Audit Report

OFFICE OF THE INSPECTOR GENERAL

NONINSTRUCTIONAL MILITARY POSITIONS AT THE UNITED STATES AIR FORCE ACADEMY

Report No. 94-002 October 15, 1993

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Department of Defense

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Acronyms

FMC	Financial Management and Comptroller
GAO	General Accounting Office
HVAC	Heating, Ventilation, and Air Conditioning
IM	Information Management
MWR	Morale, Welfare, and Recreation
MWRS	Morale, Welfare, Recreation, and Services
OSD	Office of the Secretary of Defense
SJA	Staff Judge Advocate
SP	Security Police

INSPECTOR GENERAL
DEPARTMENT OF DEFENSE
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ARLINGTON, VIRGINIA 22202-2884

October 15, 1993

MEMORANDUM FOR ASSISTANT SECRETARY OF THE AIR FORCE
(FINANCIAL MANAGEMENT AND COMPTROLLER)

SUBJECT: Audit Report on Noninstructional Military Positions at the United States Air Force Academy (Report No. 94-002)

We are providing this final report for your information and use. It discusses the use of noninstructional military personnel at the United States Air Force 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 Air Force for comment on August 13, 1993. Comments were received from the Air Force on September 20, 1993. The timely response to the draft report, to facilitate compliance with the congressional tasking, is appreciated.

DoD Directive 7650.3 requires that all recommendations be resolved promptly. The Audit Response sections at the end of the finding identify the unresolved issues and the specific requirements to be addressed in your comments on this final report. Recommendations and monetary benefits are subject to resolution in accordance with DoD Directive 7650.3 in the event of nonconcurrence or failure to comment. Your comments should be provided by December 14, 1993.

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. Richard A. Brown at (703) 692-2925 (DSN 222-2925). The distribution of this report is listed in Appendix N.

Edward R. Jones
Deputy Assistant Inspector General
for Auditing

Office of the Inspector General, DoD

Report No. 94-002
(Project No. 3RA-0001)

October 15, 1993

NONINSTRUCTIONAL MILITARY POSITIONS AT THE UNITED STATES AIR FORCE 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 Air Force Academy reduce the Cadet Wing from 4,500 to 4,000 by 1995. The Air Force Academy support staff, therefore, must also be reduced and reorganized to meet the requirements brought about by a smaller Cadet Wing.

Objective. 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 Air Force 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. Twenty-three noninstructional military positions 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 Cadet Wing. An additional 196 military positions should have been assigned to civilian personnel. Further, 64 additional projected staffing authorizations were unwarranted.

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

Potential Benefits of Audit. Implementation of the recommendations will provide the Air Force with the ability to reassign military personnel within the Air Force without affecting the mission of the Academy or the maintenance of the quality of life. Potential monetary benefits of $2,456,969 per year or $14,741,814 during the execution of the FY 1994 through FY 1999 Future Years Defense Program will be achieved by implementation of the recommendations in this report (see Appendixes H, I, J, K, and L). The Air Force should also achieve additional cost savings by not implementing the Objective Wing Concept (discussed in Part II of the report).

Summary of Recommendations. We recommended that the Superintendent, United States Air Force Academy, delete 23 noninstructional military positions and convert 196 noninstructional military positions to civilian positions on the staffing document of the Academy. We also recommended the establishment of one position to improve operations and the reassignment of military personnel to more essential functions. In addition, we recommended that the process to add increased authorizations be terminated.

Management Comments. The Department of the Air Force concurred with Recommendation 1. to delete 23 military positions, Recommendation 3. to establish one position, and Recommendation 4. to obtain increased end-strength authorizations and civilian payroll authority; partially concurred with Recommendation 2. to reclassify military positions as civilian; and nonconcurred with Recommendation 5. to cease

implementation of the Objective Wing Concept. The Air Force did not agree that the Survival Training Manager military position should be converted to civilian and that the process that adds increased authorizations to the Academy should be terminated. The Air Force also disagreed with the 1-year and the 6-year monetary benefits to be generated by the conversion of military positions to civilian positions. The comments indicated that approximately $35,000 is allocated by the Air Staff for each General Schedule civilian employee's annual pay and benefits.

Details on management's comments and audit responses are in Part II of the report, and the full text of management's comments is in Part IV.

Audit Response. We agree with the Air Force that the audit results matched existing military grades to civilian grades without the benefit of civilian position descriptions classified by the Civilian Personnel Office and that the potential monetary benefits may be overstated, but not to the extent proposed by the Air Force. The monetary benefits were calculated using the 1992 Military-Civilian pay rates for the Air Force as published by the Comptroller of the Department of Defense to support fiscal year 1994 through fiscal year 1995 Defense Business Operations Fund budget formulation, the official rates available in DoD for making estimates. The actual savings for conversion of the positions will depend on the classifications of the civilian grades for the positions and on the military and civilian pay rates in effect at the time the adjustments are made in the Program Objective Memorandum and budget documents. For purposes of this present period estimate we believe the use of the published rates to be a reasonable basis. The actual monetary benefits will be determined and tracked in the audit followup process prescribed in DoD Directive 7650.3 at the time the positions are converted from military to civilian.

Based on comments from the Air Force, we have revised Recommendation 5. regarding the Objective Wing Concept. We requested that the Air Force comment on the revised recommendation.

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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 Air Force Academy (Academy), the newest of the Military Department academies, is one of the nation's leading institutions for undergraduate studies. The mission of the Academy is to "develop and inspire air and space leaders with vision for tomorrow." To accomplish that mission, the Academy is charged with providing training and experience to its 4,300 cadets so that they graduate with the knowledge, character, and motivation essential to leadership as career officers in the United States Air Force.

Organizational Structure. The Academy is unique in that it is a university supported by an Air Force base and is tasked as a major command because of its status as a direct reporting unit. The Superintendent is the commander of the Academy and reports directly to the Chief of Staff of the Air Force. The Vice Commander (formerly the Chief of Staff) serves as the coordinating agent for command matters and as the Base Commander. As the chief administrator, the Vice Commander directs and coordinates staff operations and performs other functions as directed by the Superintendent. In addition, the Academy has a Board of Visitors that provides oversight. The Board of Visitors was established under 10 United States Code 9355 to visit the Academy annually and to inquire into the morale, discipline, curriculum, instruction, physical equipment, fiscal affairs, academic methods, and other matters relating to the Academy. Within 60 days after its annual visit to the Academy, the Board of Visitors submits a written report to the President of the United States on its actions, views, and recommendations on the Academy.

The Academy's total operating expenditures for FY 1992 were $291 million. Of that amount, about $172 million (58 percent) was for military personnel costs and about $50 million (17 percent) was for civilian costs.

As of October 1, 1992, the Academy was authorized 2,317 military positions, of which 1,116 were officers and 1,201 were enlisted members. The Academy had 2,312 military personnel assigned, of which 1,148 were officers and 1,164 were enlisted members. Those figures do not include recent Academy graduates awaiting schooling, such as undergraduate pilot training, and pilots who are excess to staffing requirements due to Air Force Base closures and downsizing of the military forces.

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 Cadet Wing. 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 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 Cadet Wing. The audit did not involve the use of statistical projections.

To determine the positions to be evaluated, we reviewed October 1992 through April 1993 staffing documentation provided by the audited activities. We reviewed and analyzed instructions, manuals, and job descriptions relative to those positions. In addition, we were given copies of the staffing studies performed by the Academy's Plans and Programs Directorate, as well as reports from the Academy's Inspector General and Board of Visitors and the Air Force Audit Agency. Of the 2,317 authorized positions, we identified 1,204 positions as authorized noninstructional military staff positions (see Appendix B). Included in those figures are 98 instructors and professors who either do not teach or teach up to two courses during a semester. Positions in the following organizations were not included in our calculations or analysis:

- the U.S. Air Force Academy Band, because it was scheduled to be transferred to the Air Force Space Command effective July 1, 1993;

- the U.S. Air Force Academy Hospital, because recent studies by the Air Force Surgeon General's Office and the Assistant Secretary of Defense for Health Affairs indicated that the hospital is operating efficiently, effectively, and serving a useful purpose in the Colorado Springs area;

- the U.S. Air Force Academy Preparatory School, because at the time of our audit, it was undergoing a review by the Assistant Secretary of Defense (Force Management and Personnel) under the direction of Congress; and

- the 94th Airmanship Training Squadron (parachuting and UV-18 operations), because concurrent with our audit, that activity was being reviewed by the Air Force Audit Agency.

In addition, we did not include in our calculations or conclusions the 46 military positions shown in Appendix C. Those positions were planned or scheduled, by the Academy, for a change of status starting in FY 1993 through FY 1995. Twenty-nine of the positions were to be eliminated, 11 were to be converted to civilian, 3 were to be transferred to the Defense Finance and Accounting Service, and 3 were to be reassigned.

We interviewed 889 of the personnel who either occupied some of the 1,204 positions or supervised the personnel in those positions.

The audit was made from October 1992 through May 1993 at the organizations listed in Appendix M. 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 asked the General Accounting Office (GAO) to conduct an audit of the military academies. As a result of its review, the GAO issued two 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.

We obtained and reviewed the 1991 and 1992 annual reports of the Board of Visitors and determined that none of the issues, concerns, or recommendations in the reports affected the objective of our audit.

The Office of the Inspector General, United States Air Force Academy, performed Unit Effectiveness Inspections on November 15 through November 24, 1987; November 12 through November 21, 1989; and September 8 through September 18, 1992. The inspection reports contained numerous findings and observations; however, none of the issues presented in the inspection reports related to our audit objective.

The Air Force Audit Agency issued Report of Audit 261-1-21, "Review of Cadet Dining Hall Operations, U.S. Air Force Academy," on September 18, 1991. The report contained six findings concerning inefficient management of the dining hall operations and suggested corrective actions for making the dining hall more efficient and economical.

The Air Force Audit Agency started an audit of the Parachute program, Project No. 93261014, at the Academy in November 1992. The overall objective of the audit is to evaluate the efficiency and cost-effectiveness of the parachute training program. Specifically, the audit will assess the use of military instructors and the feasibility of converting program support (aircraft and pilots) to civilian or contractor operations.

During the first quarter of FY 1993, the Academy began an efficiency review of its operations. The Academy Management Review is intended to streamline operations and develop a more effective and efficient organization without degrading the mission. We did not include results of the Academy Management Review in this audit report because the review was incomplete at the end of our audit field work.

Part II - Finding and Recommendations

Noninstructional Military Personnel

The Academy was authorized 23 noninstructional military positions that were not essential for the accomplishment of its mission or for the maintenance of the quality of life of the Cadet Wing. Another 196 noninstructional positions were classified as military positions, although documentation and duties did not support the classification. Also, 64 projected staffing authorizations were unwarranted. If the Air Force adjusted authorization documents, funds totaling $2,456,969 annually or $14,741,814 during the execution of the FY 1994 through FY 1999 Future Years Defense Program could be put to better use and 219 military personnel could be available for reassignment to more essential functions within the Air Force. Furthermore, as a unique nonoperational unit, the Academy should be exempted from implementing the revised manpower standards for the Air Force Objective Wing Concept. By not implementing the revised manpower standards at the Academy, additional costs could be avoided by not adding 64 more positions.

Background

Academy operations are divided among the following eight organizational elements reporting to the Superintendent.

- The Office of Admissions is responsible for recruiting, counseling, evaluating, and selecting outstanding men and women who have the attributes to succeed at the Academy and in the United States Air Force.

- The Athletics Directorate monitors cadet participation in intercollegiate, intramural, and physical education programs and operates the facilities necessary for those activities.

- The Command Surgeon is responsible for developing and delivering health care to the cadets, active duty military personnel, area retirees, dependents, and others in the Academy's area of responsibility.

- The Commandant of Cadets is responsible for administering the leadership and military training programs of the Cadet Wing, providing instruction in military and airmanship courses, application of the Cadet Honor Code, and supervision of cadet activities.

- The Dean of Faculty is responsible for providing instruction and experience to all cadets in order for them to graduate with the knowledge, character, and motivation essential to serve as both leaders and career officers in the United States Air Force.

- The Preparatory School is primarily responsible for preparing qualified young men and women athletes for entrance into the Academy.

- The Superintendent's office supports the day-to-day activities of the Superintendent, the senior military commander of the Academy, who is responsible for the Academy's community.

