

Audit



Report

OFFICE OF THE INSPECTOR GENERAL

NONINSTRUCTIONAL MILITARY POSITIONS AT THE
UNITED STATES NAVAL ACADEMY

Report No. 93-165

September 3, 1993

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Department of Defense

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Acronyms

CBU	Construction Battalion Unit
GAO	General Accounting Office
MWR	Morale, Welfare, and Recreation
OSD	Office of the Secretary of Defense
SCRF	Small Craft Repair Facility



INSPECTOR GENERAL
DEPARTMENT OF DEFENSE
400 ARMY NAVY DRIVE
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September 3, 1993

**MEMORANDUM FOR ASSISTANT SECRETARY OF THE NAVY (FINANCIAL
MANAGEMENT)**

**SUBJECT: Audit Report on Noninstructional Military Positions at the United States
Naval Academy (Report No. 93-165)**

We are providing this final report for your information and use. It discusses the use of noninstructional military personnel at the United States Naval Academy. We made the audit at the direction of the Senate Committee on Armed Services.

A draft of this report was provided to the Department of the Navy for comment on June 29, 1993. Replies were received from the Assistant Secretary of the Navy (Manpower and Reserve Affairs) on August 10, 1993. The comments conformed to the requirements of DoD Directive 7650.3, and there are no unresolved issues. Therefore, no additional comments are required.

The courtesies extended to the audit staff are appreciated. If you have any questions on this audit, please contact Mr. Harlan M. Geyer at (703) 692-2830 (DSN 222-2830) or Mr. Kenneth Feldman at (703) 692-2836 (DSN 222-2836). The distribution of this report is listed in Appendix J.

A handwritten signature in cursive script that reads "Robert J. Lieberman".

Robert J. Lieberman
Assistant Inspector General
for Auditing

Office of the Inspector General, DoD

Report No. 93-165
(Project No. 3RA-0001.01)

September 3, 1993

**NONINSTRUCTIONAL MILITARY POSITIONS AT THE
UNITED STATES NAVAL ACADEMY**

EXECUTIVE SUMMARY

Introduction. Fiscal restraints caused by a declining Defense budget and the overall downsizing of the U.S. military force structure has prompted Congress to mandate that the Naval Academy reduce the Brigade of Midshipmen from 4,200 to 4,000 by 1995. Reductions to and reorganization of the Naval Academy support staff, commensurate with a smaller Brigade of Midshipmen, is also necessary.

Objectives. The Senate Committee on Armed Services directed that the Inspector General, DoD, conduct an audit of the noninstructional military staff positions at the United States Naval Academy (Academy) to determine which positions are directly involved either in the administration of students and faculty or in the maintenance of facilities.

Audit Results. We determined that 11 noninstructional billets at the Academy were not essential for either the accomplishment of the Academy's mission or for the maintenance of the quality of life of the Brigade of Midshipmen. Additionally, we determined that another 26 billets should not be designated for military personnel. As a result, the 631 noninstructional military billets authorized at the Academy was overstated by 37 billets.

Internal Controls. The basic nature of this audit precluded an assessment of internal controls.

Potential Benefits of Audit. Implementation of the recommendations will provide potential monetary benefits of \$404,500 per year or \$2.4 million during the execution of the FY 1994 through FY 1999 Future Years Defense Program (see Appendix G). Further, military personnel will be available for reassignment to more appropriate functions within the Navy without affecting the mission of the Naval Academy or the maintenance of the quality of life (see Appendix H).

Summary of Recommendations. We recommended that the Superintendent, United States Naval Academy, initiate action to delete 11 noninstructional military billets and convert 26 noninstructional military billets to civilian billets on the staffing document of the Academy and its supporting units. We also recommended the establishment of billets at the Naval Station, Annapolis.

Management Comments. The Department of the Navy concurred with Recommendations 1., 3., and 4. and partially concurred with Recommendation 2. The Navy did not agree that two clinical psychologists military billets should be converted to civilian. Details on management's comments are in Part II of this report, and the full texts of management's comments are in Part IV.

Audit Response. Based on information from the Navy that there is no current shortage of active duty psychologists, we have reduced the number of military billets to be converted to civilian in this final report. The potential monetary benefits have also been reduced accordingly.

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This report was prepared by the Readiness and Operational Support Directorate, Office of the Assistant Inspector General for Auditing, DoD. Copies of the report can be obtained from the Secondary Reports Distribution Unit, Audit Planning and Technical Support Directorate (703) 614-6303 (DSN 224-6303).

Part I - Introduction

Background

Mission. The United States Naval Academy (Academy) plays an important role in providing the leadership for the United States Navy and Marine Corps. The Brigade of Midshipmen at the Academy had about 4,200 midshipmen at the time of the audit. The mission of the Academy is:

...to develop Midshipmen morally, mentally, and physically and to imbue them with the highest ideals of duty, honor, and loyalty in order to provide graduates who are dedicated to a career of naval service and have potential for future development in mind and character to assume the highest responsibilities of command, citizenship, and government.

As of September 30, 1992, the Academy (including its subordinate support units) was authorized 886 officers and enlisted personnel.

Responsibilities. The Academy is under the command of the Superintendent, United States Naval Academy (the Superintendent). The Superintendent is subordinate to the Chief of Naval Operations, Assistant Vice Chief of Naval Operations. The Assistant for Field Support and the Assistant for Educational Resources and Advocacy, within the Office of the Assistant Vice Chief of Naval Operations play vital roles in the operation of the Academy and the Naval Station, Annapolis. The Assistant for Field Support provides budget formulation and execution oversight for the Academy and Naval Station. The Assistant for Educational Resources and Advocacy programs resources and provides oversight of program implementation. In addition, the Academy has a Board of Visitors, which provides oversight of the academic programs, fiscal affairs, state of morale and discipline, and other matters relating to the Academy.

Subordinate Support Units. Naval Station, Annapolis, Naval Construction Battalion Unit-403 (CBU-403), and the Marine Barracks, which provide noninstructional support to the Academy, are subordinate to the Superintendent.

The mission of the Naval Station "...is to support the United States Naval Academy and perform such other functions as may be directed by the Superintendent, United States Naval Academy."

The Superintendent exercises command of CBU-403 through the Academy Chief of Staff and Public Works Officer. The peacetime mission of CBU-403 is to perform construction projects directed by the Public Works Officer in support of the Academy. Superintendent, U.S. Naval Academy/Annapolis Area Coordinator Instruction 5450.12C, "Mission, Functions and Employment Policy of Construction Battalion Unit-403 (CBU-403)," states that the unit is tasked through the chain of command with specific projects in order to maintain its required military capabilities.

