repair and Construction.** Includes operation, maintenance, repair and minor construction or alteration of common use infrastructure, roads, grounds, surfaced areas, structures, real property and installed equipment. Also includes common benefit signs, energy consumption, snow removal and beautification projects. (Assigned personnel)

**4. Disaster Preparedness.** Includes operation of disaster preparedness programs and related services, equipment, and facility support for emergencies and wartime operations. (Square footage of facilities)

**5. Environmental Compliance.** Includes administration of programs for the control and disposal of hazardous materials and other forms of pollution. Also includes recycling and resource recovery programs. (Assigned personnel)

**6. Fire Protection.** Includes fire fighting, protection, and prevention programs. (Square footage of facilities)

**7. Libraries.** Includes recreational and general reference library services. (Assigned personnel eligible to use the services)

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<sup>18</sup>U.S., Department of Defense, Interservice, Interdepartmental, and Interagency Support, DOD Instruction No. 4000.19, April 15, 1992, pp. 2-1 - 2-4.

**8. Morale and Fitness Support.** Includes theaters, parks, recreational centers, gyms, fitness centers, athletic fields, and related services. (Assigned personnel eligible to use the services)

**9. Police Services.** Includes guards, security protection, maintenance of law and order, and crime prevention measures. (Assigned personnel)

**10. Safety.** Includes operation of safety programs, educational support, and promotional efforts. (Assigned personnel)

**11. Shuttle Services.** Includes common use taxies, vans and bus transportation services. (Assigned personnel)

**B. OPTIONAL REIMBURSEMENT SUPPORT CATEGORIES:** Supplying components are permitted to require reimbursement for the following services only from components who choose to use the service. Reimbursements should be based on the level of service provided to each receiver. Charges may not include reimbursement for services not authorized to receive appropriated funds.

**1. Administrative Services.** Includes records management, personnel locator, document control and handling, forms and publications, copying services, Armed Forces Courier Service support, and maintenance of official publications reference libraries. Also includes mail sorting, routing, and delivery services not provided by the United States Postal Service.

**2. Audio/Visual Services.** Includes still photography, graphics, presentation services, films, microfilms, micrographic services, video tapes, and other visual media information services.

**3. Automated Data Processing/Automation Services.** Includes data processing services and systems analysis, design, development, execution, and life cycle maintenance.

**4. Civilian Personnel Services.** Includes employment, placement, classification, employee management, labor relations, employee development, and equal employment opportunity services related to civilians and local nationals.

**5. Clubs.** Includes officer, enlisted, all hands, aero, community, and other recreational clubs. Also includes golf courses, bowling alleys, camp-grounds, marinas, and related services.

**6. Communication Services.** Includes base communications facilities, telephone equipment and services. May also include leasing of communication equipment, lines, and special communications-electronics equipment services.

**7. Community Support Services.** Includes child development and care programs, youth services, family support center activities, hobby shops, and craft centers.

**8. Confinement and Detention Centers.** Includes the provision of personnel confinement and detention services.

**9. Custodial Services.** Includes janitorial and cleaning services for



offices, common use areas, shops, and storage areas.

**10. Education Services.** Includes instruction, counseling, and testing.

**11. Engineering Support.** Includes planning, design and programming functions necessary to the construction, fabrication, and repair of facilities and equipment.

**12. Equipment Operation, Maintenance, and Repair.** Includes motor pool operations, maintenance and repair services. Also includes maintenance and repair of industrial equipment, electronic equipment, and office equipment.

**13. Explosive Ordnance.** Includes services and facilities for explosive ordnance storage, disposal and training.

**14. Facilities and Real Property Support.** Includes the provision of facilities and real property. Also includes construction of new facilities and structures, addition to existing facilities, and alterations that change the use of existing facilities.

**15. Facility Maintenance and Repair.** Includes maintenance and repair of real property, installed equipment, miscellaneous structures, roads, grounds, railroads, and surfaced areas. Also includes entomology and pest control.

**16. Finance and Accounting.** Includes expense, reimbursement, working fund, payroll and leave accounting. Also includes disbursing, voucher and invoice examination, financial reporting, and the development of accounting systems.

**17. Food Services.** Includes provisioning, preparation and serving of food to authorized personnel, and the operation of dining facilities.

**18. Health Services.** Includes furnishing of outpatient testing, treatment, rehabilitation, and associated professional services and medical support; may also include inpatient services. Also includes environmental health inspections, quality assurance services, and veterinarian services.

**19. Housing and Lodging Services.** Includes accommodations and housing referral services for authorized personnel. Also includes the provision of transient accommodations.

**20. Information Services.** Includes technical and legal libraries and services that provide limited reference information for specific purposes.

**21. Installation Retail Supply and Storage Operations.** Includes the storage and distribution of commodities, materials, equipment and fuels. Also includes all operations from receipt of materiel and equipment into storage to issue and shipment of items from storage.

**22. Laundry and Dry Cleaning.** Includes cleaning, storage, and delivery.

**23. Legal Services.** Includes the provision of advice and services on all legal matters pertaining to legal assistance, military justice, initial claims processing, property utilization, award and execution of procurement contracts, and personnel matters such as conflicts of interest, standards of conduct, and grievance hearings/reviews.

**24. Military Personnel Support.** Includes passport, forces stamp, social security, and other personal affairs services for military personnel. Also includes processing of identification cards, testing of individuals, line-of-duty investigation reports, casualty assistance reporting, noncombatant evacuation operations, relocation assistance, and transition assistance.

**25. Mobilization Support.** Includes planning, provisioning and support for mobilization of reserve and guard forces.

**26. Mortuary Services.** Includes CONUS, port, and overseas mortuary services.

**27. Printing and Reproduction.** Includes the operation of centralized printing and duplication services.

**28. Purchasing and Contracting Services.** Includes acquisition and contract administration services for procurement of property, equipment, services, and supplies. Also includes services for renting and leasing equipment, facilities and real property.