- The Vice Commander's Office supervises and directs the operations of the Academy installation and serves as the chief administrator and advisor to the Superintendent on command matters.

Military authorizations for each organizational element are identified on the U.S. Air Force Academy's October 1992 Extended Unit Manpower Document.

Positions Identified for Adjustments

The Academy had overstated military requirements in the organizational elements of the Office of Admissions, Athletics Directorate, Commandant of Cadets, Dean of Faculty, the Superintendent's Office, and the Vice Commander's Office. The 23 military positions in Appendix D could be eliminated; the 196 military positions in Appendix E could be converted to civilian positions; and the other actions listed in Appendix F could enhance operations without degrading the mission of the affected organizations. Our conclusions are based on the considerations discussed below.

Office of Admissions. The Office of Admissions is authorized 24 military and 32 civilian positions. We interviewed 22 of the 32 assigned military personnel to obtain information on their current duties and responsibilities. Based on our interviews and analysis of the documentation, we determined that one military position could be eliminated (see Table 1.) and five military positions could be converted to civilian positions (see Table 2.). Additionally, we determined that one military position could be downgraded (see Table 3.) without adverse effects. The Director agreed with the results of our review.

Positions to Eliminate. The Chief of Distribution oversees the administrative activities of the Distribution Center in the Office of Admissions. An administration division exists in the Office of Admissions to provide this oversight. Based on interviews and a review of the duties and responsibilities of position 12299, we determined that the Chief of Distribution position should be eliminated and that the administration division should be performing the oversight duties.

Table 1. Office of Admissions Position Identified for Elimination

Position Number	Position Title	Military Grade
12299	Chief of Distribution	Enlisted-7

Positions to Convert. Although the positions in Table 2. are mission-essential, they do not require unique military skills or knowledge. Four of the positions (17263, 15448, 15870, and 16760) are assigned to the Distribution Center. Based on interviews with the personnel assigned and a review of the duties and responsibilities of the positions, we concluded that the Distribution Center acts as the mail room for the Office of Admissions, and therefore does not require military personnel to perform the duties. The Chief of Selections, position 12293, is responsible for evaluating applicants as potential cadets. All the duties of that position could be performed by a civilian without adversely affecting the selection process. Furthermore, conversion of that position to civilian would provide both continuity and stability within the Selections Department.

Table 2. Office of Admissions Positions Identified for Conversion

Position Number	Position Title	Military Grade
17263	Information Management Specialist	Enlisted-5
16760	Apprentice Information Management Specialist	Enlisted-3
15870	Apprentice Information Management Specialist	Enlisted-3
15448	Information Management Specialist	Enlisted-4
12293	Chief of Selections	Officer-5

Other Actions. The Chief of Enrollment Planning position is mission-essential and should remain a military position. However, we determined that the duties of the position did not support the authorized military grade of Lieutenant Colonel and should be reduced to Captain (see Table 3.). This action will not degrade the ability of the Office of Admissions to execute the enrollment duties required.

Table 3. Office of Admissions Position Identified for Other Action

Position Number	Position Title	Military Grade
12282	Chief of Enrollment Planning	Officer-5

Athletics Directorate. The Athletics Directorate was authorized 74 military and 53 civilian positions. We interviewed 88 of the 159 assigned military personnel to obtain information on their duties and responsibilities. As a result of our review, we determined that one military position could be eliminated (see Table 4.) and 20 military positions could be converted to civilian positions (see Table 5.). Our conclusions were endorsed by the Director of Athletics and his staff.

Position to Eliminate. Physical Therapy Specialists perform athletic trainer duties, such as taping ankles, wrists, knees, etc.; evaluating the conditions of an athlete to determine capability to compete in practice or

competition; and putting injured athletes through rehabilitation programs to get them back in competition as soon as possible. Nine specialists provide those services to the 4,300 cadets participating in physical education classes, intramural sports, and intercollegiate sports. Based on our analysis of the duties and responsibilities of the positions and discussions with the Chief of Sports Medicine, we concluded that one of the Physical Therapy Specialist positions in the Sports Medicine Division could be eliminated. Eliminating that position and converting the eight other military Physical Therapy Specialist positions to civilian Sports Medicine Technician positions would increase efficiency.

Table 4. Athletics Directorate Position Identified for Elimination

Position Number	Position Title	Military Grade
17425	Physical Therapy Specialist	Enlisted-4

Positions to Convert. Although the positions in Table 5. were determined to be essential, we determined that unique military skills were not required to perform the duties. For example, the Sports Medicine Division would be a more effective and efficient operation if the eight military Physical Therapy Specialist positions were converted to civilian Sports Medicine Technician positions because certified civilian Sports Medicine Technicians are specifically and more thoroughly trained in sports medicine.

We identified positions 16415 and 16756, Morale, Welfare, and Recreation (MWR) Specialists, and position 15177, Chief of the Business Office for conversion. The MWR Specialists prepare playing areas for competition, and the Chief of the Business Office conducts financial management functions for the Athletics Directorate. Based on interviews with assigned personnel and analyses of the functions in the Athletic Support Division, we concluded that performance of the duties and responsibilities of the three positions do not require unique military skills or knowledge. The duties and responsibilities of the three positions could be performed by civilians without degrading or hindering the athletic programs at the Academy.

The Information Management Specialist, positions 16751 and 16182, perform intercollegiate athletic logistics arrangements and event management duties within the Athletics Directorate's Event Management and Logistics Division. The Apprentice Information Management Specialist, position 16752, and Public Affairs Specialist, position 16408, write sports articles and perform clerical and administrative duties in the Athletics Directorate's Sports Information Branch. The clerical and administrative duties associated with those positions require a knowledge of the sporting events to provide necessary support, such as statistical data for competition events and media use. Based on our analyses, we believe that the Academy's athletic programs would be better served by having civilians perform sports journalists and event management and logistics duties because of the expertise, continuity, and the rapport that would be achieved with the media and with personnel in other intercollegiate athletic programs.

The Physical Education Division, within the Athletics Directorate, has unique requirements that necessitate military personnel in positions for which civilians may have the skills and knowledge to perform duties, but do not provide the flexibility in work schedules that military personnel can. The military personnel in the Physical Education Division perform multiple duties, such as teaching physical education classes, coaching intercollegiate sports, and serving in other capacities that require flexible and long hours. Nevertheless, we concluded that two military positions, 12194 and 12178, Instructor and Academic Program Manager, respectively, could be converted to civilian. Both positions perform significant additional duties involving computer systems and computer programming, and civilians would provide more continuity and stability to operations than military personnel who are rotated periodically. Additionally, the duties and responsibilities of Instructor positions 18425 and 12184, do not require unique military skills or experience. Conversion of those positions would provide continuity of operations and improve the intramural program.

Table 5. Athletics Directorate Positions Identified for Conversion

Position Number	Position Title	Military Grade
12184	Instructor	Officer-3
18425	Military Training Instructor	Enlisted-7
12194	Instructor	Officer-3
12178	Academic Program Manager	Officer-3
16182	Information Management Specialist	Enlisted-5
16751	Information Management Specialist	Enlisted-4
16752	Apprentice Information Management Specialist	Enlisted-3
16408	Public Affairs Specialist	Enlisted-5
15177	Chief of the Business Office	Officer-5
16415	Apprentice MWR Specialist	Enlisted-3
16756	Apprentice MWR Specialist	Enlisted-3
16412	Physical Therapy Specialist	Enlisted-5
16411	Physical Therapy Specialist	Enlisted-4
16411	Physical Therapy Specialist	Enlisted-4
16409	Biomedical Therapy Specialist	Enlisted-9
15234	Physical Therapy Technician	Enlisted-6
16410	Physical Therapy Technician	Enlisted-6
11702	Physical Therapy Specialist	Enlisted-6
17426	Physical Therapy Specialist	Enlisted-5
16753	Information Management Specialist	Enlisted-5

Commandant of Cadets. The Commandant of Cadets was authorized 319 military and 416 civilian positions, plus additional contractor services personnel. We interviewed 186 of the 373 assigned military personnel to obtain information on the duties and responsibilities of their positions. As a result of our interviews and analysis of the duties and responsibilities of the

positions, we determined that 2 military positions could be eliminated (see Table 6.) and 39 military positions could be converted to civilian (see Table 7.). Our conclusions were endorsed by the Commandant of Cadets and his staff.

Positions to Eliminate. The Deputy Group Commander, position 10903, assists with the direction and supervision of the 54th Operations Group, which has operational control of the Academy's flight screening program. However, the reassignment of the 557th Flying Training Squadron to the Air Training Command in July 1993, significantly reduced the overall size of the 54th Operations Group. As a result, we determined that efficiencies in management and overhead could be achieved by eliminating the Deputy Group Commander position. We also determined that the mission and functions of the Cadet Food Services Department would not be adversely affected by eliminating the Apprentice Information Management Specialist, position 18508. Eliminating that position would be made possible by converting the 25 military positions discussed below.

Table 6. Commandant of Cadets Positions Identified for Elimination

Position Number	Position Title	Military Grade
10903	Organization Commander	Officer-5
18508	Apprentice Information Management Specialist	Enlisted-3

Positions to Convert. Although the positions in Table 7. were determined to be essential, we determined that no unique military skills or expertise were required to perform the duties. For example, the Deputy Commandant for Resources had 39 military positions authorized based on a mobility commitment to provide a 25-person and two 7-person teams during a crisis or contingency. However, the Academy's most recent mobility submission to Headquarters, Department of the Air Force, did not include the mobility teams. Also, the positions could be occupied by civilians of comparable grade and skills without reducing the performance of the respective sections. Therefore, we concluded that 25 of the 38 military positions assigned to the Cadet Food Services Department (consisting mainly of the MWR and Morale, Welfare, Recreation, and Services [MWRS] positions in Table 7.) could be converted to civilian because without the mobility requirement, the duties and responsibilities of the positions involved no additional military-unique skills or experiences. The remaining 12 positions in the department were key positions that should be occupied by military personnel.

Eight positions (positions 19016, 19019, 19021, 15159, 15612, 19232, and two billets for position 19229; see Table 7.) in the Operations Support Squadron could be converted to civilian positions. Although we agree that the majority of the positions in Base Operations, Weather, and Air Traffic Control flights should remain military positions to allow for flexibility in the programs, based on interviews with incumbents and supervisors, and on a review of the duties and responsibilities, we concluded that the eight positions could be reclassified

as civilian positions. The civilian conversions would provide more continuity and stability to the programs than a larger military contingent that must periodically change duty stations.

Position 01262, Information Management Technician and position 18442, Military Training Program Manager, could be converted to civilian. The Information Management Technician is responsible for administrative matters of the Deputy Commandant for Military Instruction Deputate. The Combat Arms Training Maintenance Manager position 18442 supervises the instructors for the Combat Arms Training and Maintenance course. Through discussions with the Deputy Commandant for Military Instruction and the Chief of the Military Training Division, we determined that the two conversions could be achieved without degrading their military training mission and would provide more continuity and stability to the programs than military personnel who are rotated on a cyclical schedule.