The Marine Barracks, U.S. Naval Station, Annapolis, provides security and ceremonial support for the Academy. That unit is administratively under the command of the Commandant of the Marine Corps, but operationally under the command of the Superintendent.

Objective

The objective of the audit, which was directed by the Senate Armed Services Committee, was to determine which noninstructional military staff positions at the Academy are essential for the accomplishment of the mission of the Academy or for the maintenance of the quality of life for the Brigade of Midshipmen. An extract from the "National Defense Authorization Act for Fiscal Year 1993" pertaining to this tasking is provided in Appendix A.

Scope

The audit evaluated which noninstructional military staff positions at the Academy, Naval Station, CBU-403, and the Marine Barracks were essential. We also evaluated whether the essential noninstructional positions could be filled by civilian, rather than military personnel, without affecting the accomplishment of the mission of the Academy or the maintenance of the quality of life for the Brigade of Midshipmen.

To determine the billets to be evaluated, we reviewed staffing documentation provided by the audited activities. We reviewed and analyzed instructions, manuals, and job and position descriptions relative to those billets. In addition, we were given copies of the efficiency reviews made by the Resource Management Department of the Academy since the latter part of 1991. Of the 886 authorized billets, we identified 631 billets as authorized noninstructional military staff positions (see table below). We interviewed 262 of the personnel who either occupied the 631 billets or supervised the personnel in those billets.

Introduction

Academy Military Personnel

Unit	Total Authorizations			Noninstructional Billets		
	Officer	Enlisted	Total	Officer	Enlisted	Total
Academy*	405	6	411	150	6	156
Naval Station	16	368	384	16	368	384
CBU-403	1	34	35	1	34	35
Marine Barracks	<u>2</u>	<u>54</u>	<u>56</u>	<u>2</u>	<u>54</u>	<u>56</u>
Totals	<u>424</u>	<u>462</u>	<u>886</u>	<u>169</u>	<u>462</u>	<u>631</u>

* Included in the Academy figures are 41 authorized Marine Corps officers and two enlisted billets. Fifteen officers and both enlisted personnel were in noninstructional positions.

The audit did not involve the use of statistical projections.

The audit was made from October 1992 through March 1993 at the activities listed in Appendix I. This economy and efficiency audit was made in accordance with auditing standards issued by the Comptroller General of the United States as implemented by the Inspector General, DoD.

Prior Audits and Other Reviews

In October 1989, the Senate Armed Services Committee requested that the General Accounting Office (GAO) conduct an audit of the military academies. As a result of its review, the GAO issued reports indicating that efficiencies could be attained in the operations at the academies. Report No. GAO/T-NSIAD-90-28, (Office of the Secretary of Defense [OSD] Case No. 8294), "Review of the Cost and Operations of DoD's Service Academies," and Report No. GAO/NSIAD-91-79, (OSD Case No. 8585), "DoD Service Academies: Improved Cost and Performance Monitoring Needed," discuss audit oversight of the academies. The reports state that more oversight was needed at the academies and recommended that the Secretary of Defense evaluate alternative means of providing oversight and advice to the academies.

The Academy, responding to the challenge of fiscal restraints and downsizing, continued to look at the future of the Academy in terms of size, shape, and evolving mission. At the time of our audit, the Deputy for Management of the Academy had almost completed efficiency reviews of the Academy and Naval Station. The results of the reviews were intended to allow the Academy to respond to budget adjustments and to meet the changing requirements of the Academy. For example, the most recent result was the elimination of 12 noninstructional enlisted billets in January 1993, based primarily on the results of those reviews. These 12 billets are not included in our recommended actions.

Part II - Finding and Recommendations

Requirements for Noninstructional Military Personnel

Eleven of the 631 noninstructional military billets authorized at the Academy were not essential for the accomplishment of its mission or for the maintenance of the quality of life of the Brigade of Midshipmen. Another 26 noninstructional billets were classified as military positions, although documentation and duties did not support the classification. By deleting or converting those positions, funds totaling \$404,500 annually, or \$2.4 million during the execution of the FY 1994 through FY 1999 Future Years Defense Program could be put to better use and 37 military personnel could be reassigned to more essential functions within the Navy.

Background

Academy operations are divided among seven organizational elements: the Office of the Superintendent, Academic Dean and Provost, Chief of Staff, Dean of Admissions, Deputy for Management, Commandant of Midshipmen, and Director of Athletics. The Office of the Superintendent provides direction to the Academy and supports the day-to-day activities of the Superintendent. The Academic Dean guides and supervises the academic program. The Chief of Staff is responsible for personnel and administrative functions not involving midshipmen and civilian faculty and for the operation of logistic support functions, such as public works, supply, and security. The Dean of Admissions guides and supervises the Admissions and Candidate Guidance Programs. The Deputy for Management directs the overall management systems of the Academy to include management planning and resource management. The Commandant of Midshipmen has primary responsibility for the military and professional development programs for the Brigade of Midshipmen. Lastly, the Director of Athletics supervises and coordinates the participation of midshipmen in intercollegiate athletics.

Military billet authorizations are identified on Operational Naval Form 1000.2, "Manpower Authorization," for the Naval Station, CBU-403, and authorized Naval personnel at the Naval Academy. The authorized Marine Corps officers and enlisted billets at the Naval Academy are identified on an internal Standard Report. The Table of Organization for the Marine Barracks documents its authorized billets. Secretary of the Navy Instruction No. 12510, "Delegation of Position Classification Authority and Position Management Responsibilities Consistent with Payroll Management," effective October 1, 1986, provides policy and guidance for the Navy's Manage to Payroll concept. Navy policy states that all positions and organizations be structured to achieve efficiency and economy in support of the mission of the organization. Manage to Payroll

Requirements for Noninstructional Military Personnel

provides military and civilian managers the authority to establish and classify civilian positions, subject to the civilian payroll resources available to their organizations in the accomplishment of this goal.