**29. Refuse Collection and Disposal.** Includes collection and disposal of trash and waste materials. Also includes operation of incinerators and other facilities and equipment intended for the transportation, disposal, or destruction of waste materials.

**30. Resource Management.** Includes funds management, cost analysis services, and formulation, reporting and execution of operating budgets. Also includes reports of surveys actions.

**31. Training Services.** Includes instructions and use of target ranges, simulators and other training facilities.

**32. Transportation Services.** Includes travel office services, and other transportation services related to both commercial and government owned transportation of personnel and materiel. Also includes shipment planning, packing and crating, port clearance, scheduling, processing of transportation documents, and provision of related transportation services for both personnel and personal property.

**33. Utilities.** Includes the provision for procurement, production and distribution of utilities, heating, and air conditioning. Also includes energy consumption and conservation programs.

**34. Weather Services.** Includes advising and providing timely notification of weather conditions that would affect planned activities.

**35. Other Support.** Includes services not related to any other support category.

**C. NON-REIMBURSABLE SUPPORT CATEGORIES.** These are examples of services which are supported with revenues generated by the services they

provide, contributions, or direct appropriations from the Congress or a Military Service.

**1. Commissary Services.** Includes services provided by the Defense Commissary Agency (DeCA).

**2. Community Relations.** Includes open house programs, charity fund raising events, and public relations activities.

**3. Dependent Schools.** Includes services provided by DoD Dependent Schools.

**4. Exchange Services.** Includes services provided by the Army & Air Force Exchange Service, Navy Exchange Service, and Marine Corps Exchange Service.

**5. Museums.** Includes facilities and services that display objects of historical military value and significance.

**6. Retired Affairs.** Includes operation of retired affairs support offices and provision of special services, activities and programs provided primarily for retired personnel.

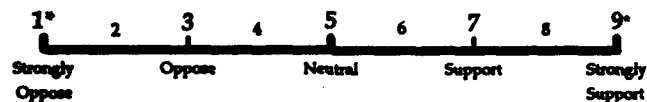
## APPENDIX B

### SERVICE SUPPORT CONSOLIDATION SURVEY

**DEMOGRAPHICS:**

SERVICE COMPONENT: ☐ USA ☐ USAF ☐ USN ☐ USMC ☐ USCG  
 PAY GRADE: ☐ O-5 ☐ O-6 ☐ O-7 ☐ O-8 ☐ Other \_\_\_\_\_  
 YEARS OF SERVICE: ☐ < 20 ☐ 20-23 ☐ 23-26 ☐ 26-30 ☐ > 30  
 POSITION: ☐ Installation Commander ☐ Subordinate Commander ☐ Senior Staff

Please assess consolidation, streamlining, and contracting out options for each of the following service support functions. Rate each numerically, using the following scale:



\*NOTE: If you have strong opinions, please explain briefly in the remarks section.

| SERVICE SUPPORT FUNCTIONS                     | Consolidation<br>Across Services | Streamlining<br>Within Service | Contracting<br>Out |
|-----------------------------------------------|----------------------------------|--------------------------------|--------------------|
| Example Services (Example)                    | 9*                               | 8*                             | 3                  |
| Chapel and Chaplain Services                  |                                  |                                |                    |
| Civil Engineering Services                    |                                  |                                |                    |
| Facilities maintenance and repair             |                                  |                                |                    |
| Roads and grounds maintenance                 |                                  |                                |                    |
| Family housing management                     |                                  |                                |                    |
| Environmental compliance programs             |                                  |                                |                    |
| Fire protection                               |                                  |                                |                    |
| Custodial (Janitorial) services               |                                  |                                |                    |
| Refuse collection and disposal                |                                  |                                |                    |
| Utilities                                     |                                  |                                |                    |
| Disaster Preparedness                         |                                  |                                |                    |
| Explosive ordnance disposal                   |                                  |                                |                    |
| Police services (Law enforcement)             |                                  |                                |                    |
| Security                                      |                                  |                                |                    |
| Confinement/detention facilities              |                                  |                                |                    |
| Legal Services                                |                                  |                                |                    |
| Billeting management                          |                                  |                                |                    |
| Food services                                 |                                  |                                |                    |
| Mortuary services                             |                                  |                                |                    |
| Laundry and dry cleaning                      |                                  |                                |                    |
| Morale, welfare, and recreation services      |                                  |                                |                    |
| Clubs and other revenue-generating facilities |                                  |                                |                    |
| Libraries                                     |                                  |                                |                    |

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(See Reverse)

## APPENDIX B

| SERVICE SUPPORT FUNCTIONS                  | Consolidation | Streamlining | Contracting |
|--------------------------------------------|---------------|--------------|-------------|
| Health services                            |               |              |             |
| Vehicle operations (motor pool)            |               |              |             |
| Vehicle maintenance                        |               |              |             |
| Airline ticket office                      |               |              |             |
| Household goods shipment services          |               |              |             |
| Shuttle services                           |               |              |             |
| Communications services                    |               |              |             |
| Automated data processing services         |               |              |             |
| Audio/Visual services                      |               |              |             |
| Military personnel services                |               |              |             |
| Civilian personnel services                |               |              |             |
| Education services                         |               |              |             |
| Administrative services                    |               |              |             |
| Resource management (budget/cost analysis) |               |              |             |
| Installation retail supply and storage     |               |              |             |
| Purchasing and contracting services        |               |              |             |
| Installation safety programs               |               |              |             |
| Training services                          |               |              |             |
| Weather services                           |               |              |             |
| Other (specify)                            |               |              |             |
| <b>REMARKS:</b>                            |               |              |             |