Table 7. Commandant of Cadets Positions Identified for Conversion

Position Number	Position Title	Military Grade
19016	Chief of Weather Flight	Officer-3
19019	Weather Forecaster	Enlisted-5
19021	Weather Specialist	Enlisted-4
15159	Airfield Management Supervisor	Enlisted-6
15612	Airfield Management Specialist	Enlisted-4
19229	Air Traffic Control Technician	Enlisted-6
19229	Air Traffic Control Technician	Enlisted-6
19232	Air Traffic Control Specialist	Enlisted-5
01262	Information Management Technician	Enlisted-6
18442	Combat Arms Training Maintenance Manager	Enlisted-6
12092	Inventory Management Specialist	Enlisted-5
16736	Apprentice Inventory Management Specialist	Enlisted-3
12049	Chief of Cadet Logistics	Officer-3
19364	Apprentice Information Management Specialist	Enlisted-3
16673	MWRS Specialist	Enlisted-4
17367	MWRS Specialist	Enlisted-5
15118	MWRS Specialist	Enlisted-4
16427	MWRS Specialist	Enlisted-4
16427	MWRS Specialist	Enlisted-4
16427	MWRS Specialist	Enlisted-4
16672	MWRS Specialist	Enlisted-4
17735	MWRS Specialist	Enlisted-4
17735	MWRS Specialist	Enlisted-4
16426	Apprentice MWR Specialist	Enlisted-3
16426	Apprentice MWR Specialist	Enlisted-3
16763	Apprentice MWR Specialist	Enlisted-3
16800	Apprentice MWR Specialist	Enlisted-3
11539	MWRS Specialist	Enlisted-4
12126	MWRS Specialist	Enlisted-4
12126	MWRS Specialist	Enlisted-4
12126	MWRS Specialist	Enlisted-4
17388	Apprentice MWR Specialist	Enlisted-3
16799	MWRS Specialist	Enlisted-5
12398	MWRS Specialist	Enlisted-6
17366	Apprentice MWR Specialist	Enlisted-3
12392	MWRS Supervisor	Enlisted-7
17480	MWRS Specialist	Enlisted-5
17748	MWRS Specialist	Enlisted-5
12400	Chief of Operations Division	Enlisted-6

Dean of Faculty. The Dean of Faculty was authorized 607 military and 228 civilian positions to accomplish its duties and functions. Of the 607 military authorizations, 197 military positions were noninstructional positions. In determining requirements for noninstructional military positions for the faculty, we interviewed 163 military personnel, including 54 of the 98 instructors who either do not teach or teach up to two courses during a

semester. As a result of the interviews, we determined that the Dean of Faculty could eliminate three military positions (see Table 8.) and convert 18 positions (see Table 9.) to civilians. Additionally, we identified seven other actions related to military positions that needed to be executed to improve the overall operation of the faculty, but did not involve eliminating or converting military noninstructional positions (see Table 10.). These conclusions were endorsed by the Dean of Faculty and his management staff.

Positions to Eliminate. The Academic Program Manager, position 19063, works with three other Academic Program Managers in the Registrar's Office to oversee the Academy's academic program. Specifically, the managers function as academic advisors to cadets and are responsible for providing training to the academic department and the squadron advisors. We concluded that the academic advisor structure had more levels of advising than was necessary and that the additional duties of the advisors did not justify four authorized military personnel. Rather than an advisor for each grade level, a center of advisors should be available to cadets. We believe restructuring the Academic Affairs Division would enhance efficiency without negatively affecting the advising function.

The Chief, Data Management, position 19065, supervises the Data Management Division that manages and maintains automated academic records on the cadets. We determined that the position was not mission-essential and that the management and oversight responsibilities of the position should be reassigned to one of the civilians in the division.

The Communications and Computer Systems Specialist, position 18828, maintains the data network system used by the Academy. However, by FY 1996, the Academy plans to have completed the transition to a new network system. Once the transition is completed, the position would no longer be essential to the operations of the Academic Computing Services.

Table 8. Dean of Faculty Positions Identified for Elimination

Position Number	Position Title	Military Grade
19063	Academic Program Manager	Officer-3
19065	Chief of Data Management	Officer-3
18828	Communications and Computer Systems Specialist	Enlisted-5

Our review and analyses included the 98 military instructors. Based on interviews with the instructors and a review of their duties and responsibilities, we concluded that 13 to 21 instructor positions could be eliminated. However, in discussions with the Dean of Faculty and his management staff, we were informed that 20 instructor authorizations are programmed for elimination, 3 in FY 1993, 7 in FY 1994, and 10 in FY 1995. Those eliminations are a result of the directed decrease in cadet enrollment over the next few years. As a result of the Academy's planned action in this area, no additional actions are recommended.

Positions to Convert. Although the positions in Table 9. below were determined to be essential, we did not find any military-unique skills or experiences required for effective performance of the duties and functions. The duties and responsibilities of the positions could be performed by civilians without reducing the effectiveness and efficiency of the respective division in which they work. For example, the two Still Photography personnel, positions 11160 and 11130, work in the Photography Laboratory Division under the Director of Education, operating a photographic laboratory and performing operator maintenance on all photographic equipment. In July 1993, three military positions in that division were scheduled for conversion by the Academy. During our audit, we determined that the remaining two positions in the division could be converted. Furthermore, the Director of Education and his management staff stated that conversion would be beneficial.

The Director of Academic Libraries, position 12360, is responsible for overseeing the operation of all academic libraries at the Academy and is the only authorized military position in the library organization. Civilians manage all other library functions and provide library services to all Academy personnel. Based on our interview of the assigned officer and on a review of the duties and responsibilities of the position, we determined that this position is essential; however, we found no justification to have military oversight of library operations or cadet library use. The Dean of Faculty and his management staff endorsed our conclusion.

The Inventory Management Specialist, position 16359, works in the Facility and Equipment Control Division, which plans for building security, reserved parking space allocation, and resource conservation. Additionally, that division monitors maintenance and modification of academic facilities and manages equipment and supplies. We determined that no military-unique requirements or skills were necessary to perform the duties of Inventory Management Specialist. Furthermore, conversion of the position would achieve economies without degrading the effectiveness of the division and would also provide continuity and stability within the division.

Table 9. Dean of Faculty Positions Identified for Conversion

Position Number	Position Title	Military Grade
19061	Director of the Office of Registrar	Officer-5
19064	Academic Program Manager	Officer-3
12360	Director of Academic Libraries	Officer-5
19317	Financial Management Specialist	Enlisted-5
16359	Information Management Specialist	Enlisted-5
11160	Still Photography Technician	Enlisted-6
11130	Still Photography Specialist	Enlisted-5
11148	Visual Information Media Technician	Enlisted-6
16077	Visual Information Media Specialist	Enlisted-5
15150	Visual Information Media Specialist	Enlisted-4
19331	Inventory Management Specialist	Enlisted-5
17581	Inventory Management Specialist	Enlisted-5
11835	Information Management Technician	Enlisted-6
19052	Computer System Programmer	Enlisted-5
11836	Target Intelligence Technician	Enlisted-6
19051	Computer System Programmer	Officer-3
18829	Communications and Computer Systems Specialist	Enlisted-5
18930	Television Systems Technician	Enlisted-6

Other Actions. We believe the Academy should establish a permanent position of Director of Faculty Development in the Center of Educational Excellence (Center). During the spring semester of 1992, the Dean of Faculty authorized the temporary creation of the Director of Faculty Development position to test the concept of having an individual in charge of faculty development. The result of that test was increased and improved contacts with the national faculty development community, professional growth opportunities for faculty members, and reduced workload duplication. As a result of our analysis of the results of the test, we believe that a permanent position should be established. Furthermore, we believe that the position should be assigned to a military officer since the Director would be "responsible for ensuring that faculty development at the Academy remains consistent with the goals of officer development."

The Director of Education, position 11661, and the Director of Research, position 15536, should be considered for future conversion to civilian positions. Neither of the positions requires military-unique skills or knowledge; instead they require Academy tenure and experience. In the future, as the congressionally directed civilian conversion of the faculty occurs, there should be sufficient civilian faculty with teaching experience at the Academy from which the positions could be filled.

The Scientific Manager, position 19057, in the Directorate of Operations, should be reassigned to the Office of Research in the Director of Education Directorate. That position is used for sabbatical research and is rotated through the academic departments. We believe that the research program is beneficial

and essential to the continuing development of the faculty. However, we believe that it would be more appropriate for the position to be located with other faculty development programs within the Education Excellence Center.

Table 10. Dean of Faculty Positions Identified for Other Action

Position Number	Position Title	Military Grade
19057	Scientific Manager	Officer-5
11661	Director of Education	Officer-6
15536	Scientific Manager	Officer-5
11161	Financial Analyst Technician	Enlisted-7
18830	Television Systems Specialist	Enlisted-4
18831	Television Systems Specialist	Enlisted-4
Create	Director of Faculty Development	Officer-5

Superintendent's Office. The Superintendent's Office was authorized 10 military and 2 civilian positions to accomplish its duties and functions. We interviewed 9 of the 10 assigned military personnel in the Superintendent's Office to obtain information on their duties and responsibilities. As a result of our review, we determined that one military position could be eliminated (see Table 11.) and one position could be converted (see Table 12.).

Position to Eliminate. Air Force Manpower Standard AFMS XXXXA, pertaining to enlisted aides, states that Lieutenant Generals can be authorized one or two enlisted aides, as determined by Headquarters, U.S. Air Force. Headquarters, U.S. Air Force authorized two enlisted aide entitlements to the Academy. We found that the Superintendent had three assigned enlisted aides. However, one of the aides, position 18494, was not shown on staffing documentation as an aide, but rather as an MWRS Specialist. During interviews of the enlisted aides, we determined that the individual was a food preparation specialist, basically functioning as an enlisted aide to the Superintendent. Therefore, based on the manpower standard, the authorized enlisted aide entitlements, and the interview results, we concluded that position 18494 should be eliminated and that the individual should be reassigned into the operational Air Force. The Superintendent agreed with the conclusion.

Table 11. Superintendent's Office Position Identified for Elimination

Position Number	Position Title	Military Grade
18494	MWRS Specialist	Enlisted-4

Position to Convert. The Information Management Specialist, position 18465, although determined to be essential, did not require any military-unique skills or experience to accomplish the general administrative and support duties

required by the position. Therefore, we concluded that the position could be occupied by a civilian without adversely affecting the clerical support for the Superintendent. The Superintendent and his management staff agreed with the conclusion.

Table 12. Superintendent's Office Position Identified for Conversion

Position Number	Position Title	Military Grade
18465	Information Management Specialist	Enlisted-4

Vice Commander's Office. The Vice Commander's Office was authorized six military positions and one civilian position to accomplish its duties and functions. We interviewed six of the seven assigned military personnel to obtain information on their duties and responsibilities. Based on the interviews and a review of the duties and responsibilities of the positions, we determined that one position (see Table 13.) could be converted to civilian without affecting the mission of the Vice Commander's Office.

The Personnel Specialists assigned to the Headquarters, Squadron Orderly Room, deal with both civilian and military personnel, yet all the positions were military. We determined that a civilian would be beneficial in the orderly room because of the significant number of civilian personnel assigned to the various directorates and organizations under the Vice Commander's jurisdiction. Also, a degree of economy of operation and continuity would be achieved for orderly room operations, because civilians are not required to be rotated periodically like military personnel. The Vice Commander agreed with the conclusion.

Table 13. Vice Commander's Office Position Identified for Conversion

Position Number	Position Title	Military Grade
19351	Personnel Specialist	Enlisted-5

Positions in Staff Organizations Identified for Adjustments

Under the Vice Commander's Office, the following organizations have overstated military requirements: 7625th Communications Squadron; 7625th Security Police Squadron; Command Chaplain; Civil Engineering; Financial Management and Comptroller Directorate; Information Management Directorate; Logistics Directorate; Morale, Welfare, Recreation, and Services; Personnel Directorate; Plans and Programs Directorate; Protocol Office; Public Affairs Office; Safety Office; and the Staff Judge Advocate Office. We determined that 15 military positions could be eliminated and that 112 military positions could be converted based on the considerations discussed below.

7625th Communications Squadron. The 7625th Communications Squadron provides the communications and computer services and support for the Academy. Services and support include management, control, maintenance, and logistics support for telephone services, public address system, ground radio, microcomputers, local area network, and hardware and software support of a Cadet Management System. The squadron was authorized 68 military positions, 45 civilian positions, and contractor services personnel to carry out the squadron's duties and functions. We interviewed 38 of the 67 assigned military personnel to obtain information on their duties and responsibilities. As a result of the interviews and our analyses of the duties and responsibilities, we determined that 12 military positions in the squadron could be converted to civilian positions without degrading the squadron's mission (see Table 14.).

Although the 12 military positions in Table 14. were determined to be essential, we found no unique military skills or experience required to perform the duties and responsibilities. The duties and responsibilities of the positions ranged from developing and maintaining software, maintaining and setting up public address systems, planning computer systems, and operating mainframe computers. Conversion of the positions would provide continuity, economy, and stability of services and support within the squadron, and the remaining military personnel could provide necessary military oversight. The Vice Commander and the Squadron Commander agreed with our results.