Before April 1991, all authorized billets at the Academy were officer billets. Documentation establishing that policy could not be obtained. Academy staff personnel told us that it was more of a tradition than a requirement to assign officers to Academy billets. On August 21, 1990, the Chief of Naval Personnel issued a memorandum to establish six senior enlisted billets within the Organization of the Commandant of Midshipmen. Those billets were authorized, beginning in April 1991, to help facilitate the ability of Midshipmen to interact with enlisted personnel. Another 368 enlisted billets, including those enlisted billets that are provided to the Academy as support, were assigned to the Naval Station. We determined that none of the military billets, officer or enlisted, assigned to the Naval Station were instructional. United States Code, title 10, section 6970, requires that, "an officer of the Supply Corps shall be detailed as the storekeeper at the Naval Academy." We determined that no other position at the Academy had a mandatory requirement for military personnel. Conversely, CBU-403 has a wartime mission and, therefore, a requirement for military personnel. The duties of the Marine Barracks personnel are largely ceremonial and, therefore, also require military personnel.

Billets Identified for Deletion

The 11 noninstructional military billets at the Academy had been vacant for over a year without degradation of the operations of the respective areas. The billets are identified in Appendix B and are described in the paragraphs below. Eliminating the 11 billets will result in savings of \$310,000 per year and \$1.9 million over the period of the FY 1994 through FY 1999 Future Years Defense Program (see Appendix C).

Sailing Center. The Academy Sailing Center is responsible for providing a professional sail training program for the midshipmen, with emphasis on development of leadership, technical skills, seamanship, and navigation. Twenty-eight billets with various position descriptions, designated grades, and military occupations were authorized for enlisted personnel at the Sailing Center. The enlisted personnel performed organizational-level maintenance on the sailcraft, which were used by the midshipmen at the Academy. Eight of the enlisted billets had been vacant for over a year. We discussed the need to retain the eight billets with the Sailcraft Maintenance Department head, the Director of Naval Academy Sailing, and the Commander of the Naval Station. From those discussions and from the analysis of staffing documentation, we concluded that the eight billets were not essential and that their deletion would cause no degradation to the maintenance operation at the Sailing Center.

Midshipmen Food Services. One of the major functions of the Midshipmen Food Service Division (the Division) is to oversee the Mess Attendant Contract. The Division has 12 authorized enlisted billets. The personnel assigned to those

Requirements for Noninstructional Military Personnel

billets primarily serve as designated quality assurance monitors for the food service contract. At the time of our audit, 10 personnel were assigned. We reviewed the organizational structure; the manpower authorization document; and the Efficiency Review, dated December 10, 1991, which indicated that the Division had been operating with only nine enlisted personnel. We discussed the staffing level with the Food Service Officer and Assistant Food Service Officer and concluded that the Division had been functioning effectively, even though operating below its authorized strength, for more than a year. We determined that deleting one section leader and two quality assurance representatives would not hinder the operation of the Division.

Billets Identified for Conversion From Military To Civilian

We determined that an additional 26 authorized noninstructional military billets, which are essential either to the accomplishment of the mission of the Academy or to the maintenance of quality of life of the Brigade of Midshipmen, could be converted to civilian billets. The authorized noninstructional billets, identified in Appendix D and discussed in the paragraphs below, could be occupied by civilians without degradation to the performance of the Academy's military functions. These conversions could result in the potential savings of about \$179,000 per year and \$1.07 million over the period of the FY 1994 through FY 1999 Future Years Defense Program (see Appendix E).

Brigade Activities. Brigade Activities personnel are responsible to plan, coordinate, and execute all nonacademic and nonathletic events that involve the Brigade of Midshipmen. The Schedules Officer functions as the focal point for all activities of the Brigade of Midshipmen. The incumbent prepares and publishes annual, quarterly, and weekly schedules of events. We interviewed the Schedules Officer and the supervisor of that billet, the Operations Officer, and determined that the billet for Schedules Officer could be occupied by a civilian. At a later meeting, the Operations Officer and the Deputy Commandant of Midshipmen agreed that the position of Schedules Officer did not require the skills and experience of a military officer.

Commandant of Midshipmen-Comptroller. The Office of the Commandant of Midshipmen has primary responsibility for the military and professional development programs at the Academy. The Commandant of Midshipmen-Comptroller billet is essential for the accomplishment of that responsibility. The Commandant of Midshipmen-Comptroller provides oversight of the budget management function within other offices in the Office of the Commandant of Midshipmen. However, the duties and responsibilities of the billet for Commandant of Midshipmen-Comptroller, as related to us by the incumbent and the Deputy Commandant of Midshipmen, do not require the billet to be classified as a military billet.

Deputy for Management-Comptroller. The "Naval Academy Organization and Management Manual," August 12, 1986, states that the Comptroller is responsible for providing financial advice to top management, for reporting

Requirements for Noninstructional Military Personnel

directly to the Deputy for Management, and for the operation and management of the Academy's accounting and budget functions. The Office of the Deputy for Management-Comptroller has only one military officer, the Comptroller, authorized and assigned; the remaining employees are civilian. We interviewed the incumbent and reviewed the duties and responsibilities of the position. The Comptroller functions as a financial officer rather than the primary advisor to the Superintendent on critical budget decisions. The primary budget advisor is the Deputy for Management. Therefore, the Comptroller does not directly affect the Academy's budget decisions. As a result, we concluded that instead of a military classification, the billet for the Deputy for Management-Comptroller should be occupied by a civilian. In addition, a civilian Deputy for Management-Comptroller would provide more continuity than a military officer who is required to be transferred periodically.

Public Affairs. The Public Affairs Office provides internal and external information programs for the Academy, coordinates media coverage for the Academy's ceremonies and events, and prepares statements for release to the news media. We determined that the position of staff journalist was necessary for the efficient functioning of the Public Affairs Office primarily because of the already low staffing authorizations and a consistently heavy work load. However, we concluded that the function could be performed by a civilian, based on interviews with the incumbent and the Public Affairs Officer and on a review of the duties and responsibilities, which were more clerical rather than journalist functions. We discussed our determination with the Director of Public Affairs and he agreed that the billet for staff journalist did not require a military classification.

Physical Education. The Physical Education Department provides midshipmen with the facilities to meet the Commandant of Midshipmen's objective to develop the skills necessary to sustain outstanding performance in a competitive environment. The manpower authorization document identifies the position titles for the seven authorized noninstructional enlisted billets for the Physical Education Department. However, the position titles did not reflect the primary duties of the positions. According to their supervisors, the primary function of the seven billets was to provide security for the physical education facilities. From discussions with the supervisors, we concluded that military-unique skills or knowledge are not required for the billets and that they could be occupied by civilians. The Head of the Physical Education Department agreed with our conclusion.