## APPENDIX C

### SURVEY RESULTS TABLE

|                                          | ARMY    | USAF    | OVERALL | POP     | ARMY | USAF | OVERALL | STD DEV |
|------------------------------------------|---------|---------|---------|---------|------|------|---------|---------|
| CONSOLIDATION                            | AVERAGE | AVERAGE | AVERAGE | STD DEV | RANK | RANK | RANK    | RANK    |
| -Confinement/detention facilities        | 7.3     | 6.2     | 6.5     | 2.2     | 5    | 1    | 1       | 1       |
| -Explosive ordnance disposal             | 7.5     | 5.7     | 6.3     | 2.3     | 2    | 3    | 2       | 5       |
| -Airline ticket office                   | 6.7     | 5.8     | 6.1     | 2.3     | 13   | 2    | 3       | 6       |
| Mortuary services                        | 7.0     | 5.6     | 6.1     | 2.4     | 8    | 5    | 4       | 10      |
| -Household goods shipment services       | 7.3     | 5.3     | 5.9     | 2.5     | 4    | 7    | 5       | 20      |
| Weather services                         | 7.7     | 5.1     | 5.9     | 2.7     | 1    | 11   | 6       | 32      |
| -Shuttle services                        | 6.4     | 5.7     | 5.9     | 2.3     | 24   | 4    | 7       | 3       |
| Health services                          | 7.5     | 5.0     | 5.8     | 2.7     | 3    | 12   | 8       | 37      |
| Automated data processing services       | 6.8     | 5.3     | 5.8     | 2.4     | 11   | 6    | 9       | 9       |
| Education services                       | 6.8     | 5.2     | 5.6     | 2.6     | 12   | 9    | 10      | 24      |
| Communications services                  | 6.5     | 5.2     | 5.6     | 2.5     | 20   | 10   | 11      | 21      |
| Vehicle operations (motor pool)          | 7.2     | 4.6     | 5.4     | 2.7     | 6    | 19   | 12      | 38      |
| Laundry and dry cleaning                 | 6.6     | 5.0     | 5.4     | 2.5     | 18   | 14   | 13      | 13      |
| -Libraries                               | 6.6     | 5.0     | 5.4     | 2.5     | 19   | 13   | 14      | 19      |
| Chapel and Chaplain Services             | 5.4     | 5.2     | 5.3     | 2.5     | 34   | 8    | 15      | 18      |
| Legal Services                           | 6.7     | 4.6     | 5.3     | 2.5     | 15   | 18   | 16      | 23      |
| Disaster Preparedness                    | 7.1     | 4.3     | 5.3     | 2.7     | 7    | 25   | 17      | 34      |
| Audio/Visual services                    | 6.5     | 4.7     | 5.3     | 2.5     | 21   | 17   | 18      | 22      |
| Civilian personnel services              | 7.0     | 4.4     | 5.2     | 2.6     | 9    | 23   | 19      | 28      |
| Purchasing and contracting services      | 6.8     | 4.4     | 5.1     | 2.6     | 10   | 24   | 20      | 30      |
| -Environmental compliance programs       | 6.5     | 4.5     | 5.1     | 2.7     | 22   | 20   | 21      | 33      |
| -Utilities                               | 5.5     | 4.8     | 5.0     | 2.7     | 33   | 15   | 22      | 35      |
| -Vehicle maintenance                     | 6.5     | 4.3     | 5.0     | 2.6     | 23   | 26   | 23      | 27      |
| Morale, welfare, and recreation services | 6.6     | 4.2     | 5.0     | 2.7     | 16   | 27   | 24      | 39      |
| Installation retail supply and storage   | 5.9     | 4.4     | 4.9     | 2.5     | 29   | 22   | 25      | 12      |
| -Refuse collection and disposal          | 4.9     | 4.7     | 4.8     | 2.6     | 39   | 16   | 26      | 31      |
| -Fire protection                         | 6.0     | 4.2     | 4.7     | 2.7     | 28   | 29   | 27      | 40      |
| Administrative services                  | 5.9     | 4.1     | 4.6     | 2.4     | 30   | 30   | 28      | 7       |
| -Custodial (Janitorial) services         | 4.9     | 4.5     | 4.6     | 2.6     | 37   | 21   | 29      | 29      |
| Installation safety programs             | 6.7     | 3.6     | 4.6     | 2.8     | 14   | 34   | 30      | 42      |
| -Clubs & other revenue-generating facils | 6.6     | 3.5     | 4.5     | 2.8     | 17   | 37   | 31      | 41      |
| Billeting management                     | 5.6     | 4.0     | 4.5     | 2.4     | 31   | 32   | 32      | 8       |
| Food services                            | 5.5     | 4.0     | 4.4     | 2.3     | 32   | 31   | 33      | 4       |
| Police services (Law enforcement)        | 6.2     | 3.6     | 4.4     | 2.6     | 25   | 35   | 34      | 25      |
| -Security                                | 6.1     | 3.7     | 4.4     | 2.5     | 27   | 33   | 35      | 15      |
| Civil Engineering Services               | 6.1     | 3.6     | 4.3     | 2.7     | 26   | 36   | 36      | 36      |
| Training services                        | 4.1     | 4.2     | 4.2     | 2.4     | 41   | 28   | 37      | 11      |
| -Family housing management               | 5.4     | 3.3     | 3.9     | 2.5     | 35   | 39   | 38      | 14      |
| -Roads and grounds maintenance           | 4.7     | 3.5     | 3.8     | 2.5     | 40   | 38   | 39      | 17      |
| -Facilities maintenance and repair       | 5.1     | 3.3     | 3.8     | 2.5     | 36   | 40   | 40      | 16      |
| Resource mgt (budget/cost analysis)      | 4.9     | 3.2     | 3.7     | 2.6     | 38   | 41   | 41      | 26      |
| Military personnel services              | 4.1     | 2.9     | 3.3     | 2.2     | 42   | 42   | 42      | 2       |