Table 14. 7625th Communications Squadron Positions Identified for Conversion

Position Number	Position Title	Military Grade
18867	Computer System Operator	Enlisted-5
18836	Ground Radio Communications Specialist	Enlisted-5
18839	Ground Radio Communications Specialist	Enlisted-4
18877	Computer System Operator	Enlisted-4
18879	Computer System Operator	Enlisted-4
18806	Chief	Officer-5
18807	Computer System Programmer	Enlisted-6
18808	Computer System Programmer	Enlisted-5
18811	Computer System Programmer	Enlisted-5
18812	Computer System Programmer	Enlisted-4
18888	Computer System Supervisor	Enlisted-6
18790	Computer System Officer	Officer-3

7625th Security Police Squadron. The 7625th Security Police (SP) Squadron performs law enforcement operations for the Academy, including the air field, college campus, and national park. In addition, the SP Squadron manages the information security program, crime prevention program, and personnel security program; registers vehicles; and issues passes and identification credentials. The SP Squadron was authorized 84 military and 3 civilian positions to accomplish the duties and functions. We interviewed 28 of the 76 assigned military personnel to obtain information on their duties and responsibilities. Based on the interviews and a review of the SP Squadron, its

mission, and the duties and responsibilities of its authorized positions, we determined that six positions could be converted to civilian without detracting from the operation of the SP Squadron (see Table 15.).

Through interviews of personnel and discussions with SP Squadron management, we determined that the six positions in Table 15., although essential to operations, do not require military skills or expertise. All but one of the positions involve general administrative and security matters. For example, the Law Enforcement Specialist, position 10867, is a crime prevention manager, providing training and education on crime prevention. Other Law Enforcement Specialists, positions 13363 and 15639, are responsible for processing and controlling credentials, passes, and registered vehicles. Those positions could be occupied by civilians of comparable grade and skill levels without degrading the effectiveness and efficiency of the sections affected. In addition, conversion of the positions would not affect the SP Squadron's ability to meet its mobility commitment. The Squadron Commander agreed with our conclusions.

Table 15. 7625th SP Squadron Positions Identified for Conversion

Position Number	Position Title	Military Grade
13358	Personnel Specialist	Enlisted-4
10867	Law Enforcement Specialist	Enlisted-5
13360	Information Management Specialist	Enlisted-4
13363	Law Enforcement Specialist	Enlisted-5
15639	Law Enforcement Specialist	Enlisted-4
13376	Law Enforcement Specialist	Enlisted-5

Command Chaplain. The mission of the Command Chaplain is to promote opportunities for religious expression and moral development to meet the needs of all Academy personnel. Specifically, the organization conducts, supervises, and coordinates worship services, religious education programs, pastoral counseling, retreats, and "ministry of presence" for the cadets and the base community. The Command Chaplain was authorized 24 military and 6 civilian positions to accomplish this mission. We interviewed 18 of the 26 military personnel assigned to the Command Chaplain to obtain information on their duties and responsibilities. Based on the interviews and analyses of the duties and responsibilities of the organization and positions, we determined that two military positions could be eliminated (see Table 16.) and one military position could be converted to a civilian position (see Table 17.). The Command Chaplain agreed with our conclusions.

Positions to Eliminate. The Chaplain assigned to position 10876 dedicates about 80 percent of the time to the Athletics Directorate, providing "ministry of presence" to the cadets and the assigned military personnel. Based on our interview and an analysis of the associated duties and functions, we concluded that there was no requirement or need for a Chaplain to be assigned to the Athletics Directorate on a near full-time basis. We also determined that

the mission and functions of the Command Chaplain would not be degraded by the elimination of the Chapel Management Specialist, position 16702, which has been vacant since at least June 1991.

Table 16. Command Chaplain Positions Identified for Elimination

Position Number	Position Title	Military Grade
10876	Chaplain	Officer-3
16702	Chapel Management Specialist	Enlisted-3

Position to Convert. Although we determined that the Chapel Management Specialist, position 16347, was mission-essential, we were unable to identify any military-unique skills or expertise required of the position. The Chapel Management Specialist monitors and provides religious program support for chaplain functions, programs, activities, and special projects. The duties of the position could be performed by a civilian just as efficiently and effectively without adversely affecting the Command Chaplain mission.

Table 17. Command Chaplain Position Identified for Conversion

Position Number	Position Title	Military Grade
16347	Chapel Management Specialist	Enlisted-3

Civil Engineering. Civil Engineering is responsible for sustaining the $1.5 billion investment in facilities and for managing the 18,000 acres that the Academy occupies. In addition, Civil Engineering advises the Superintendent on various other matters, including facilities planning and programming for active and proposed mission requirements. Civil Engineering was authorized 189 military and 353 civilian positions, plus additional contractor services personnel, to accomplish its duties and functions. We interviewed 161 of the 184 assigned military personnel to obtain information on the duties and responsibilities of the positions. As a result of the interviews and analyses of the duties and functions of the positions, we determined that 40 positions in Civil Engineering could be converted to civilian positions without degrading or hindering its mobility mission (see Table 18.).

Based on interviews with the enlisted personnel assigned, a review of the duties and responsibilities of the positions, and discussions with Civil Engineering management, we determined that the 40 positions in Table 18. are essential; however, we also concluded that no military-unique skills or knowledge were required to perform the duties and responsibilities of the positions. The majority of the positions are skilled labor positions (such as Structural Specialists; Utilities Specialists; and Heating, Ventilation, and Air Conditioning (HVAC)/Refrigeration Specialists) in the Operations Division. All of those positions could be occupied by civilians of comparable grade and skill without degrading or hindering the performance of the respective sections. Civilian

workers would also provide more continuity and stability in maintaining the Academy's facilities than military personnel who are required to rotate cyclically. Additionally, conversion of the 40 positions would not affect the commitment of the Academy to provide a 100-person Prime Base Engineer Emergency Force Team and a 12-person Combat Support Fire Mobility Team. The conversions would put the military strength at 149 authorized positions, which allows adequate flexibility for the Academy's civil engineering mobility commitment. The Director of Civil Engineering and his management staff agreed with our conclusions.

Table 18. Civil Engineering Positions Identified for Conversion

Position Number	Position Title	Military Grade
17752	Apprentice Fire Protection Specialist	Enlisted-3
18000	Apprentice Fire Protection Specialist	Enlisted-3
18000	Apprentice Fire Protection Specialist	Enlisted-3
18026	Apprentice Fire Protection Specialist	Enlisted-3
18026	Apprentice Fire Protection Specialist	Enlisted-3
18070	Apprentice Fire Protection Specialist	Enlisted-3
13080	Electrical Systems Technician	Enlisted-6
17490	HVAC/Refrigeration Specialist	Enlisted-4
16390	HVAC/Refrigeration Specialist	Enlisted-5
17027	HVAC/Refrigeration Specialist	Enlisted-5
17274	HVAC/Refrigeration Specialist	Enlisted-4
13000	HVAC/Refrigeration Specialist	Enlisted-4
13044	HVAC/Refrigeration Specialist	Enlisted-4
13047	HVAC/Refrigeration Specialist	Enlisted-4
16394	HVAC/Refrigeration Specialist	Enlisted-4
17035	HVAC/Refrigeration Specialist	Enlisted-4
18018	HVAC/Refrigeration Specialist	Enlisted-5
15929	Apprentice Structural Specialist	Enlisted-3
17651	Apprentice Structural Specialist	Enlisted-3
17786	Apprentice Structural Specialist	Enlisted-3
15934	Apprentice Structural Specialist	Enlisted-3
17485	Apprentice Structural Specialist	Enlisted-3
18224	Utilities System Specialist	Enlisted-5
11741	Apprentice Structural Specialist	Enlisted-3
17041	Apprentice Structural Specialist	Enlisted-3
17042	Apprentice Utility System Specialist	Enlisted-3
15932	Structural Technician	Enlisted-6
16388	Structural Specialist	Enlisted-5
16270	Structural Specialist	Enlisted-4
16389	Structural Specialist	Enlisted-4
01014	Apprentice Structural Specialist	Enlisted-3
15644	Apprentice Structural Specialist	Enlisted-3
16269	Apprentice Structural Specialist	Enlisted-3
16271	Apprentice Structural Specialist	Enlisted-3
16793	Apprentice Structural Specialist	Enlisted-3
18137	Apprentice Structural Specialist	Enlisted-3
18227	Entomology Technician	Enlisted-6
16671	Apprentice Utilities Specialist	Enlisted-3
17888	Apprentice Utilities Specialist	Enlisted-3
18140	Utilities Systems Specialist	Enlisted-7

Financial Management and Comptroller Directorate. The Financial Management and Comptroller (FMC) Directorate provides financial management information and analytical services for the effective management of a $300 million annual budget. The FMC Directorate participates in planning

and programming activities, budget justification and execution, and management of Air Force appropriations. The FMC Directorate was authorized 23 military and 14 civilian positions to accomplish its duties and functions. (Those positions do not include the 19 military and 12 civilian positions transferred to the Defense Finance and Accounting Service during the audit). We interviewed 15 of the 17 assigned military personnel to obtain information on the duties and responsibilities of the positions. As a result of the interviews and analyses of the duties and responsibilities, we determined that four military positions (see Table 19.) could be converted to civilian positions without affecting the ability of the FMC Directorate to provide financial services to the Academy.

We determined that the positions in Table 19. were mission-essential based on interviews with the incumbents, discussions with supervisors, and a review of the duties and responsibilities of the positions. However, we also determined that the positions do not require military-unique skills or expertise and could be occupied by civilians of comparable grade and skill levels without reducing performance.

The Chief of Financial Management and Control prepares the Academy's budget, and the three Disbursements and Accounting Specialists perform clerical duties, such as processing travel claims for payment, documents for military and cadet pay, and payments for vendors. An April 26, 1993, memorandum from the Deputy Assistant Secretary of the Air Force (Plans, Systems, and Analysis), states that military financial management positions need to be retained for wartime requirements, overseas rotation, career progression, and training requirements. We considered those concerns; however, we determined that economies could be achieved at the Academy without affecting overall Air Force military financial positions. Only one financial management position is recommended for conversion; military personnel should be retained in other key financial and management positions. The three clerical positions do not fall within the Deputy Assistant Secretary's concerns, and the duties can be performed by civilians without reducing the effectiveness of financial operations. FMC Directorate management concurred with our conclusion.

Table 19. FMC Directorate Positions Identified for Conversion

Position Number	Position Title	Military Grade
15002	Disbursement and Accounting Specialist	Enlisted-4
01076	Disbursement and Accounting Specialist	Enlisted-4
16312	Apprentice Disbursement and Accounting Specialist	Enlisted-3
11011	Chief of Financial Management and Control	Officer-3

Information Management Directorate. The Information Management (IM) Directorate establishes and implements policies, programs, and procedures for the processing of information. Specifically, the IM Directorate processes information through administrative communications management, postal operations, records management, printing, duplicating, copying, and microfilm

production. The IM Directorate was authorized 5 military and 22 civilian positions to accomplish its duties and functions. We interviewed three of the five assigned military personnel to identify their duties and responsibilities. As a result of the interviews and an analysis of the Directorate's duties and responsibilities, we determined that one position (see Table 20.) could be eliminated and three positions (see Table 21.) could be converted to civilian. The Director agreed with our conclusions.

Position to Eliminate. The Information Management Specialist, position 15570, is responsible for preparing and reviewing travel orders for all Academy elements. However, at the time of the audit, the tasks of this position were no longer performed in the IM Directorate. Each directorate prepared and reviewed its own travel orders. As a result, the elimination of position 15570 would achieve economies without degradation of the IM Directorate's mission.

Table 20. IM Directorate Position Identified for Elimination

Position Number	Position Title	Military Grade
15570	Information Management Specialist	Enlisted-5

Positions to Convert. The Chief of the Communications and Postal Division, position 17369, supervises mail delivery operations and personnel. The Information Management Technician and Specialist Technician, positions 15573 and 15572, respectively, perform general administrative and clerical duties. Although we found the three positions to be mission-essential, we did not identify military-unique skills or knowledge that would be required for the positions. Therefore, the positions could be occupied by civilians without degrading mission performance of the IM Directorate.

Table 21. IM Directorate Positions Identified for Conversion

Position Number	Position Title	Military Grade
17369	Chief of Administration and Communications Division	Enlisted-8
15573	Information Management Technician	Enlisted-6
15572	Information Management Specialist	Enlisted-4

Logistics Directorate. The Logistics Directorate provides logistics support for the Academy and tenant activities. Specifically, the Logistics Directorate supervises the direction and operation of contracting, distribution, supply, transportation, and logistics plans and programs. The Logistics Directorate was authorized 34 military positions, 140 civilian positions, and contractor services personnel to accomplish its duties and functions. We interviewed 35 of the 41 assigned military personnel to obtain information on their duties and responsibilities. Based on the interviews and a review of the duties and

responsibilities of the positions, we determined that six positions (see Table 22.) could be eliminated and 22 military positions (see Table 23.) could be converted to civilian positions without hindering the Logistics Directorate's ability to provide the requested or needed logistic support. The Director and management staff agreed with our results and endorsed our conclusions.