Public Works. The Public Works Department (Department) provides for the operation and maintenance of facilities at the Academy and the Naval Station. Based on interviews with the four authorized and assigned officers in the Department and on a review of the duties and responsibilities of the positions, we concluded that the four billets are essential. However, based on information provided during interviews and documented duties and responsibilities, we also concluded that the billet for the Assistant Public Works Officer could be occupied by a civilian. That action would provide both continuity and stability within the Department, and remaining military personnel within the Department

Requirements for Noninstructional Military Personnel

would provide needed military oversight of the function. This conclusion was endorsed by the Superintendent in his response to a Board of Visitors review of the four positions.

Midshipmen Supply Department. The mission of the Academy Supply Department is to provide the full range of logistic support to the Academy. The Academy Supply Officer reports to the Commandant of the Midshipmen as the officer in charge of the Midshipmen Supply Department (Supply Department) and to the Chief of Staff concerning all other Academy supply operations. We interviewed the four officers and seven enlisted personnel authorized and assigned to the Supply Department. Also, we reviewed the organization and the duties and responsibilities of the Supply Department staff and concluded that the four officers and the senior enlisted personnel provided necessary military oversight of the supply function. However, the six remaining enlisted personnel were either assistants or clerks performing general supply functions, which could be performed by civilians. According to officials of the Academy Supply Department, the positions required military personnel because:

- o military billets provided management flexibility in assigning and accomplishing tasks where needed, due to the number of civilian positions vacant for an extended period of time;

- o military personnel assigned to the billets bring in new and innovative ideas in the management of supply operations; and

- o a military presence is needed because of interaction with other military personnel within the Academy.

We considered those comments and, based on our interviews with assigned personnel and analyses of the Supply Department organization, its duties, and responsibilities, we made the following conclusions.

- o A civilian supply staff can be cross-trained to provide management flexibility in assignments. Due to the personnel shortages mentioned above, this action has already been taken.

- o The opportunity for new ideas can be acquired through the four officers and the one senior enlisted staff member authorized in the Supply Department. The potential would be greater for supervisory military personnel to effect a change in supply operations than lower graded enlisted personnel.

- o Enlisted military and civilian employees within the Supply Department perform the same duties and responsibilities, and as a result, interact equally with the military customers at the Academy. Therefore, the view that military personnel are needed to interact with other military personnel is not valid, especially in the supply arena.

Family Service Center. The Family Service Center provides assistance, information and referral services, counseling, and family assistance programs for active duty members of the Military Departments, retirees, and Annapolis resident family members of military personnel. Three military personnel were

Requirements for Noninstructional Military Personnel

authorized and assigned to the Family Service Center at the time of our audit. We reviewed the duties and responsibilities of the personnel and determined that the positions they occupied were essential to the effective operation of the Family Service Center. However, one of the billets, Yeoman, is primarily for clerical duties. The Yeoman billet is the only clerical position authorized and assigned within the Family Service Center and is therefore, essential. We concluded that the billet could be reclassified as a civilian position without degrading the operation of the Family Service Center.

Naval Station Morale, Welfare, and Recreation (MWR). The MWR Department provides MWR services to active duty enlisted personnel and officers assigned to the Naval Station. The MWR Director is a civilian as are all the supervisory staff. Seven enlisted personnel are authorized and assigned to the MWR Department under the supervision of the Resources and Facilities Manager. The enlisted personnel were responsible for securing the MWR areas at the end of the work day or at the conclusion of activities. Although the assigned enlisted personnel performed needed general maintenance functions, we believe those functions do not require military skills. Based on interviews with incumbents and the supervisor and on a review of the duties and responsibilities of the positions, we determined that the seven billets do not require military skills or expertise and should be reclassified as civilian billets. Naval Station officials believed that the MWR functions should be performed by military personnel for the following reasons.

- o The MWR military staff provides security and maintenance management for 17 facilities at the Naval Station.

- o A military staff provides flexibility in conjunction with the Naval Station Command Duty Officer in the event of after-hours emergencies.

- o After-hours athletic and MWR events at the Naval Station would require the use of military personnel to secure areas at the conclusion of activities.

- o Nonappropriated funds are not available to hire an MWR manager.

We considered the officials' comments. However, we concluded that the MWR function is basically a civilian function that does not require military expertise. In comparison, the Academy's Midshipmen Recreational Activities Facilities function has only one military officer (the division head) authorized and assigned. The remaining employees are civilians. That organization, with identical functions, operates properly without a large military staff.

Other Identified Billet Actions

Other actions relative to essential military billets need to be executed to improve the overall operation of the Naval Station. Those actions, which do not involve deleting or reclassifying military noninstructional billets, are summarized in

Requirements for Noninstructional Military Personnel

Appendix F and are discussed in the following paragraphs. The accomplishment of the actions will require an expenditure of about \$84,000 per year and \$506,000 over the period of the Future Years Defense Program (see Appendix G).

Small Craft Repair Facility (SCRF). The function of the SCRF is to provide, maintain, and repair power and sailcraft used in support of the midshipmen's professional development. The SCRF is divided into four divisions: Sail Loft/Rigging, Machinery, Electrical, and Hull. Military personnel have been assigned to all but the Sail Loft/Rigging Division. Based on discussions with the SCRF Officer and the Naval Station Commander, we concluded that a Division Officer billet, Lieutenant (0-3), should be established in the Machinery Division. The Machinery Division has no authorized Division Officer billet. Division Officers provide an important link in the military chain of command between enlisted personnel and the SCRF Officer and ensure that enlisted personnel receive career counseling and training.

Dive Locker. Full-time military personnel are assigned to the Dive Locker facility at the Naval Station to support the diving operations at the Academy. The billets for the personnel are authorized within the SCRF, but are under the control of the Operations Department of the Naval Station. As a result of interviews with assigned personnel, an analysis of their duties and responsibilities, and a discussion with the Naval Station Commander, we concluded that a separate Dive Locker facility is not needed for personnel who are qualified divers. Diving is not a full-time duty; therefore, the personnel should be relocated to the SCRF, in accordance with the manpower authorization document, to support the required diving operations at the Naval Station when needed.