## APPENDIX C

### SURVEY RESULTS TABLE

|                                          | ARMY    | USAF    | OVERALL | POP     | ARMY | USAF | OVERALL | STD DEV |
|------------------------------------------|---------|---------|---------|---------|------|------|---------|---------|
| STREAMLINING                             | AVERAGE | AVERAGE | AVERAGE | STD DEV | RANK | RANK | RANK    | RANK    |
| Military personnel services              | 7.2     | 6.5     | 6.7     | 2.1     | 8    | 1    | 1       | 34      |
| Resource mgt (budget/cost analysis)      | 7.6     | 6.2     | 6.6     | 2.1     | 1    | 6    | 2       | 31      |
| -Environmental compliance programs       | 7.3     | 6.3     | 6.6     | 2.0     | 7    | 3    | 3       | 14      |
| Civilian personnel services              | 7.2     | 6.3     | 6.6     | 1.9     | 11   | 2    | 4       | 3       |
| Automated data processing services       | 7.4     | 6.2     | 6.5     | 1.9     | 4    | 5    | 5       | 13      |
| -Security                                | 7.1     | 6.3     | 6.5     | 1.8     | 14   | 4    | 6       | 2       |
| Communications services                  | 7.4     | 6.1     | 6.5     | 1.9     | 3    | 10   | 7       | 10      |
| Health services                          | 7.1     | 6.2     | 6.4     | 1.9     | 13   | 7    | 8       | 4       |
| Training services                        | 7.3     | 6.0     | 6.4     | 1.9     | 6    | 11   | 9       | 5       |
| Purchasing and contracting services      | 7.2     | 6.0     | 6.3     | 2.2     | 9    | 14   | 10      | 38      |
| -Facilities maintenance and repair       | 7.5     | 5.8     | 6.3     | 2.0     | 2    | 20   | 11      | 18      |
| Morale, welfare, and recreation services | 6.6     | 6.1     | 6.3     | 2.2     | 24   | 9    | 12      | 36      |
| Installation retail supply and storage   | 6.9     | 6.0     | 6.2     | 2.1     | 17   | 13   | 13      | 25      |
| Administrative services                  | 6.8     | 6.0     | 6.2     | 1.9     | 19   | 12   | 14      | 8       |
| -Clubs & other revenue-generating facils | 6.8     | 5.9     | 6.2     | 2.1     | 21   | 15   | 15      | 23      |
| -Confinement/detention facilities        | 6.4     | 6.1     | 6.2     | 1.9     | 28   | 8    | 16      | 11      |
| Police services (Law enforcement)        | 7.0     | 5.8     | 6.2     | 2.1     | 16   | 19   | 17      | 33      |
| Installation safety programs             | 7.2     | 5.8     | 6.2     | 2.3     | 12   | 23   | 18      | 41      |
| Civil Engineering Services               | 7.3     | 5.6     | 6.2     | 2.1     | 5    | 32   | 19      | 24      |
| Billeting management                     | 7.0     | 5.7     | 6.1     | 2.1     | 15   | 25   | 20      | 26      |
| -Fire protection                         | 6.4     | 5.9     | 6.1     | 2.1     | 26   | 16   | 21      | 32      |
| -Family housing management               | 7.2     | 5.5     | 6.0     | 2.0     | 10   | 36   | 22      | 21      |
| Disaster Preparedness                    | 6.8     | 5.7     | 6.0     | 2.3     | 20   | 26   | 23      | 40      |
| -Roads and grounds maintenance           | 6.9     | 5.6     | 6.0     | 2.0     | 18   | 33   | 24      | 19      |
| -Vehicle maintenance                     | 6.2     | 5.8     | 5.9     | 1.9     | 32   | 18   | 25      | 12      |
| -Explosive ordnance disposal             | 6.7     | 5.6     | 5.9     | 2.1     | 22   | 28   | 26      | 30      |
| Vehicle operations (motor pool)          | 5.9     | 5.9     | 5.9     | 2.1     | 34   | 17   | 27      | 22      |
| -Household goods shipment services       | 6.6     | 5.6     | 5.9     | 1.9     | 25   | 31   | 28      | 6       |
| Legal Services                           | 6.4     | 5.7     | 5.9     | 2.1     | 27   | 27   | 29      | 28      |
| Education services                       | 6.7     | 5.5     | 5.9     | 2.2     | 23   | 38   | 30      | 35      |
| Chapel and Chaplain Services             | 6.1     | 5.8     | 5.8     | 1.9     | 33   | 24   | 31      | 9       |
| Audio/Visual services                    | 6.3     | 5.6     | 5.8     | 2.1     | 30   | 34   | 32      | 27      |
| -Utilities                               | 6.2     | 5.6     | 5.8     | 2.2     | 31   | 29   | 33      | 39      |
| -Shuttle services                        | 6.4     | 5.5     | 5.8     | 1.7     | 29   | 37   | 34      | 1       |
| Food services                            | 5.6     | 5.8     | 5.7     | 1.9     | 38   | 22   | 35      | 7       |
| Weather services                         | 5.5     | 5.8     | 5.7     | 2.1     | 39   | 21   | 36      | 29      |
| -Airline ticket office                   | 5.8     | 5.6     | 5.6     | 2.0     | 36   | 35   | 37      | 15      |
| Mortuary services                        | 5.5     | 5.6     | 5.6     | 2.0     | 40   | 30   | 38      | 17      |
| -Libraries                               | 5.7     | 5.5     | 5.5     | 2.0     | 37   | 39   | 39      | 16      |
| -Custodial (Janitorial) services         | 5.4     | 5.2     | 5.2     | 2.2     | 42   | 40   | 40      | 37      |
| Laundry and dry cleaning                 | 5.4     | 5.1     | 5.2     | 2.0     | 41   | 41   | 41      | 20      |
| -Refuse collection and disposal          | 5.8     | 5.0     | 5.2     | 2.3     | 35   | 42   | 42      | 42      |