Positions to Eliminate. The Base Contracting Officer, position 15263; Procurement Officer, position 13135; and Contracting Superintendent, position 19086, were responsible for contract administration, procurement of services and supplies, and management of contracting functions for the Academy and tenant activities, respectively. We concluded that the Base Contracting Officer position will not be needed in the future as the directorate complies with new Air Force manpower standards and that the civilian work force in the division could assume the duties and responsibilities of the Procurement Officer and Contracting Superintendent. These actions will achieve economies of operation without affecting the contracting division's ability to provide contractual support to the Academy.

The three Vehicle Operator and Dispatch Specialists, position 18395, are authorized for transporting the Academy Band to its engagements. However, the Academy Band was scheduled to be transferred to the Air Force Space Command at Peterson Air Force Base in July 1993, and the mission will no longer be a valid requirement of the Academy. Eliminating the three positions will not affect the overall ability to provide transportation support to the Academy.

Table 22. Logistics Directorate Positions Identified for Elimination

Position Number	Position Title	Military Grade
13135	Procurement Officer	Officer-3
19086	Contract Superintendent	Enlisted-8
18395	Vehicle Operator and Dispatcher Specialist	Enlisted-4
18395	Vehicle Operator and Dispatcher Specialist	Enlisted-4
18395	Vehicle Operator and Dispatcher Specialist	Enlisted-4
15263	Base Contracting Officer	Officer-4

Positions to Convert. Based on the interviews and our analysis of the Logistic's Directorate and its duties and responsibilities, we determined that the 22 authorized positions listed in Table 23. were essential to the operations of the Logistics Directorate. However, we also concluded that none of the positions required military-unique skills or experiences and could be converted to civilian positions. For example, the Contract and Procurement Specialist positions have duties such as preparing, soliciting, and monitoring contracts. The General-Purpose Vehicle Mechanics maintain and repair small and medium size vehicles. The Vehicle Operator and Dispatch Specialists drive, service, and schedule the Academy vehicles. Conversion of those positions will provide continuity, stability, economy, and efficiency in the Logistics Directorate.

Table 23. Logistics Directorate Positions Identified for Conversion

Position Number	Position Title	Military Grade
19129	Passenger and Household Goods Specialist	Enlisted-5
18978	Logistics Plans Technician	Enlisted-6
16333	Vehicle Maintenance Superintendent	Enlisted-8
17203	Chief of Bus (Fleet) Management	Enlisted-6
13124	Director of Logistics Plans and Programs	Officer-4
15114	Procurement Specialist	Enlisted-5
18668	Contract Specialist	Enlisted-4
16677	Contract Specialist	Enlisted-5
17429	Quality Assurance Inspector	Enlisted-5
17733	General-Purpose Vehicle Mechanic	Enlisted-5
17430	Apprentice General-Purpose Vehicle Mechanic	Enlisted-3
17743	Apprentice General-Purpose Vehicle Body Mechanic	Enlisted-3
01165	General-Purpose Vehicle Mechanic	Enlisted-4
18594	Vehicle Operator and Dispatcher Specialist	Enlisted-4
18594	Vehicle Operator and Dispatcher Specialist	Enlisted-4
18594	Vehicle Operator and Dispatcher Specialist	Enlisted-4
18395	Vehicle Operator and Dispatcher Specialist	Enlisted-4
15031	Vehicle Operator and Dispatcher Specialist	Enlisted-4
15306	Vehicle Operator and Dispatcher Specialist	Enlisted-4
15113	Procurement Supervisor	Enlisted-6
15110	Procurement Supervisor	Enlisted-7
16681	Contract Specialist	Enlisted-5

Other Actions. In addition to the eliminations and conversions discussed above, the Director of Distribution proposed an exchange of five civilian bus driver positions for three military bus driver positions. The rationale for the proposal derives from restrictions on drivers' actual on-the-road time in accordance with the U.S. Department of Transportation Regulation 395.10. On long-distance trips, it is necessary to have two or more drivers per bus to satisfy the restrictions. When military drivers are on the road, they may rotate driving time at no additional cost, whereas civilians must be paid whether or not they drive. Using civilian drivers on long trips, therefore, is not cost-effective and results in large amounts of overtime. We agree with the proposal; however, in accordance with the law and DoD and U.S. Air Force regulations, the Reduction-in-Force should not affect a civilian employee. It may be possible to move five civilian bus drivers to the vehicle dispatch area, eliminate two civilian bus driver positions, and establish three military positions from the three Vehicle Operators positions (18395) that should be eliminated. These options must be worked out before actions can take place or implementation will have to wait until employees retire or leave their current positions.

According to the Director of Distribution, additional Special-Purpose Vehicle Mechanic positions will be needed to maintain 33 vehicles that are planned to

arrive in the summer of 1994 for the Field Engineering Research Laboratory. Based on calculations from Air Force Manual 77-310, volume II, two additional staffing authorizations would be required to maintain the vehicles when they become part of the Table of Allowances for the Academy. We agree with the need for additional authorizations when the vehicles arrive. However, the two authorizations should be civilian because there are no unique military skills or expertise required to service and maintain the special-purpose vehicles.

Morale, Welfare, Recreation, and Services. Morale, Welfare, Recreation, and Services (MWRS) provides activities, clubs, and recreational services to active duty military personnel, dependents, area retirees, and the cadets at the Academy. In addition, MWRS provides the financial management support for 17 Nonappropriated Fund Instrumentalities located on the Academy grounds. The MWRS was authorized 15 military positions, 64 civilian positions, and contractor services personnel to accomplish its duties and functions. We interviewed 14 of the 17 assigned military personnel to obtain information on their duties and responsibilities. As a result of our review, we determined that one military position (see Table 24.) could be eliminated and 11 military positions (see Table 25.) could be converted to civilian positions without degrading the ability of the MWRS to provide quality of life services to the base and cadet populations. The Director and management staff of the MWRS agreed with our recommendations.

Position to Eliminate. The Apprentice Recreation Services Specialist, position 12337, is responsible for assisting in the operation of the gymnasium, in distributing pool passes, in training customers on the use of fitness equipment, and in organizing base athletic programs. Based on the interviews and an analysis of the duties and responsibilities of the position, we concluded that the position could be eliminated by having the existing civilian Recreation Service Specialist in the Recreation Center Division assume the duties and responsibilities.

Table 24. MWRS Position Identified for Elimination

Position Number	Position Title	Military Grade
12337	Apprentice Recreation Services Specialist	Enlisted-3

Positions to Convert. Based on our interviews and review of the MWRS, its functions, and the duties and responsibilities of its personnel, we concluded that the 11 positions in Table 25. were essential. However, we also determined that the positions do not require military-unique skills or experience and could be converted to civilian positions. For example, the Personnel Program Staff Officer, position 15544, is responsible for creating yearly financial plans and marketing strategies for MWRS. The Services Director, position 14842, provides standards for organizational operation and ensures that MWRS functions are efficient. The Services Specialists, positions 17784 and 17912, perform various managerial, clerical, and administrative duties, such as reserving quarters, staffing the front desk in the Visiting Officers Quarters, and

assisting in the ticket and tour office. None of those duties or responsibilities require military skills or experience. Conversion of those military positions to civilian will provide both continuity and efficiency for MWRS.

Table 25. MWRS Positions Identified for Conversion

Position Number	Position Title	Military Grade
15544	Personnel Program Staff Officer	Officer-4
14842	Director	Officer-5
15565	Services Supervisor	Enlisted-6
17784	Services Specialist	Enlisted-4
17912	Services Specialist	Enlisted-5
17843	Recreation Services Specialist	Enlisted-5
16762	Apprentice Recreation Services Specialist	Enlisted-3
13306	Services Operations Officer	Officer-3
18774	Services Supervisor	Enlisted-7
11516	Recreation Services Specialist	Enlisted-4
16339	Apprentice Recreation Services Specialist	Enlisted-3

Personnel Directorate. The Personnel Directorate provides personnel support and counsel for more than 23,000 military, civilian, cadet, retiree, and dependent personnel assigned to or serviced by the Academy. Specifically, the Directorate develops, implements, and executes personnel plans, programs, and policies for the assignment, classification, training, education, promotion, separation, human relations, personnel affairs, and family matters of Academy personnel. The Personnel Directorate was authorized 72 military and 50 civilian positions to accomplish its duties and functions. We interviewed 48 of the 70 assigned military personnel to obtain information on their duties and responsibilities. Based on the interviews and a review of the Directorate, its functions, and the duties and responsibilities of its positions, we determined that one position (see Table 26.) could be eliminated and four positions (see Table 27.) could be reclassified as civilian positions. The Director of Personnel and his management staff agreed with our results.

Position to Eliminate. The Apprentice Personnel Specialist, position 15422, is located in the Customer Support Center. The Center is responsible for maintaining military personnel records, issuing military identification cards, and monitoring and administering the various military benefit programs. Based on an analysis of the duties and responsibilities of the position and discussions with the Directorate management officials, we concluded that the duties of this position could be assumed by the other Personnel Specialists in the Military Personnel Flight without adversely affecting the mission of the organization.

Table 26. Personnel Directorate Position Identified for Elimination

Position Number	Position Title	Military Grade
15422	Apprentice Personnel Specialist	Enlisted-3

Positions to Convert. Although the four positions (see Table 27.) in the Personnel Directorate were determined to be essential, they do not require military-unique skills or expertise and could be reclassified as civilian positions. For example, the Personnel Systems Management Specialist, position 16745, is responsible for preparing statistical reports and tracking personnel issues. Other examples are the Personnel Specialist and Apprentice Personnel Specialists, positions 12119 and 15557. The Apprentice Personnel Specialist files records, and the Personnel Specialists process cadets in and out of the Academy. None of those administrative positions require military personnel. Conversion of the four positions would result in economies and efficiencies without degrading or hindering the operations of the Personnel Directorate.

Table 27. Personnel Directorate Positions Identified for Conversion

Position Number	Position Title	Military Grade
12119	Personnel Specialist	Enlisted-5
15557	Apprentice Personnel Specialist	Enlisted-3
15557	Apprentice Personnel Specialist	Enlisted-3
16745	Personnel Management Specialist	Enlisted-4

Plans and Programs Directorate. The Plans and Programs Directorate facilitates the command and control of the Academy through centralized management of Academy policy, plans, and programs. The Directorate integrates the mission and support activities through coordination and direction of planning and programming and serves as the office of primary responsibility for all operational matters affecting the Academy. There were 24 military and 20 civilian positions authorized in the Directorate to accomplish its mission and functions. We interviewed 26 of the 29 assigned military personnel to obtain information on their duties and responsibilities. Based on the interviews and analysis of duties and responsibilities of the positions, we determined that five positions (see Table 28.) could be reclassified as civilian positions. The Director and his management staff endorsed our conclusions.

Although the five positions in the Plans and Programs Directorate were determined to be essential, they did not require military skills or experience and could be converted to civilian positions. For example, the Academic Program Managers, positions 18680 and 19014, have duties, such as designing training courses in Total Quality Management and coordinating with donor foundations to the Academy. Position 16885, the Chief of Current Operations Division, oversees the planning and managing of graduation, management conferences, and other recurring events. That position could also be converted. All duties of the five positions could be performed by civilians. Furthermore, conversion of the five positions would result in more continuity and stability in the directorate as well as achieving economy and efficiency.

Table 28. Plans and Programs Directorate Positions Identified for Conversion

Position Number	Position Title	Military Grade
18680	Academic Program Manager	Officer-4
16885	Chief of Current Operations Division	Officer-4
19014	Academic Program Manager	Officer-3
16874	Manpower Management Specialist	Enlisted-5
18922	Manpower Management Technician	Enlisted-6

Protocol Office. The Protocol Office is responsible for the overall management and coordination of the Academy's protocol functions. Specifically, the office plans and coordinates logistical and administrative support for conferences, distinguished visitors, and special projects (i.e., graduation week, athletic events, Board of Visitors reviews, etc.). The Protocol Office was authorized four military and eight civilian positions to accomplish these missions and functions. We interviewed three of the four assigned military personnel to obtain information on their duties and responsibilities. As a result of our analysis of the Protocol Office and its positions, we determined that one position (see Table 29.) should be converted to civilian. The Director agreed with our conclusion.