Naval Station Administrative Department. The First Lieutenant's Office, within the Administrative Department, is responsible for the security and maintenance requirements of Naval Station buildings and grounds. Based on an analysis of the duties and responsibilities of authorized personnel in the First Lieutenant's Office, we concluded that the designated grade and rate for the position of Maintenance Supervisor should be changed from a Machinist's Mate 2nd Class to a Builder Chief. The occupational specialty of Builder Chief is better suited to ensure the proper oversight of the First Lieutenant's operations at the Naval Station. As a result of discussions with the SCRF Officer, Administrative Officer, Executive Officer, and Naval Station Commander, we determined that it would benefit the Naval Station to move two vacant Builder 1st Class billets from Hull Division in the SCRF to the First Lieutenant's Office. The Builder 1st Class authorizations could be better utilized in the First Lieutenant's Office where they would provide much needed support to the First Lieutenant's functions.

At the time of our audit, the Naval Station had no authorized billet for a Training Chief Petty Officer. However, a Chief Petty Officer performs training duties that ensure military personnel retain their proficiency and enhance their military careers. We interviewed the individual and the supervisor, the Naval Station Administrative Officer. We also reviewed a statement of the duties and responsibilities of the Training Chief Petty Officer. We concluded that the

Requirements for Noninstructional Military Personnel

Naval Station needed a permanent Training Chief Petty Officer within the Administrative Department to establish and monitor an effective training program for the military personnel at the Naval Station. In order to rectify the lack of an authorized billet for the Training Chief Petty Officer, we determined that the Builder Chief billet in Hull Division could be moved to the Administrative Department and that the position title should be changed to Training Chief Petty Officer with the appropriate designated grade and military specialty code. The Builder Chief billet was vacant and was considered not essential in Hull Division because the Navy has no authorized billets for boat builder. Also, the military personnel in Hull Division primarily assist the civilians who have boat builder expertise.

Naval Station Security Officer. Physical security of the Naval Station is provided through the Naval Station Security Police. The Security Officer billet is required as directed by Operational Naval Instruction 5530.14B, "Department of the Navy Physical Security and Loss Prevention," December 21, 1988. At the time of our audit, the Naval Station did not have a permanent billet authorized for the Security Officer function. The Security Officer is assigned to the Facilities Manager/First Lieutenant billet. However, that billet's function is performed as a collateral duty by the Administrative Officer of the Naval Station. The Security Officer position is essential for the effective operation of the Naval Station Security Police. Therefore, we determined that the Facilities Manager/First Lieutenant billet should be redesignated the Security Officer billet on the manpower authorization document.

Conclusion

Of 631 authorized noninstructional military billets at the Academy, 11 were not essential for the accomplishment of the mission or for the maintenance of the quality of life of the Brigade of Midshipmen. In addition, although 26 noninstructional billets were classified as requiring military personnel, the classification could not be justified based on the duties and responsibilities of the positions. Due to these conditions, the need for military personnel at the Academy was overstated. Implementation of our recommendations should enhance the operation of the Academy and should allow for the reassignment of military personnel to more essential functions within the Navy. A savings of about \$404,500 per year or \$2.4 million over the period of the Future Years Defense Program would also be realized (see Appendix G).

Recommendations, Management Comments, and Audit Response

We recommend that the Superintendent, United States Naval Academy initiate action to:

Requirements for Noninstructional Military Personnel

1. Delete the billets listed in Appendix B from Operational Naval Form 1000.2, "Manpower Authorization," for the United States Naval Academy and Naval Station, Annapolis.

Management Comments. The Department of the Navy concurred with the recommendation.

2. Reclassify the military billets listed in Appendix C as civilian billets on Operational Naval Form 1000.2, "Manpower Authorization," for the United States Naval Academy and Naval Station, Annapolis.

Management Comments. The Department of the Navy partially concurred with the recommendation except for the conversion of the two clinical psychologists at the Midshipmen Counseling Center. The comments stated that currently the Navy is not experiencing a shortage of active duty psychologists. The comments added that civilian psychologists do not live the Navy experience and their value as role models does not compare with the value of having an officer with a diversity of duty stations before assignment to the Academy.

Audit Response. Our conclusion of the need to convert the two clinical psychologists to civilian billets was based primarily on a 1991 efficiency review that identified a shortage of psychologists in the Navy. Based on the current information provided in the Navy's comments, appropriate changes have been made in this final report.

3. Establish the billets and execute the personnel actions listed in Appendix D on Operational Naval Form 1000.2, "Manpower Authorization," for Naval Station, Annapolis.


Management Comments. The Department of the Navy concurred with the recommendation.

4. Obtain increased end strength authorizations and funding authority before implementation of Recommendations 2. and 3.

Management Comments. The Department of the Navy concurred with the recommendation.

Part III - Additional Information

Appendix A. Congressional Tasking

102 ^D CONGRESS <i>2d Session</i>	HOUSE OF REPRESENTATIVES	REPORT 102-966
<p>NATIONAL DEFENSE AUTHORIZATION ACT FOR FISCAL YEAR 1993</p> <hr/> <p>CONFERENCE REPORT</p> <p>TO ACCOMPANY</p> <p>H.R. 5006</p>  <p>OCTOBER 1, 1992.—Ordered to be printed</p> <hr/> <p>U.S. GOVERNMENT PRINTING OFFICE WASHINGTON : 1992</p>		
59-624		

extent the Secretary considers proper. Such delegation may be made with or without the authority to make successive redelegations."

(b) CIVILIAN FACULTY AT AIR FORCE ACADEMY.—Section 9331 of title 10, United States Code, is amended by adding at the end the following new subsection:

"(c)(1) The Secretary of the Air Force may employ as many civilians as professors, instructors, and lecturers at the Academy as the Secretary considers necessary.

"(2) The compensation of persons employed under this subsection shall be as prescribed by the Secretary.

"(3) The Secretary may delegate the authority conferred by this subsection to any person in the Department of the Air Force to the extent the Secretary considers proper. Such delegation may be made with or without the authority to make successive redelegations."

(c) PROPOSED LEGISLATION TO INCREASE CIVILIAN FACULTY MEMBERS.—Not later than April 1, 1993, the Secretary of Defense shall transmit to the Committees on Armed Services of the Senate and House of Representatives recommended legislation for—

(1) increasing the number of civilians on the faculty at the United States Military Academy and the United States Air Force Academy; and

(2) reducing the number of officers of the Armed Forces assigned or appointed as permanent faculty at the United States Military Academy and the United States Air Force Academy.

SEC. 524. NONINSTRUCTIONAL STAFF AT SERVICE ACADEMIES.