# APPENDIX C

## SURVEY RESULTS TABLE

|                                          | ARMY    | USAF    | OVERALL | POP     | ARMY | USAF | OVERALL | STD DEV |
|------------------------------------------|---------|---------|---------|---------|------|------|---------|---------|
| CONTRACTING OUT                          | AVERAGE | AVERAGE | AVERAGE | STD DEV | RANK | RANK | RANK    | RANK    |
| -Refuse collection and disposal          | 8.2     | 8.0     | 8.1     | 1.0     | 1    | 1    | 1       | 1       |
| -Custodial (Janitorial) services         | 8.0     | 7.9     | 8.0     | 1.0     | 2    | 2    | 2       | 2       |
| Laundry and dry cleaning                 | 7.8     | 7.6     | 7.7     | 1.4     | 3    | 3    | 3       | 4       |
| -Airline ticket office                   | 6.6     | 7.2     | 7.0     | 1.9     | 4    | 4    | 4       | 7       |
| -Shuttle services                        | 5.8     | 6.6     | 6.4     | 2.2     | 15   | 5    | 5       | 12      |
| Food services                            | 6.4     | 6.4     | 6.4     | 2.3     | 5    | 7    | 6       | 17      |
| -Libraries                               | 6.2     | 6.4     | 6.4     | 2.4     | 11   | 6    | 7       | 27      |
| -Utilities                               | 6.3     | 6.3     | 6.3     | 2.1     | 7    | 8    | 8       | 11      |
| -Roads and grounds maintenance           | 6.4     | 6.1     | 6.1     | 2.4     | 6    | 10   | 9       | 30      |
| Audio/Visual services                    | 6.3     | 6.0     | 6.1     | 2.3     | 8    | 11   | 10      | 15      |
| -Household goods shipment services       | 5.3     | 6.2     | 6.0     | 2.5     | 21   | 9    | 11      | 34      |
| -Vehicle maintenance                     | 6.2     | 5.7     | 5.8     | 2.5     | 9    | 15   | 12      | 35      |
| Education services                       | 5.5     | 5.8     | 5.7     | 2.4     | 19   | 12   | 13      | 24      |
| Billeting management                     | 5.3     | 5.7     | 5.6     | 2.4     | 20   | 13   | 14      | 26      |
| Vehicle operations (motor pool)          | 6.2     | 5.1     | 5.4     | 2.7     | 10   | 20   | 15      | 40      |
| -Family housing management               | 4.1     | 5.7     | 5.3     | 2.4     | 30   | 14   | 16      | 25      |
| -Facilities maintenance and repair       | 5.8     | 5.1     | 5.3     | 2.5     | 13   | 19   | 17      | 32      |
| -Clubs & other revenue-generating facis  | 5.7     | 5.1     | 5.2     | 2.7     | 16   | 18   | 18      | 41      |
| Automated data processing services       | 5.6     | 5.1     | 5.2     | 2.3     | 17   | 17   | 19      | 16      |
| Mortuary services                        | 6.1     | 4.8     | 5.2     | 2.9     | 12   | 21   | 20      | 42      |
| Morale, welfare, and recreation services | 5.1     | 5.1     | 5.1     | 2.6     | 23   | 16   | 21      | 39      |
| Installation retail supply and storage   | 5.2     | 4.7     | 4.9     | 2.4     | 22   | 22   | 22      | 23      |
| Weather services                         | 5.8     | 4.5     | 4.8     | 2.6     | 14   | 26   | 23      | 37      |
| -Fire protection                         | 5.6     | 4.2     | 4.6     | 2.5     | 18   | 31   | 24      | 33      |
| Civil Engineering Services               | 4.1     | 4.5     | 4.4     | 2.6     | 28   | 25   | 25      | 38      |
| Purchasing and contracting services      | 4.3     | 4.4     | 4.4     | 2.3     | 26   | 28   | 26      | 21      |
| Training services                        | 3.5     | 4.7     | 4.4     | 2.5     | 34   | 23   | 27      | 31      |
| Administrative services                  | 4.1     | 4.4     | 4.3     | 2.3     | 29   | 27   | 28      | 18      |
| -Environmental compliance programs       | 3.7     | 4.6     | 4.3     | 2.5     | 32   | 24   | 29      | 36      |
| -Confinement/detention facilities        | 4.4     | 4.3     | 4.3     | 2.4     | 25   | 29   | 30      | 29      |
| Communications services                  | 4.8     | 4.0     | 4.2     | 2.4     | 24   | 32   | 31      | 28      |
| Health services                          | 4.2     | 4.2     | 4.2     | 2.3     | 27   | 30   | 32      | 19      |
| Installation safety programs             | 3.9     | 3.4     | 3.6     | 2.3     | 31   | 35   | 33      | 22      |
| Civilian personnel services              | 2.9     | 3.6     | 3.4     | 2.3     | 36   | 33   | 34      | 20      |
| Police services (Law enforcement)        | 2.9     | 3.5     | 3.3     | 2.2     | 37   | 34   | 35      | 14      |
| Disaster Preparedness                    | 2.8     | 3.4     | 3.2     | 2.2     | 38   | 36   | 36      | 13      |
| Legal Services                           | 3.6     | 2.9     | 3.0     | 2.0     | 33   | 39   | 37      | 9       |
| Resource mgt (budget/cost analysis)      | 2.7     | 3.1     | 3.0     | 1.9     | 39   | 37   | 38      | 8       |
| -Security                                | 3.5     | 2.8     | 3.0     | 1.8     | 35   | 40   | 39      | 6       |
| -Explosive ordnance disposal             | 2.7     | 3.0     | 2.9     | 2.1     | 40   | 38   | 40      | 10      |
| Military personnel services              | 2.4     | 2.3     | 2.3     | 1.6     | 41   | 41   | 41      | 5       |
| Chapel and Chaplain Services             | 2.0     | 2.3     | 2.2     | 1.4     | 42   | 42   | 42      | 3       |



## APPENDIX D

### SURVEY COMMENTS (UNEDITED)

Fort Stewart is a relatively isolated installation. Consolidation of service oriented functions at another location is not feasible. Consolidation of management, accounting, purchasing etc., is worth looking at.  
(Army, Installation Commander)

Chaplain -- inconceivable to pass this off to a civilian! CE (several 1's for consolidation) One look at non-Air Force bases should convince anyone that Air Force is head and shoulders above others in taking care of facilities -- don't want inevitable decline. Those areas with strong commercial sector analogs and predominant peace time impact (e.g. family housing, environmental, custodial services, food/billeting, household goods shipping, etc.) could easily be shifted to civilian companies with concomitant savings -- leave war time mission related items alone!