The Apprentice Information Management Specialist, position 16859, although essential, requires no military-unique skills or experiences to perform the general secretarial and administrative functions required of the position. Conversion of the position would provide economies without affecting the ability of the Protocol Office to plan and coordinate the support required for the special events that come under its jurisdiction.

Table 29. Protocol Office Position Identified for Conversion

Position Number	Position Title	Military Grade
16859	Apprentice Information Management Specialist	Enlisted-3

Public Affairs Office. The Public Affairs Office is the principal staff consultant on the Academy's communications and public affairs activities. Specifically, the office directs the Academy's media relations, internal information, community relations, and visitor services programs. The Public Affairs Office was authorized 15 military and 12 civilian positions to accomplish its duties and functions. We interviewed 12 of the 15 assigned military personnel to obtain information on their duties and responsibilities. Based on the interviews, a review of the Public Affairs Office mission and functions, and the duties and responsibilities of the authorized positions, we determined that three positions (see Table 30.) should be eliminated and

two positions (see Table 31.) should be converted to civilian. These actions were endorsed by the Director and were effected before completion of audit field work.

Positions to Eliminate. The Academic Program Manager, position 15447, functions as the Chief of the Visitor Services and is responsible for overseeing all aspects of Visitor Center operations to include Distinguished Visitors reception and briefings, civic leader tours, and command mission briefing and facility management. We determined that this position could be eliminated as an indirect result of consolidating the Community Relations Division with the Visitor Service Center, thus eliminating the need for one management position in the Public Affairs Office. Additionally, the Public Affairs Specialist, position 12626, schedules community speaking engagements for military and civilian personnel and cadet performing units. This position could be eliminated by having other public affairs specialists in the office assume those duties. Finally, the Public Affairs Technician, position 18016, assists in contingency planning, programming, and budgeting; supply and equipment management; and functions as the advisor to junior enlisted personnel. Position 18016 could also be eliminated. The planning, programming, budgeting, and management duties could be transferred to an existing public affairs officer and a civilian administrative technician, while the junior enlisted advisor function could be transferred to another public affairs technician.

Table 30. Public Affairs Office Positions Identified for Elimination

Position Number	Position Title	Military Grade
18016	Public Affairs Technician	Enlisted-7
12626	Public Affairs Specialist	Enlisted-5
15447	Academic Program Manager	Officer-4

Positions to Convert. The duties of the two Public Affairs Technicians, positions 16226 and 16230, although essential, do not require military-unique skills or experience and could be performed by civilians. The duties of those positions are primarily performing research, writing articles, responding to media inquiries, and assisting in the design and layout of the Academy's newspaper. Civilian conversion of the positions would enhance efficiency in the Public Affairs Office without degrading mission effectiveness.

Table 31. Public Affairs Office Positions Identified for Conversion

Position Number	Position Title	Military Grade
16226	Public Affairs Technician	Enlisted-6
16230	Public Affairs Technician	Enlisted-5

Safety Office. The Safety Office manages and conducts flying, ground, and explosive safety programs, including the formulation of policies and procedures and investigations of accidents, incidents, and hazardous conditions. The Safety Office was authorized five military and three civilian positions to accomplish the duties and functions. We interviewed the four assigned military personnel to obtain information on their duties and responsibilities. Based on the interviews and our review of the Safety Office, its functions and the duties, and the responsibilities of the authorized positions, we determined that one military position (see Table 32.) could be eliminated.

The Safety Specialist, position 16868, assists in the management of ground safety programs for the base. Presently, there are eight authorized positions in the Safety Office with seven individuals assigned. Based on our review of Safety Office operations and discussions with the Director of Safety, we determined that the operation of the Safety Office was effective and efficient with seven individuals assigned. Therefore, we concluded that position 16868 was in excess of the staffing required in this office to accomplish the safety mission and functions for the Academy and could be eliminated without adverse affects. Likewise, the position would be in excess of future programmed manpower actions in relation to actual workload requirements. The Director endorsed our conclusion.

Table 32. Safety Office Position Identified for Elimination

Position Number	Position Title	Military Grade
16868	Safety Specialist	Enlisted-5

Staff Judge Advocate's Office. The Staff Judge Advocate (SJA) is the command legal advisor to the Superintendent, Commandant, Dean of Faculty, Vice Commander, and unit commanders. The SJA also has General Court Martial convening authority. In addition, the Office of the SJA provides claims, labor, and environmental law services and legal assistance to cadets, active duty personnel, retirees, and dependents. The SJA Office was authorized nine military and four civilian positions to accomplish its functions. We interviewed seven of the nine assigned military personnel in the SJA office to obtain information on their duties and responsibilities. Based on the interviews and discussions with SJA management, we determined that one position (see Table 33.) could be converted to civilian.

We determined that the duties of the Chief of Military Justice, position 10829, were essential; however, no military-unique skills or experiences were required of the position. Moreover, there are no civilian attorneys in the SJA office to provide continuity, stability, and legal experience in civil and Colorado state law. We determined that a civilian attorney in the SJA office would be beneficial to the Academy, particularly for labor law issues. The SJA agreed with our conclusion.

Table 33. SJA Office Position Identified for Conversion

Position Number	Position Title	Military Grade
10829	Chief of Military Justice	Officer-4

Objective Wing Concept

During our audit, we were informed that Air Force manpower standards were changing to reflect the Objective Wing Concept. The Concept is a result of the reorganization of the Air Force into Objective Wings. Staffing authorizations for the Objective Wings will be commensurate with population, facilities, and equipment being supported at each base. The results of our audit are in direct contrast to the effects that the revised manpower standards would have on the Academy's manning authorizations. Specifically, we concluded that the Academy could eliminate 23 positions, whereas the revised Air Force manpower standards would increase the Academy's manpower authorizations by 64 positions. The changes for each organization are shown in Appendix G. Since the Academy is a nonoperational unit and a one-of-a-kind activity, we believe that it should not implement the revised Air Force manpower standards. Further, the Academy can function effectively and efficiently with 23 fewer authorizations and personnel. Therefore, the increase of 64 authorizations should be avoided. Cost savings would be available by avoiding an increase of 64 positions; however, we were unable to quantify the amount of savings.

Conclusion

The need for military personnel at the Academy was overstated. Of 1,204 authorized noninstructional military positions at the Academy, 23 were not essential for the accomplishment of the mission or for the maintenance of the quality of life of the Cadet Wing. In addition, 196 noninstructional positions classified as requiring military personnel should be classified as civilian based on the duties and responsibilities of the positions. Also, 64 additional projected manpower authorizations were unwarranted. These conclusions were endorsed by management officials during the exit conferences at each of the organizations and by the Superintendent and his staff. Implementation of our recommendations should enhance the operation of the Academy, allow for the reassignment of military personnel to more essential functions within the Air Force, and result in savings of $14,741,814 during the execution of the FY 1994 through FY 1999 Future Years Defense Program. Additionally, the Air Force could achieve manpower savings and avoid costs by not implementing the Objective Wing Concept revised manpower standards.

Recommendations for Corrective Action

We recommend that the Superintendent, United States Air Force Academy:

1. Delete the 23 positions listed in Appendix D from the United States Air Force Academy's "Unit Manpower Document."

Management Comments. The Department of the Air Force concurred with the recommendation.

2. Reclassify the 196 military positions listed in Appendix E as civilian positions on the United States Air Force Academy's "Unit Manpower Document."

Management Comments. The Department of the Air Force partially concurred with the recommendation except for the conversion of the Survival Training Manager in the Commandant of Cadets' Military Training Division. The comments stated that because the Survival, Evasion, Resistance, and Escape training course is directly linked to Air Force combat requirements, the program should be headed by a uniformed professional. The comments added that the incumbent has a significant amount of interaction with cadets and that it is important to maintain a senior noncommissioned officer presence to stress cadet-noncommissioned officer interaction.

Audit Response. Our conclusion on the need to convert the Survival Training Manager to a civilian position was based on discussions that indicated the position was managerial rather than interactive with cadets. Therefore, the conversion would have provided more continuity and stability to the Survival, Evasion, Resistance, and Escape program than military personnel who are rotated on a cyclical basis. Based on the information provided in the Department of the Air Force's comments, appropriate changes have been made to this final report regarding this position, and monetary benefits have been reduced accordingly.

3. Establish the one position and execute the other seven personnel actions listed in Appendix F, to revise the United States Air Force Academy's "Unit Manpower Document."

Management Comments. The Department of the Air Force concurred with the recommendation.

4. Obtain increased civilian end-strength authorizations and civilian payroll authority in order to implement Recommendations 2. and 3.

Management Comments. The Department of the Air Force concurred with the recommendation.

5. Cease implementation of the revised Air Force manpower standards for the Objective Wing Concept at the United States Air Force Academy.

Management Comments. The Department of the Air Force nonconcurred with the recommendation. The comments stated that the audit overlooked the need for support of new missions, discounted the validity of the Air Force manpower standards development process, and did not address total manpower requirements (civilian manpower requirements excluded). The comments added that allowing manpower reductions in some functional areas and not allowing due increases in other areas was an inappropriate way to administer the application of manpower standards being developed. The Air Force also stated that it did not agree with allowing manpower reductions, but no manpower growth in any function, particularly in those not covered by the audit.

Audit Response. We agree with the Air Force that the manpower standards process is still in progress, and we have adjusted the projected requirements which this concept could generate downward by 42 positions. We also agree that the draft report discussion on the Objective Wing and the development of revised manpower standards related to the concept may have caused confusion. Therefore, we have revised appropriate sections of the report and Recommendation 5., and we ask that the Air Force comment on the revised recommendation in response to this report.

Our analysis of and conclusions on manpower requirements were based on audit work accomplished at all functional areas except those specifically excluded as mentioned in the Scope section of Part I of this report. Our conclusions took into consideration the need for support to new mission areas that were brought to our attention. For example, we looked at the Center for Character Development (the Center) in the Commandant of Cadets area and discussed the issues with the Commandant. We were told that the Center was being staffed from current manpower resources and that we did not have to consider the staffing of the Center in our results. Additionally, we considered manpower needs in Civil Engineering compliance with environmental laws in our overall results. We initially determined that from 10 to 40 positions could be eliminated in Civil Engineering. We reconsidered those eliminations when issues such as manpower needs for compliance with environmental laws were brought to our attention and concluded that Civil Engineering had been staffed at a level to handle current missions and environmental law compliance matters. Therefore, we recommended that positions not requiring special military skills or experience be converted to civilian positions.

We do not discount the validity of the Air Force manpower standards development process but we do question the application of the standards at the Air Force Academy. The Academy is a nonoperational unit and a one-of-a-kind activity that does not have to parallel an operational unit. Further, the scope of the audit was military manpower requirements at the Academy, not total manpower requirements, and accordingly, we did not look at civilian requirements. However, we did take civilian requirements into account in developing the recommended corrective actions. In order to handle the growth in civilian manpower, the recommended conversion actions may necessitate an increase of one position in civilian personnel and in civilian pay but will not require increases in any of the other functional areas.

Part III - Additional Information

Appendix A. Congressional Tasking

102D CONGRESS *2d Session*	HOUSE OF REPRESENTATIVES	REPORT 102-966

NATIONAL DEFENSE AUTHORIZATION
ACT FOR FISCAL YEAR 1993

CONFERENCE REPORT

TO ACCOMPANY

H.R. 5006

OCTOBER 1, 1992.—Ordered to be printed

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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. U.S. Air Force Academy Noninstructional Positions[1]

Department	Authorized	Assigned	Audited
Office of Admissions	24	32	22
Athletics Directorate	74	159	88
Command Chaplain	24	26	18
Civil Engineering	189	184	161
Commandant of Cadets[2]	319	373	186
7625th Communications Squadron	68	67	38
Financial Management and Comptroller[3]	23	17	15
Dean of Faculty[4]	197	173	163
Inspector General's Office	3	4	3
Information Management Directorate	5	5	3
Logistics Directorate	34	41	35
Morale, Welfare, Recreation, and Services	15	17	14
Personnel Directorate	72	70	48
Plans and Programs Directorate	24	29	26
Protocol Office	4	4	3
Public Affairs Office	15	15	12
Safety Office	5	4	4
7625th Security Police Squadron	84	76	28
Staff Judge Advocate's Office	9	9	7
Superintendent's Office	10	10	9
Vice Commander's Office	6	7	6
Totals	1,204	1,322	889

[1] Does not include United States Air Force Academy Band, Hospital, and Preparatory School.
[2] Does not include the 94th parachuting and UV-18 operations under review by Air Force Audit Agency.
[3] Does not include 19 military positions transferred to the Defense Finance and Accounting Service.
[4] Includes 98 instructors who either do not teach or teach up to two courses during a semester.