(a) REVIEW OF NONINSTRUCTIONAL STAFF POSITIONS.—The Inspector General of the Department of Defense shall conduct a management audit of the noninstructional staff positions at the United States Military Academy, the United States Naval Academy, and the United States Air Force Academy to determine which positions are absolutely essential for the accomplishment of the mission of these service academies and the maintenance of the quality of life at these service academies.

(b) REPORT ON RESULTS OF REVIEW.—Not later than June 1, 1993, the Secretary of Defense shall submit to Congress a report specifying those actions taken or proposed to be taken as a result of the management audit required by subsection (a).

SEC. 525. AUTHORITY OF UNITED STATES MILITARY ACADEMY TO CONFER THE DEGREE OF MASTER OF ARTS IN LEADERSHIP DEVELOPMENT.

Upon the recommendation of the faculty of the United States Military Academy, the Superintendent of the Academy may confer the degree of master of arts in leadership development upon persons who—

(1) before the date of the enactment of this Act, graduated from the program in leadership development offered at the Academy and fulfilled the requirements for the degree; or

(2) as of that date, are enrolled in the program in leadership development offered at the Academy and subsequently graduate from the program and fulfill the requirements for the degree.

Appendix B. Billets Identified for Deletion

Location	Billet Number	Military Grade	Position Title
Academy Sailing Center	04360	Enlisted-4	Electrical Maintenance
	04360	Enlisted-4	Electrical Maintenance
	04370	Enlisted-4	Electrical Maintenance
	04380	Enlisted-4	Hull Maintenance
	04400	Enlisted-3	Maintenance Repair
	04400	Enlisted-3	Maintenance Repair
	04400	Enlisted-3	Maintenance Repair
	04400	Enlisted-3	Maintenance Repair
Midshipmen Food Services	12020	Enlisted-7	Section Leader
	12050	Enlisted-5	Quality Assurance Representative
	12050	Enlisted-5	Quality Assurance Representative

Appendix C. Potential Monetary Benefits of Deletions

Military Grade	Military Compensation (Base Year) ¹	Number to be Eliminated	Benefit of Elimination (Base Year) ¹	Benefit of Elimination (6 Years) ²
Enlisted-7	\$46,600	1	\$ 46,600	\$ 279,600
Enlisted-5	\$32,643	2	65,286	391,716
Enlisted-4	\$26,839	4	107,356	644,136
Enlisted-3	\$22,738	<u>4</u>	<u>90,952</u>	<u>545,712</u>
Totals		<u>11</u>	<u>\$310,194</u>	<u>\$1,861,164</u>

¹ Our estimate of potential monetary benefits is based on FY 1992 Military-Civilian Equivalent Pay Rates for the Navy, published by the Comptroller of the Department of Defense, to support FY 1994/FY 1995 Defense Business Operations Fund budget formulation. We did not use the exact civilian equivalent for each military pay grade. Instead, we used the next higher civilian pay grade to allow for the overtime or additional staffing that may be needed as a result of the conversion from military to civilian billets.

² FY 1994 through FY 1999 Future Years Defense Program

Appendix D. Billets Identified for Reclassification

Location	Billet Number	Military Grade	Position Title
Brigade Activities	¹	Officer-3	Schedules Officer
Commandant of Midshipmen	12700	Officer-4	Comptroller
Deputy for Management	07200	Officer-5	Comptroller
Public Affairs	²	Enlisted-4	Staff Journalist
Physical Education	11510	Enlisted-6	Facility Supervisor
	11520	Enlisted-5	Assistant Facility Supervisor
	11530	Enlisted-4	Equipment Repairman
	11540	Enlisted-3	Equipment Repairman
	11570	Enlisted-3	Physical Education Instructor
	11570	Enlisted-3	Physical Education Instructor
	11570	Enlisted-3	Physical Education Instructor
Public Works Department	03200	Officer-5	Assistant Public Works Officer
Naval Academy Supply	11920	Enlisted-6	Clerk/Technical Review
	11925	Enlisted-6	Clerk/Technical Review
	11930	Enlisted-6	Property Claims Assistant
	11940	Enlisted-5	Quality Control Assistant
	11980	Enlisted-5	Clerk/Customer Service
	11990	Enlisted-5	Clerk/Customer Service
	11990	Enlisted-5	Clerk/Customer Service
Family Service Center	²	Enlisted-3	Yeoman
Naval Station Morale, Welfare and Recreation	01210	Enlisted-7	Supervisor/Chief Petty Officer
	01220	Enlisted-6	Lead Petty Officer
	01250	Enlisted-5	Facility Maintenance Supervisor
	01260	Enlisted-6	Central Cashier
	01275	Enlisted-5	Receiving Agent
	01290	Enlisted-3	Facility Maintenance
	01290	Enlisted-3	Facility Maintenance

¹ No billet number was identified on staffing documents for Marine Corps authorized positions at the Academy.

² Staffing authorization documents identified only number of personnel authorized, not billet numbers.

Appendix E. Potential Monetary Benefits of Conversions

Military Grade	Civilian Grade Equivalent ¹	Military Compensation (Base Year) ²	Civilian Compensation (Base Year) ²	Number to be Converted	Total Military Compensation	Total Civilian Compensation	Benefit of Conversion (1 Year)	Benefit of Conversion (6 Years) ³
Officer-5	GS-15	\$97,284	\$87,211	2	\$ 194,568	\$ 174,422	\$ 20,146	\$ 120,876
Officer-4	GS-14	\$82,368	\$74,142	1	82,368	74,142	8,226	49,356
Officer-3	GS-13	\$70,472	\$62,740	1	70,472	62,740	7,732	46,392
Enlisted-7	GS-07	\$46,600	\$29,744	1	46,600	29,744	16,856	101,136
Enlisted-6	GS-06	\$39,430	\$26,768	6	236,580	160,608	75,972	455,832
Enlisted-5	GS-06	\$32,643	\$26,768	6	195,858	160,608	35,250	211,500
Enlisted-4	GS-05	\$26,839	\$24,014	2	53,678	48,028	5,650	33,900
Enlisted-3	GS-04	\$22,738	\$21,465	<u>7</u>	<u>159,166</u>	<u>150,255</u>	<u>8,911</u>	<u>53,466</u>
Totals				<u>26</u>	<u>\$1,039,290</u>	<u>\$860,547</u>	<u>\$178,743</u>	<u>\$1,072,458</u>

¹ Equivalent civilian grade plus one.