(Air Force, Installation Commander)

Household goods shipments: In the national capital region this function is already consolidated under "Joint Personal Property Shipping Office" (JPPSOA) -- works great! Consolidate/contract peacetime commissary, telephone, computer functions. Retain services tactical/battlefield commissary functions.

(Army, Installation Commander)

I strongly support streamlining all activities -- that is what quality is all about -- continuous improvement means streamlining. I support contracting if it improves the activity based upon cost. I do not support consolidation with other services, however, we need to learn from each other. I do not support consolidation because I think the Air Force is light years ahead of the other services in the areas you've listed. The Navy and Army could learn a great deal from the Air Force and the competition breeds improvement.

(Air Force, Installation Commander)

Compare facilities and then decide who you want in charge...Air Force or Marines (Navy, Army etc.). Not much in favor of subjecting Air Force Quality of Life standards to an "averaging down" process in any area.

(Air Force, Installation Commander)

Organic military capabilities are a myth that do not reconcile themselves with

myths of expeditionary Air Forces fighting from the CONUS. More consolidation will inevitably lead to more A-76 studies and more contracting out. Contractors can not do most things as good as we can and all of them at lower cost. This is the essence of "defense conversion". The Services' parochialism and lack of support for Congressionally driven efforts to consolidate and integrate will lead to Congressional control by under funding. If we want to keep what we really need, we'd best get off the dime. We are resisting and that is irresponsible in the present (and future) environment. The USAF should be the DOD Executive Agent for: all undergraduate pilot training, all space operations (launch, on-orbit control, constellation architecture design, satellite and launch vehicle procurement), all "air" depots, all legal services and all billeting. Except for a few aerospace medicine and altitude chamber folks, we should give all military medicine to the Army. Air Force medical people never joined the Air Force and MIMSO is a sad joke. Senator Nunn has seized the high moral and fiscal ground. What is good for the Air Force is not necessarily what's good for America. I'm very disappointed in our senior military leadership. A willingness to only make small changes on the margins trivializes us and our willingness to serve. The message is clear: adapt or die --let's adapt!  
(Air Force, Installation Commander)

More contracting of services is suitable to stateside bases without mobility requirements.  
(Air Force, Installation Commander)

Most tasks not required to be performed by military members during wartime should be contracted. Consolidation may be prudent in some instances, but when personnel are assigned to a particular installation they must be solely responsible to the installation commander and no other. Consolidation must not hamper a commander's flexibility or ability to go to war.  
(Air Force, Installation Commander)

In general, I view consolidation and contracting as the wave of the future. However, as an installation commander, there are some areas I want full control of such as MWR, Supply, food, etc. Generally, I want complete in-service control of those issues that affect morale, safety or may send me to jail. Consequently any consolidation, streamlining or contracting that does not give me that is unsatisfactory.  
(Air Force, Installation Commander)

Chaplains identification with combat units is a must -- they aren't just preachers and priest, they are a part of the unit --they should stay that way. Same with food services -- soldiers do have an emotional attachment to them. Mess Hall and cooks has something to do with the psychological perceptions of survival I'm sure, but needs to stay with the service unit. MWR activities are, in many cases, the esprit de corps factor that binds units and people -- especially service

personnel -- and they are identified as "operated with our money" not appropriated funds, so if its our money, we will decide what we need and want -- a consolidated operation - viewed like AAFES - when that happens, programs fall apart and people lose interest.

(Air Force, Installation Commander)

"Streamlining" is a bit confusing in the context of this survey. Most installation functions are as "streamlined" as possible --in terms of resources (\$, people) -- already, as a function of the budget crunch. If you mean reduce bureaucracy and apply QAF principles, how can anyone object? But QAF is independent of consolidation.

(Air Force, Installation Commander)

I feel we should go a step further and consolidate multi-service activities on our larger bases. Beale AFB is an example of a 23,000 acre facility with an impressive expansion capability. Joint activities on large bases provide us with even greater "economies of scale" in the future.

(Air Force, Installation Commander)

Contracting out certain services is inappropriate for wartime due to the necessity of supporting individuals being in close proximity to combat operations.

(Army, Installation Commander)

Chapel - Imperative that chaplaincy be uniformed personnel due to uniqueness of Services ministry. Civil Engineering - Facility, maintenance and repair, roads and grounds maintenance, and fire protection for wartime might require uniformed personnel. Disaster Preparedness and EOD - contracting out cannot meet wartime requirements. Health Services - some services can be contracted for, others satisfy wartime requirements.

(Air Force, Installation Commander)

I command an installation where aircraft maintenance and BOS is primarily contract. The mission has been effectively and efficiently accomplished since 1960. Vance AFB is a model you should look at closely during your study.

(Air Force, Installation Commander)

Key question -- Do we take the support service to war? Yes: no consolidation/no contracting. Does the commander need Op Con on a support service that is a key element of his day to day mission? Yes: No consolidation/no contracting. We have lots of opportunity to improve our support processes through streamlining.