Appendix C. U.S. Air Force Academy Planned or Scheduled Actions

Department	Position Number	Position Title	Action
Admissions	17262	Information Management Specialist	Convert to Civilian 3rd Quarter Fiscal Year 1993
	16759	Apprentice Information Management Specialist	Convert to Civilian 3rd Quarter Fiscal Year 1993
Command Chaplain	10872	Chief of Chaplain	Reassign and downgrade 3rd Quarter Fiscal Year 1995
Commandant Cadets	12109	Information Management Specialist	Reassign and downgrade 3rd Quarter Fiscal Year 1993
	10906	MWRS Specialist	Convert to Civilian 3rd Quarter Fiscal Year 1993
	18222	Pilot Flight Training Instructor	Eliminate 4th Quarter Fiscal Year 1993
	18223	Air Operations Officer	Eliminate 4th Quarter Fiscal Year 1993
	01217	Apprentice Information Management Specialist	Convert to Civilian 3rd Quarter Fiscal Year 1993
Dean of Faculty	11610	Instructor of Electrical Engineering	Eliminate 4th Quarter Fiscal Year 1993
	11357	Instructor of Mechanical Engineering	Eliminate 4th Quarter Fiscal Year 1993
	11418	Instructor of History	Eliminate 4th Quarter Fiscal Year 1993
	14980	Instructor of English	Eliminate 4th Quarter Fiscal Year 1994
	18189	Instructor of Law	Eliminate 4th Quarter Fiscal Year 1994
	11307	Instructor of Math Science	Eliminate 4th Quarter Fiscal Year 1994
	11521	Instructor of Philosophy	Eliminate 4th Quarter Fiscal Year 1994
	15505	Instructor of Political Science	Eliminate 4th Quarter Fiscal Year 1994
	11349	Instructor of Chemistry	Eliminate 4th Quarter Fiscal Year 1994
	11347	Instructor of Computer Science	Eliminate 4th Quarter Fiscal Year 1994
	11239	Instructor of Aeronautics	Eliminate 4th Quarter Fiscal Year 1995
	11633	Instructor of Astronautics	Eliminate 4th Quarter Fiscal Year 1995
	11320	Instructor of Biology	Eliminate 4th Quarter Fiscal Year 1995
	11531	Instructor of Behavioral Science	Eliminate 4th Quarter Fiscal Year 1995
	11535	Instructor of Civil Engineering	Eliminate 4th Quarter Fiscal Year 1995
	11380	Instructor of Chemical Engineering	Eliminate 4th Quarter Fiscal Year 1995

Department	Position Number	Position Title	Action
Dean of Faculty	14782	Instructor of Economics and Geography	Eliminate 4th Quarter Fiscal Year 1995
	19276	Instructor of Foreign Language	Eliminate 4th Quarter Fiscal Year 1995
	01209	Instructor of Management	Eliminate 4th Quarter Fiscal Year 1995
	11836	Instructor of Philosophy and Fine Arts	Eliminate 4th Quarter Fiscal Year 1995
	18041	Inventory Management Specialist	Convert to Civilian 3rd Quarter Fiscal Year 1993
	19053	Apprentice Computer Systems Programmer	Convert to Civilian 3rd Quarter Fiscal Year 1993
	11132	Still Photography Specialist	Convert to Civilian 3rd Quarter Fiscal Year 1993
	16728	Apprentice Graphics Specialist	Convert to Civilian 3rd Quarter Fiscal Year 1993
	17399	Apprentice Graphics Specialist	Convert to Civilian 3rd Quarter Fiscal Year 1993
	17800	Apprentice Graphics Specialist	Convert to Civilian 3rd Quarter Fiscal Year 1993
	19323	Instructor	Eliminate 3rd Quarter Fiscal Year 1993[1]
	19327	Instructor	Eliminate 3rd Quarter Fiscal Year 1993[1]
	19328	Instructor	Eliminate 3rd Quarter Fiscal Year 1993[1]
	11386	Instructor	Eliminate 3rd Quarter Fiscal Year 1995
	15253	Aeronautical Engineer	Eliminate 1st Quarter Fiscal Year 1993[1]
	16364	Instrument Mechanic	Eliminate 1st Quarter Fiscal Year 1993[1]
	11383	Academic Program Manager	Eliminate 1st Quarter Fiscal Year 1993[1]
Financial Management	11548	Information Management Specialist	Transfer to DFAS[2] 3rd Quarter Fiscal Year 1994
	16311	Financial Management Specialist	Transfer to DFAS[2] 3rd Quarter Fiscal Year 1993
	16712	Apprentice Financial Management Specialist	Transfer to DFAS[2] 3rd Quarter Fiscal Year 1993
	10966	Director	Reassign and downgrade 4th Quarter Fiscal Year 1993
Safety	16867	Chief	Convert to Civilian 3rd Quarter Fiscal Year 1993

[1] Unable to determine whether positions were eliminated or other actions were taken.
[2] DFAS - Defense Finance and Accounting Service.

Appendix D. Positions Identified for Elimination

Department	Position Number	Military Grade	Position Title
Office of Admissions	12299	Enlisted-7	Chief of Distribution
Athletics Directorate	17425	Enlisted-4	Physical Therapy Specialist
Command Chaplain	10876	Officer-3	Chaplain
	16702	Enlisted-3	Chaplain Management Specialist
Commandant of Cadets	10903	Officer-5	Organization Commander
	18508	Enlisted-3	Apprentice Information Management Specialist
Dean of Faculty	19063	Officer-3	Academic Program Manager
	19065	Officer-3	Chief of Data Management
	18828	Enlisted-5	Communications and Computer Systems Specialist
Information Management	15570	Enlisted-5	Information Management Specialist
Logistics	13135	Officer-3	Procurement Officer
	19086	Enlisted-8	Contract Superintendent
	18395	Enlisted-4	Vehicle Operator and Dispatcher Specialist
	18395	Enlisted-4	Vehicle Operator and Dispatcher Specialist
	18395	Enlisted-4	Vehicle Operator and Dispatcher Specialist
	15263	Officer-4	Base Contracting Officer
Morale, Welfare, and Recreation	12337	Enlisted-3	Apprentice Recreation Services Specialist
Personnel	15422	Enlisted-3	Apprentice Personnel Specialist
Public Affairs	18016	Enlisted-7	Public Affairs Technician
	12626	Enlisted-5	Public Affairs Specialist
	15447	Officer-4	Academic Program Manager
Safety	16868	Enlisted-5	Safety Specialist
Superintendent	18494	Enlisted-4	MWR Specialist (Enlisted Aide)

Appendix E. Positions Identified for Conversion

Department	Position Number	Military Grade	Position Title
Admissions	17263	Enlisted-5	Information Management Specialist
	16760	Enlisted-3	Apprentice Information Management Specialist
	15870	Enlisted-3	Apprentice Information Management Specialist
	15448	Enlisted-4	Information Management Specialist
	12293	Officer-5	Chief of Selections
Athletics	12184	Officer-3	Instructor
	18425	Enlisted-7	Military Training Instructor
	12194	Officer-3	Instructor
	12178	Officer-3	Academic Program Manager
	16182	Enlisted-5	Information Management Specialist
	16751	Enlisted-4	Information Management Specialist
	16752	Enlisted-3	Apprentice Information Management Specialist
	16408	Enlisted-4	Public Affairs Specialist
	15177	Officer-5	Chief of Business Office
	16415	Enlisted-3	Apprentice MWR Specialist
	16756	Enlisted-3	Apprentice MWR Specialist
	16412	Enlisted-5	Physical Therapy Specialist
	16411	Enlisted-4	Physical Therapy Specialist
	16411	Enlisted-4	Physical Therapy Specialist
	16409	Enlisted-9	Biomedical Therapy Specialist
	15234	Enlisted-6	Physical Therapy Technician
	16410	Enlisted-6	Physical Therapy Technician
	11702	Enlisted-6	Physical Therapy Specialist
	17426	Enlisted-5	Physical Therapy Specialist
	16753	Enlisted-5	Information Management Specialist
Command Chaplain	16347	Enlisted-3	Chapel Management Specialist
Civil Engineering	17752	Enlisted-3	Apprentice Fire Protection Specialist
	18000	Enlisted-3	Apprentice Fire Protection Specialist
	18000	Enlisted-3	Apprentice Fire Protection Specialist
	18026	Enlisted-3	Apprentice Fire Protection Specialist
	18026	Enlisted-3	Apprentice Fire Protection Specialist
	18070	Enlisted-3	Apprentice Fire Protection Specialist
	13080	Enlisted-6	Electrical Systems Technician
	17490	Enlisted-4	HVAC/Refrigeration Specialist
	16390	Enlisted-5	HVAC/Refrigeration Specialist

Department	Position Number	Military Grade	Position Title
Civil Engineering (Continued)	17027	Enlisted-5	HVAC/Refrigeration Specialist
	17274	Enlisted-4	HVAC/Refrigeration Specialist
	13000	Enlisted-4	HVAC/Refrigeration Specialist
	13044	Enlisted-4	HVAC/Refrigeration Specialist
	13047	Enlisted-4	HVAC/Refrigeration Specialist
	16394	Enlisted-4	HVAC/Refrigeration Specialist
	17035	Enlisted-4	HVAC/Refrigeration Specialist
	18018	Enlisted-5	HVAC/Refrigeration Specialist
	15929	Enlisted-3	Apprentice Structural Specialist
	17651	Enlisted-3	Apprentice Structural Specialist
	17786	Enlisted-3	Apprentice Structural Specialist
	15934	Enlisted-3	Apprentice Structural Specialist
	17485	Enlisted-3	Apprentice Structural Specialist
	18224	Enlisted-5	Utilities System Specialist
	11741	Enlisted-3	Apprentice Structural Specialist
	17041	Enlisted-3	Apprentice Structural Specialist
	17042	Enlisted-3	Apprentice Utility System Specialist
	15932	Enlisted-6	Structural Technician
	16388	Enlisted-5	Structural Specialist
	16270	Enlisted-4	Structural Specialist
	16389	Enlisted-4	Structural Specialist
	01014	Enlisted-3	Apprentice Structural Specialist
	15644	Enlisted-3	Apprentice Structural Specialist
	16269	Enlisted-3	Apprentice Structural Specialist
	16271	Enlisted-3	Apprentice Structural Specialist
	16793	Enlisted-3	Apprentice Structural Specialist
	18137	Enlisted-3	Apprentice Structural Specialist
	18227	Enlisted-6	Entomology Technician
	16671	Enlisted-3	Apprentice Utilities Specialist
	17888	Enlisted-3	Apprentice Utilities Specialist
	18140	Enlisted-7	Utilities Systems Specialist
Commandant of Cadets	19016	Officer-3	Chief of Weather Flight
	19019	Enlisted-5	Weather Forecaster
	19021	Enlisted-4	Weather Specialist
	15159	Enlisted-6	Airfield Management Supervisor
	15612	Enlisted-4	Airfield Management Specialist
	19229	Enlisted-6	Air Traffic Control Technician
	19229	Enlisted-6	Air Traffic Control Technician
	19232	Enlisted-5	Air Traffic Control Specialist
	01262	Enlisted-6	Information Management Technician
	18442	Enlisted-6	Combat Arms Training Maintenance