² Our estimate of potential monetary benefits is based on FY 1992 Military-Civilian Equivalent Pay Rates for the Navy, published by the Comptroller of the Department of Defense, to support FY 1994/FY 1995 Defense Business Operations Fund budget formulation. We did not use the exact civilian equivalent for each military pay grade. Instead, we used the next higher civilian pay grade to allow for the overtime or additional staffing that may be needed as a result of the conversion from military to civilian billets.

³ FY 1994 through FY 1999 Future Years Defense Program.

Appendix F. Other Identified Billet Actions

Location	Position Title	Recommended Action
Small Craft Repair Facility	Machinery Division Officer	Establish officer billet (0-3). Move authorized Builder Chief (BUC) billet from Hull Division to Administrative Department on Manpower Authorization document.
Naval Station Dive Locker		Relocate in accordance with the Manpower Authorization document.
Naval Station First Lieutenant	Maintenance Supervisor	Change the Designated Grade/Rate for this billet from Machinist Mate 2 to Builder Chief.
	Crew Supervisor	Move two of three authorized Builder (BU1) billets from Small Craft Repair Facility-Hull Division, to First Lieutenant Office, Administration Office, on Manpower Authorization document.
Naval Station Administrative Section	Training Chief Petty Officer	Establish enlisted billet using Builder Chief (BUC) billet from Small Craft Repair Facility-Hull Division.
Naval Station Security	Security Officer	Convert Facility Manager - First Lieutenant (officer billet number 02400) to Security Officer on Manpower Authorization document.

Appendix G. Potential Cost of Other Actions and Summary

Action	Military Compensation (Base Year) ¹	Cost of Billet Action (6 Years) ²
Cost of Establishment of Officer-3 Billet	\$70,472	\$422,832
Cost of Converting Machinist Mate-2 (Enlisted-5) Billet to Builder Chief (Enlisted-7)		
Enlisted-7	\$46,600	
Enlisted-5	(32,643)	
Cost of Conversion	<u>\$13,957</u>	<u>\$ 83,742</u>
Total Cost of Other Billet Actions	<u>\$84,429</u>	<u>\$506,574</u>
Summary		
Potential Benefits of Deletions (Base Year) (See Appendix C)		\$ 310,194
Potential Benefits of Conversions (Base Year) (See Appendix E)		178,743
Cost of Other Billet Actions (Base Year)		<u>(84,429)</u>
Net Potential Benefit (Base Year)		\$ 404,508
Net Potential Benefit (Future Years Defense Program)		<u> x 6</u>
		<u><u>\$2,427,048</u></u>

¹ Our estimate of potential monetary benefits is based on FY 1992 Military-Civilian Equivalent Pay Rates for the Navy, published by the Comptroller of the Department of Defense, to support FY 1994/FY 1995 Defense Business Operations Fund budget formulation. We did not use the exact civilian equivalent for each military pay grade. Instead, we used the next higher civilian pay grade to allow for the overtime or additional staffing that may be needed as a result of the conversion from military to civilian billets.

² FY 1994 through FY 1999 Future Years Defense Program.

Appendix H. Summary of Potential Benefits Resulting from Audit

Recommendation Reference	Description of Benefit	Type of Benefit
1., 2., 3., and 4.	Economy and Efficiency. The deletion, reclassification, movement, and establishment of billets enhances the operation of the Academy and allows for the reassignment of military personnel to more essential functions within the Navy.	The deletion, reclassification, and establishment of billets will save about \$404,500 per year or \$2.4 million over the execution of the FY 1994 through FY 1999 Future Years Defense Program. (Funds put to better use.)

Appendix I. Organizations Visited or Contacted

Office of the Secretary of Defense

Assistant Secretary of Defense (Financial, Manpower and Personnel), Washington, DC

Department of the Army

United States Military Academy, West Point, NY

Department of the Navy

Office of the Assistant Vice Chief of Naval Operations (N09B), Washington, DC
United States Naval Academy, Annapolis, MD
Naval Station, Annapolis, MD
Construction Battalion Unit - 403, Annapolis, MD
United States Marine Corps Barracks, Annapolis, MD

Department of the Air Force

United States Air Force Academy, Colorado Springs, CO

Appendix J. Report Distribution

Office of the Secretary of Defense

Assistant Secretary of Defense (Force Management and Personnel)
Comptroller of the Department of Defense
Assistant to the Secretary of Defense for Public Affairs

Department of the Army

Auditor General, U.S. Army Audit Agency

Department of the Navy

Secretary of the Navy
Assistant Secretary of the Navy (Financial Management)
Commandant of the Marine Corps
Auditor General, Naval Audit Service
Superintendent, United States Naval Academy

Department of the Air Force

Auditor General, U.S. Air Force Audit Agency

Defense Agencies

Director, Defense Contract Audit Agency
Inspector General, Defense Intelligence Agency
Director, Defense Logistics Studies Information Exchange
Inspector General, National Security Agency

Non-DoD Offices

Office of Management and Budget
U.S. General Accounting Office, National Security and International Affairs Division,
Technical Information Center

Non-DoD Offices (Cont'd)

Chairman and Ranking Minority Member of each of the following Congressional Committees and Subcommittees:

- Senate Committee on Appropriations
- Senate Subcommittee on Defense, Committee on Appropriations
- Senate Committee on Armed Services
- Senate Committee on Governmental Affairs
- Senate Subcommittee on Manpower and Personnel, Committee on Armed Services
- House Committee on Appropriations
- House Subcommittee on Defense, Committee on Appropriations
- House Committee on Armed Services
- House Subcommittee on Military Forces and Personnel, Committee on Armed Services
- House Committee on Government Operations
- House Subcommittee on Legislation and National Security, Committee on Government Operations

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Part IV - Management Comments

Department of the Navy Comments



DEPARTMENT OF THE NAVY
OFFICE OF THE SECRETARY
WASHINGTON D C 20350-1000

10 AUG 1993

MEMORANDUM FOR THE INSPECTOR GENERAL, DEPARTMENT OF DEFENSE

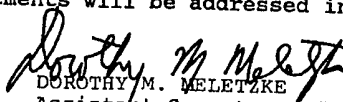
Subj: DRAFT AUDIT REPORT ON NONINSTRUCTIONAL MILITARY POSITIONS
AT THE UNITED STATES NAVAL ACADEMY (PROJECT 3RA-0001.01)

Ref: (a) DoDIG memo of 29 Jun 93

Encl: (1) Status of Actions on Recommendations

In response to reference (a), Department of the Navy comments on the subject draft audit report are provided in enclosure (1).