(Air Force, Senior Staff)

3rd Installation Command. Mission types need to set resources planning out in front of "Bean Counter" execution. Basic assumption should be everything should

be consolidated and then decide what is exempt. Way too much money/resources spent on 3 separate military academies. Jointness should be nurtured at early age!

(Army, Installation Commander)

Keep the deployable aspects of all these functions as Air Force resources. I would not contract or consolidate anything that has a mobility DOC tasking which is essentially where we appear to be headed, particularly in Civil Engineer functions. The CORE wing gets us to a deployable combat function and "stay home essential services" that will be either DOD (consolidated), contracted or civilianized. In my view, that's the correct approach given our current and projected fiscal guidance. The bottom line has to keep in it the tasked commander's flexibility to meet the unit's needs on a wartime footing, not on a day to day peacetime scenario. You should have a deploy, non-deploy column on the survey since that defines my answers more clearly. Excuse the writing, not much time.

(Air Force, Installation Commander)

I tend to favor consolidation of services because of proximity to Pope AFB. Streamlining has been accomplished to the practical limits because of budget cuts. My experience with contracting Services has not shown expected savings and generally get far poorer service to customers. We need to get on with this in Base Operations before we are told to do it!

(Army, Installation Commander)

Consolidation across services may become a virtual reality based on budget. In ATC we've already contracted out many functions and face A-76 for BOS functions very soon so contracting out is alive and well. As an installation commander, I tell you you lose flexibility whenever things get consolidated (regionalize) or contracted. Frankly my preference would be to find ways to save manpower and money at the base level. Empower the commander to run the base vice taking authority and responsibility and giving it to some communist organization.

(Air Force, Installation Commander)

I think we got sold a bill of goods that contracting is cheaper and better. I think service leaders better serve their soldiers and customers when it is service run rather than consolidated. Big is not necessarily better or more efficient. Be careful on the consolidation. A better key is to let O-6 and equivalent civilians do more management, and do less micro management from the top, and hold managers accountable and responsible for their decisions. Use the Air Force model for Civilian Engineering Services. Initial Training of Chaplains and Lawyers should be consolidated. Consolidate ground and aviation safety assets under the Installation Safety Office. Consolidate Industrial Hygiene function under the Installation (commander) in order to provide better service. Radiation protection

function could also be consolidated with Installation Safety. All installation CPO (civilian personnel offices) could be consolidated in one office. All civilians should be serviced locally and there is no need for each service to have its own personnel office. Clubs, etc., are already being "streamlined within the Army" - this translates to cutbacks of losing operations. Any cutbacks, however, are viewed as conspiratorial robbing of "benefits." I recommend raking the pressure off the DPCA by contracting out these services or "stovepiping" to avert "tweaking" by uneducated (in business) leaders. Libraries will not receive sufficient dollar support, as they are now configured. Recommend consolidation - a library is a library, without regard to Service/Agency. Education Services are largely contracted now. Some control is necessary at the installation level, but P87(?) funding for a consolidated education would probably be the best cost saver. The DEH/Civil Engineering Services has recently gone through a reorganization and reduction-in-force. Therefore, streamlining has already been done.

(Army, Subordinate Commander)

Chapel and Chaplain Services: There is a lot more than just church services involved. There is counseling, community involvement, nights and weekends, field training, deployments, etc. A contracted clergy wouldn't give all of this. Could have little or no empathy with the service member. Environmental Compliance Programs: DOD needs to act in unison with a coordinated united approach and sense of urgency. Everyone needs to sing off the same sheet of music and the bucks need to be put where they're needed most. Health Services: A very delicate topic. There are few enough benefits anymore for soldiers and their families. We need to keep family practice availability an integral part of installation support. I have experience contracted medical service. I very much resented being treated like a welfare patient. Military Healthcare givers, like Chaplains, have some empathy with the service member and family when they have a vested interest in the community they serve.

(Army, Subordinate Commander)

I have seen family housing managed by Army, Navy, and Air Force - I have yet to see either Army or Navy housing that was kept to the worst I ever witnessed in 26 years in the Air Force. This is too close to taking care of the troops to risk a major reduction in quality! I have seen too many instances of double dipping and amateur performance on the part of commercial environmental companies to entrust our future to them at this point. I think this is one more area where a joint approach has merit. I realize I'm swimming against the current in health care but this again is a people issue and I feel Air Force Dr's take better care of Air Force people because they understand the environment we operate in. The remaining 2's are based upon my experience in joint positions and with sister service units plus commercial enterprises. I feel the Air Force, although always able to improve, is WAY ahead of our sister services in these areas or it is a "take care of the troops" issue where understanding is key to quality support.

(Air Force, Installation Commander)

The primary factor to be considered in a decision to contract out services must be the need for this service in an operational deployed situation. How would it be provided in the operational/combat environment. Sufficient inherent capability must be maintained in the uniformed military to accomplish/manage these tasks. With respect to consolidation, considerations must be given to the chain of command of these consolidated service organizations. The local commander who is held responsible for the "care and feeding" of his people/organizations must have "live fire" authority over consolidated service organizations on his/her installation.

(Air Force, Installation Commander)

Thanks for the opportunity to participate in this survey. As you can see from my scores, I don't believe we have much additional opportunities for consolidation between the services. We certainly don't need any more DOD agencies controlled by pentagon folks that are not in contact with the field customers. I would appreciate a copy of the results.

(Air Force, Senior Staff)

Chaplains are part of the combat team; must accompany the unit into war zones. Also, must identify with and understand the stresses of military life -- Service specific.

(Air Force, Installation Commander)

Consolidation of active duty functions with uniformed service members will be exceedingly difficult. Each service has a different culture. As an Air Force officer I'm proud of what we've done and I don't want our standards of excellence "watered" down. If you march down this road you have the Canadian example. Talk to them, they'll tell you the uni-service idea was/is a disaster.

(Air Force, Installation Commander)

It is important to remember that: consolidation is not always cheaper or more efficient, contracting costs tend to grow, and responsiveness decreases with both contracting and consolidation.

(Air Force, Installation Commander)

Chaplain and legal services ought to be able to be combined at DOD. MWR needs to be able to allow civilians to use. Particularly golf course, skeet and archery ranges. (Not to detriment of soldiers, sailors, airmen and marines) Need legislative relief to manage civilian work force to budget! Need to make it easier for firms to do business with the government. Cut some of the red tape! Fire Protection, Refuse Collection/Disposal and Utilities: If the post is near a large city (Savannah, Fayetteville, N.C., Phoenix, Ariz. etc.) some arrangement/memorandum of agreement perhaps can be developed between the Post and the

city for the city to take on the operation of those services. The Post, by being near the city, adds to the tax base. Certainly the soldiers and family members contribute dollars into the local community, schools, etc. Not sure of the mechanics of how this would work. Appears to be virgin territory. You picked a heck of a subject. But it needs to be done. Good luck!

(Army, Installation Commander)

I am generally anti-contracting out. I think we could consolidate the separate services training schools and programs for MWR personnel.

(Army, Installation Commander)

We need to first consolidate where it is smart. I am next door-share the boundary to both Air Force and Navy bases and we should consolidate most functions. It is my experience that in most cases contracting out of vital services is the least desirable alternative; flexibility is lost and once out it will not be brought back in house.

(Army, Installation Commander)

Tactical vehicle motor pools should remain solely under service (unit) control.

(Army, Senior Staff)

**CHAPLAINS:** Chaplains must be available to deploy and support their congregation 24 hours per day. Living the life of their congregation is critical to their credibility. Therefore, contracting would be totally counterproductive. Consolidation between services would also dilute identification with the troops. Manpower is based on population served so consolidation would not save billets. In today's turmoil the Chaplain's job is bigger. Cuts will decrease time available to the troops. **CIVIL ENGINEERS:** Has already been streamlined. USAF has higher standards than other services. Consolidation would dilute service and responsiveness. A case in point is the SARPMA fiasco in San Antonio. Contracting should be considered only to the extent it does not impact deployment requirements. Training members receive on base level jobs is extremely valuable and should be considered. Deployment requirements vary dramatically from service to service. **DISASTER PREPAREDNESS:** Contracting must not impact deployment requirements. Any consolidation must address specific missions, weapons, systems, and threats. **POLICE:** Contracting will degrade deployment requirements, training, and various permanent base scenarios. Wide variation in mission across services including deployments. Highly political to consolidate detention across services. **LEGAL:** contractors will dilute UCMJ, military justice, responsiveness to mission, morale, and discipline. Mission differences also preclude consolidation. For example, fist fighting is less serious for Marine combatants than it is with Airmen. Potential savings from consolidation is minimal. **BILLETING, FOOD, & MORTUARY:** USAF has higher standards than other services. Consolidation would dilute standards. Contracting must not impede deployment requirements to include permanent station training.

Deployment requirements vary dramatically between services. MWR: Contractors are not likely to be sensitive to morale needs, sacrifices of troops, and dependents. Must not impede deployment requirements. Needs vary significantly across services. HEALTH: potential for consolidation must be responsive to flight physiology requirements. Contracting will impede deployment requirements. VEHICLE OPS: Contracting would impede vehicle ops and maintenance for deployments. Potential for contracting or consolidating airline tickets, household goods, and shuttle services. COMMUNICATIONS: Contracting would impede deployment. Significant mission, equipment differences between services. MIL/CIV PERSONNEL: Do not contract or consolidate. Highly mission/service unique. Bread and Butter ... Individual attention is necessary, responsive to service nuances. EDUCATION: Contracting/consolidation must be responsive to service missions. ADMIN/BUDGET: Processes, language highly service specific. IN GENERAL: Consolidations/contracting out is totally at odds with one man, one base concept - - duties, authority, accountability. Increases stovepiping, increases layering, waters down service to lowest common denominator.  
(Air Force, Subordinate Commander)

Generally speaking, I believe all installation management services could be improved through a consolidation within all DOD agencies of a single manager for those services. This does not necessarily mean the centralization of the service support in any greater degree than is already being studied. I believe in most cases each installation must maintain a certain level of installation service support at the post/base. I also believe contracting out large scale, basic installation service support is no longer wise. With the declining DOD budget, I believe installation managers have less flexibility in adjusting their resources when they have contract support services than if they had a civilian or military work force. One qualification to this statement is that obviously some adjustments need to be made to streamline the management of the civilian personnel system. Last, but not least, there is no question that every function is tied up with bureaucratic processes that cost time and money. Streamlining of all areas is a must to allow the installations to make the best use of what few people they have left.  
(Army, Installation Commander)

If we are to maintain a high standard of quality of life on our installations we must keep Civil Engineering in house. Wartime skills must be protected. Consolidation is not the answer for the Air Force at this time. Communication skills need to stay with the Air Force. The commander must stay in control of his/her budget. Since the services differ so much in this area budgeting needs to stay in house.  
(Air Force, Installation Commander)

Note that Sen. Nunn was not expressly criticizing Army, Navy, or Air Force for having their own Finance or Transportation function. The Canadian Armed Forces experiment in the '80's provides some valuable lessons -- We are all



equal, but not identical/interchangeable. With only a few exceptions -- consolidation across services is likely to result in a 'lowest common denominator' approach to services -- If we consolidate, we should only use the best service program (as measured by customer satisfaction) as our benchmark or standard. If we're going to recommend contracting services out, then we need to better train commanders, contract specialists, and inspectors -- The last time DOD contracted out a 'simple' service (custodial services) we got 'taken to the cleaners' by contractors who were much smarter on contract law than we were. You also need to consider where we will ultimately end up as a service -- Do we really want our commanders chosen on the basis of how good they are at administering contracts, or leading? Good Luck!  
(Air Force, Installation Commander)

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