The Department concurs with most of the recommended actions. However, provision of funding for conversion of military billets to civilian positions in a period of drastic downsizing will require the elimination, rather than the reassignment of military billets. The resource adjustments will be addressed in the FY 1995 DoN Budget Review.


DOROTHY M. MELETZKE
Assistant Secretary of the Navy
(Manpower and Reserve Affairs)
Acting

Copy to:
NAVINGEN
NAVCOMPT (NCB-53)

STATUS OF ACTIONS ON RECOMMENDATIONS
DRAFT AUDIT REPORT ON NONINSTRUCTIONAL MILITARY
POSITIONS AT THE USNA (PROJECT NO. 3RA-0001.01)

1. Recommendation No. 1. Delete the billets in Appendix B from Operational Naval Form 1000.2, "Manpower Authorization," for the United States Naval Academy and Naval Station, Annapolis.

Navy Response: Concur. Six billets were deleted in March 1993. The remaining five billets should be deleted by the end of the fiscal year.

2. Recommendation No. 2. Reclassify the military billets listed in Appendix C as civilian billets on Operational Naval Form 1000.2, "Manpower Authorization," for the United States Naval Academy and Naval Station, Annapolis.

Navy Response: Partially concur. No action can be taken without the Operations and Maintenance, Navy funds to increase the Academy's budget to fund those civilian positions. In a period of drastic reductions, it is unlikely that additional civilian payroll funding can be provided without an offset. Therefore, the military billets and Military Pay, Navy funding will probably have to be eliminated to fund the civilian positions. This will be addressed in the FY 1995 DoN Budget Review.

Appendix C of the report identifies an enlisted billet assigned as a staff journalist in the Public Affairs Office. The Navy concurs with the conversion of this billet to civilian. However, the enlisted billet position was deleted by the Department of the Navy in February 1993 when the petty officer assigned to the billet received transfer orders. As noted on page 11 of the report, the position of staff journalist is necessary for the efficient functioning of the office. Establishment of a civilian position to replace the previous military billet will be addressed in POM-96.

The Navy does not concur with the conversion of the two clinical psychologist billets at the Midshipmen Counseling Center. The efficiency review which noted a shortage of psychologists in the Navy was conducted in 1991. A 9 July 1993 letter from Dr. R. D. McCullah, National Director, Navy Psychology Training Programs, National Naval Medical Center (attached), reports there is no shortage of active duty psychologists. Dr. McCullah states that the most significant facts related to personnel problems and attrition of active duty personnel are personnel management factors. Civilian psychologists do not live the navy experience and do not have the same value as a role model. He recommends the continued assignment of active duty psychologists to the Naval Academy.

Enclosure (1)

Department of the Navy Comments

3. Recommendation No. 3. Establish the billets and execute the personnel actions listed in Appendix D on operational Naval Form 1000.2, "Manpower Authorization," for Naval Station, Annapolis.

Navy Response: Concur. All actions were completed in May 1993 with the exception of the establishment of the Machinery Division Officer O-3 billet, which will be addressed as an unfunded requirement in POM-96.

4. Recommendation No. 4. Obtain increased end strength authorizations and funding authority before implementation of Recommendations 2 and 3.

Navy Response: Concur.

5. Potential monetary benefits. Potential benefits of \$2,525,760 over six years were estimated.

Navy response. Concur with potential estimate with the exception of \$16,000 per year savings from conversion of clinical psychologist billets as noted in paragraph 2 above. In addition, actual savings will depend upon military and civilian pay rates in effect at the time adjustments are made in the budget and POM.

Enclosure (1)

NATIONAL NAVAL MEDICAL CENTER
PSYCHOLOGY DEPARTMENT
BETHESDA, MD 20889-5600

1301
0208
9 JUL 93

From: National Director, Navy Psychology Training Programs
To: Senior Medical Officer, U.S. Naval Academy
Subject: PSYCHOLOGY STAFFING AT MIDSHIPMEN COUNSELING CENTER

1. As the former Senior Psychologist, USNA (1972-75), former Specialty Advisor for Clinical Psychology (1976-82) and former Medical Service Corps Assignment Officer at BUPERS (1982-85), I have an appreciation of the requirements for active duty clinical psychologists at USNA and throughout the Navy and Marine Corps. Civilian psychologists would not be more effective and responsive than active duty psychologists in meeting the needs of Midshipmen.

2. There is no shortage of active duty psychologists. In fact, our current recruiting goal for sixteen interns per year will likely be reduced due to projected excesses of active duty psychologists for FY'94.

3. More senior active duty psychologists should be assigned and have been historically assigned to USNA. A range of O-4 to O-6 with the most junior person being an O-3 with at least one previous tour can be accomplished and should be required. When I assigned psychologists to USNA, I submitted names to USNA for their review before assignment. I recommend the above criteria be enforced via the USNA placement officer at BUPERS.

4. The most significant factors related to personnel problems and attrition of active duty personnel are personnel management factors. Civilian psychologists do not live the Navy experience. Their value as a role model can not compare to an officer who has had a diversity of duty stations prior to assignment to USNA. I would suggest USNA request officers with prior tours at SERE bases, SEAL TEAM, overseas tours, SPRINT team experience, Operation Desert Storm or other operational experiences whenever possible. Austerity in PCS budgets would support extending USNA tours for psychologists to at least four to five years.

5. Per consultation with CDR Wally Campbell, MSC assignment officer at BUPERS (PERS 4415J), there are no projected shortages of active duty clinical psychologists. He concurs that recruiting goals may be reduced for FY'94 and outyears to avoid excess bodies on active duty. He is available for consultation at 8-225-9004, 703-695-9004.

Department of the Navy Comments

6. CDR Campbell and I concur that staffing at USNA is a community management issue. The new specialty advisor for clinical psychology and former senior psychologist at USNA is CAPT J.J. Brunza. He can be reached at BUMED (MEU-34) 8-224-0373, 202-653-0373.

7. Please call me at 8-295-2476, 301-295-2476 if I can be of further assistance.



R. D. MCCULLAH, PH.D.

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INTERNET DOCUMENT INFORMATION FORM

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D. Currently Applicable Classification Level: Unclassified

E. Distribution Statement A: Approved for Public Release

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