Appendix E. Positions Identified for Conversion

Department	Position Number	Military Grade	Position Title
Commandant of Cadets (Continued)	12092	Enlisted-5	Inventory Management Specialist
	16736	Enlisted-3	Apprentice Inventory Management
	12049	Officer-3	Chief of Cadet Logistics
	19364	Enlisted-3	Apprentice Information Management Specialist
	16673	Enlisted-4	MWRS Specialist
	17367	Enlisted-5	MWRS Specialist
	15118	Enlisted-4	MWRS Specialist
	16427	Enlisted-4	MWRS Specialist
	16427	Enlisted-4	MWRS Specialist
	16427	Enlisted-4	MWRS Specialist
	16672	Enlisted-4	MWRS Specialist
	17735	Enlisted-4	MWRS Specialist
	17735	Enlisted-4	MWRS Specialist
	16426	Enlisted-3	Apprentice MWR Specialist
	16426	Enlisted-3	Apprentice MWR Specialist
	16763	Enlisted-3	Apprentice MWR Specialist
	16800	Enlisted-3	Apprentice MWR Specialist
	11539	Enlisted-4	MWRS Specialist
	12126	Enlisted-4	MWRS Specialist
	12126	Enlisted-4	MWRS Specialist
	12126	Enlisted-4	MWRS Specialist
	17388	Enlisted-3	Apprentice MWR Specialist
	16799	Enlisted-5	MWRS Specialist
	12398	Enlisted-6	MWRS Supervisor Specialist
	17366	Enlisted-3	Apprentice MWR Specialist
	12392	Enlisted-7	MWRS Supervisor
	17480	Enlisted-5	MWRS Specialist
	17748	Enlisted-5	MWRS Specialist
	12400	Enlisted-6	Chief of Operations Division
Communications and Computers	18867	Enlisted-5	Computer System Operator
	18836	Enlisted-5	Ground Radio Communications Specialist
	18839	Enlisted-4	Ground Radio Communications Specialist
	18877	Enlisted-4	Computer System Operator
	18879	Enlisted-4	Computer System Operator
	18806	Officer-5	Chief
	18807	Enlisted-6	Computer System Programmer
	18808	Enlisted-5	Computer System Programmer

Department	Position Number	Military Grade	Position Title
Communications and Computers (Continued)	18811	Enlisted-5	Computer System Programmer
	18812	Enlisted-4	Computer System Programmer
	18888	Enlisted-6	Computer System Supervisor
	18790	Officer-3	Computer System Officer
Dean of Faculty	19061	Officer-5	Director of the Office of Registrar
	19064	Officer-3	Academic Program Manager
	12360	Officer-5	Director of Academic Libraries
	19317	Enlisted-5	Financial Management Specialist
	16359	Enlisted-5	Information Management Specialist
	11160	Enlisted-6	Still Photography Technician
	11130	Enlisted-5	Still Photography Specialist
	11148	Enlisted-6	Visual Information Media Technician
	16077	Enlisted-5	Visual Information Media Specialist
	15150	Enlisted-4	Visual Information Media Specialist
	19331	Enlisted-5	Inventory Management Specialist
	17581	Enlisted-5	Inventory Management Specialist
	11835	Enlisted-6	Information Management Technician
	19052	Enlisted-5	Computer System Programmer
	11836	Enlisted-6	Target Intelligence Technician
	19051	Officer-3	Computer System Programmer
	18829	Enlisted-5	Communications and Computer Systems Specialist
	18930	Enlisted-6	Television Systems Technician
Financial Management	15002	Enlisted-4	Disbursement and Accounting Specialist
	01076	Enlisted-4	Disbursement and Accounting Specialist
	16312	Enlisted-3	Apprentice Disbursement and Accounting Specialist
	11011	Officer-3	Chief Financial Management and Control
Information Management	17369	Enlisted-8	Chief of Administration and Communications Division
	15573	Enlisted-6	Information Management Technician
	15572	Enlisted-4	Information Management Specialist
Logistics	19129	Enlisted-5	Passenger and Household Goods Specialist
	18978	Enlisted-6	Logistics Plans Technician
	16333	Enlisted-8	Vehicle Maintenance Superintendent
	17203	Enlisted-6	Chief of Bus (Fleet) Management

Appendix E. Positions Identified for Conversion

Department	Position Number	Military Grade	Position Title
Logistics (Continued)	13124	Officer-4	Director of Logistics Plans and Programs
	15114	Enlisted-5	Procurement Specialist
	18668	Enlisted-4	Contract Specialist
	16677	Enlisted-5	Contract Specialist
	17429	Enlisted-5	Quality Assurance Inspector
	17733	Enlisted-5	General-Purpose Vehicle Mechanic
	17430	Enlisted-3	Apprentice General-Purpose Vehicle Mechanic
	17743	Enlisted-3	Apprentice General-Purpose Vehicle Body Mechanic
	01165	Enlisted-4	General Purpose-Vehicle Mechanic
	18594	Enlisted-4	Vehicle Operator and Dispatcher Specialist
	18594	Enlisted-4	Vehicle Operator and Dispatcher Specialist
	18594	Enlisted-4	Vehicle Operator and Dispatcher Specialist
	18395	Enlisted-4	Vehicle Operator and Dispatcher Specialist
	15031	Enlisted-4	Vehicle Operator and Dispatcher Specialist
	15306	Enlisted-4	Vehicle Operator and Dispatcher Specialist
	15113	Enlisted-6	Procurement Supervisor
	15110	Enlisted-7	Procurement Supervisor
	16681	Enlisted-5	Contract Specialist
MWR	15544	Officer-4	Personnel Program Staff Officer
	14842	Officer-5	Director
	15565	Enlisted-6	Services Supervisor
	17784	Enlisted-4	Services Specialist
	17912	Enlisted-5	Services Specialist
	17843	Enlisted-5	Recreation Services Specialist
	16762	Enlisted-3	Apprentice Recreation Services Specialist
	13306	Officer-3	Services Operations Officer
	18774	Enlisted-7	Services Supervisor
	11516	Enlisted-4	Recreation Services Specialist
	16339	Enlisted-3	Apprentice Recreation Services Specialist
Personnel	12119	Enlisted-5	Personnel Specialist
	15557	Enlisted-3	Apprentice Personnel Specialist

Department	Position Number	Military Grade	Position Title
Personnel (Continued)	15557	Enlisted-3	Apprentice Personnel Specialist
	16745	Enlisted-4	Personnel Management Specialist
Plans and Programs	18680	Officer-4	Academic Program Manager
	16885	Officer-4	Chief of Current Operations Division
	19014	Officer-3	Academic Program Manager
	16874	Enlisted-5	Manpower Management Specialist
	18922	Enlisted-6	Manpower Management Technician
Protocol	16859	Enlisted-3	Apprentice Information Management Specialist
Public Affairs	16226	Enlisted-6	Public Affairs Technician
	16230	Enlisted-5	Public Affairs Technician
Security Police	13358	Enlisted-4	Personnel Specialist
	10867	Enlisted-5	Law Enforcement Specialist
	13360	Enlisted-4	Information Management Specialist
	13363	Enlisted-5	Law Enforcement Specialist
	15639	Enlisted-4	Law Enforcement Specialist
	13376	Enlisted-5	Law Enforcement Specialist
Staff Judge Advocate	10829	Officer-4	Chief of Military Justice
Superintendent	18465	Enlisted-4	Information Management Specialist
Vice Commander	19351	Enlisted-5	Personnel Specialist

Appendix F. Positions Identified for Other Actions

Department	Position Number	Military Grade	Position Title	Action
Admissions	12282	Officer-5	Chief of Enrollment	Reduce Grade to Captain
Dean of Faculty	19057	Officer-5	Scientific Manager	Reassign from Operations to Office of Research
	11661	Officer-6	Director of Education	Reconsider after Faculty Conversions to Civilians Occur
	15536	Officer-5	Scientific Manager	Reconsider after Faculty Conversions to Civilians Occur
	11161	Enlisted-7	Financial Analyst Technician	Move to Executive Officer Position and Combine Duties
	CREATE	Officer-5	Director of Faculty Development	Establish as a Permanent Position
	18830	Enlisted-4	Television Systems Specialist	Reassign from Academic Computing Services to Television Maintenance
	18831	Enlisted-4	Television Systems Specialist	Reassign from Academic Computing Services to Television Maintenance

Appendix G. Comparison of Air Force Manpower Standards to Audit Results

Department	Authorized Personnel	Objective Wing Concept	Audit Results
Admissions	56	N/C [1]	-1
Athletics	127	N/C	-1
Chaplain	30	+1	-2
Civil Engineering	542	+37	N/C
Commandant of Cadets	749	+9	-2
Communications and Computers	113	-2	N/C
Dean of Faculty	835	N/C	-3
Financial Management	68 [2]	+8	N/C
Inspector General	5	N/C	N/C
Information Management	27	+2	-1
Logistics	174	N/C	-6
MWR	79	-2	-1
Personnel	122	-1	-1
Plans and Programs	44	N/A[3]	N/C
Protocol	12	N/C	N/C
Public Affairs	27	-3	-3
Safety	8	+2	-1
Security Police	87	+5	N/C
Staff Judge Advocate	13	+7	N/C
Superintendent	12 [4]	N/C	-1
Vice Commander	7	+1	N/C
Totals	3,137	+64	-23

[1] N/C = No Change
[2] Includes 31 positions assigned to Defense Finance and Accounting Service.
[3] N/A = Not applicable
[4] Includes one unauthorized Enlisted Aide.

Appendix H. Potential Monetary Benefits of Eliminations

Military Grade	Military Compensation (Base Year)[1]	Number to be Eliminated	Benefit of Elimination (Base Year)[1]	Benefit of Elimination (6 Years)[2]
Officer-5	$97,505	1	$ 97,505	$ 585,030
Officer-4	$84,575	2	169,150	1,014,900
Officer-3	$68,561	4	274,244	1,645,464
Enlisted-8	$52,114	1	52,114	312,684
Enlisted-7	$45,372	2	90,744	544,464
Enlisted-5	$33,171	4	132,684	796,104
Enlisted-4	$27,872	5	139,360	836,160
Enlisted-3	$23,795	4	95,180	571,080
Totals		23	$1,050,981	$6,305,886

[1] Our estimate of potential monetary benefits is based on fiscal year 1992 Military-Civilian Equivalent Pay Rates for the Air Force, published by the Comptroller of the Department of Defense, to support fiscal year 1994 through fiscal year 1995 Defense Business Operations Fund budget formulation.

[2] Fiscal year 1994 through fiscal year 1999 Future Years Defense Program.

Appendix I. 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-14	$97,505	$74,390	6	$ 585,030	$ 446,340	$ 138,690	$ 832,140
Officer-4	GS-13	$84,575	$62,950	5	422,875	314,750	108,125	648,750
Officer-3	GS-12	$68,561	$52,937	11	754,171	582,307	171,864	1,031,184
Enlisted-9	GS-09	$62,188	$36,504	1	62,188	36,504	25,684	154,104
Enlisted-8	GS-08	$52,114	$33,051	2	104,228	66,102	38,126	228,756
Enlisted-7	GS-07	$45,372	$29,843	5	226,860	149,215	77,645	465,870
Enlisted-6	GS-06	$39,467	$26,857	27	1,065,609	725,139	340,470	2,042,820
Enlisted-5	GS-06	$33,171	$26,857	45	1,492,695	1,208,565	284,130	1,704,780
Enlisted-4	GS-05	$27,872	$24,094	51	1,421,472	1,228,794	192,678	1,156,068
Enlisted-3	GS-04	$23,795	$21,536	43	1,023,185	926,048	97,137	582,822
Totals				196	$7,158,313	$5,683,764	$1,474,549	$8,847,294

[1] We did not use the exact civilian equivalent for each military pay grade. Instead, we used the next higher civilian pay grade for enlisted positions to allow for the overtime or additional staffing that may be needed as a result of the conversion from military to civilian positions.

[2] Our estimate of potential monetary benefits is based on fiscal year 1992 Military-Civilian Equivalent Pay Rates for the Air Force, published by the Comptroller of the Department of Defense, to support fiscal year 1994 through fiscal year 1995 Defense Business Operations Fund budget formulation.

[3] Fiscal year 1994 through fiscal year 1999 Future Years Defense Program.

Appendix J. Potential Monetary Benefits of Other Actions

Downgrade of Position						
Current Military Grade	Compensation[1]	New Military Grade	New Compensation[1]	Compensation Difference	Monetary Benefit (1 year)	Monetary Benefit (6 years[2]
Officer-5	$97,505	Officer-3	$68,561	$28,944	$28,944	$173,664

Creation of Position				
	Grade of Position Created	Military Compensation[1]	Monetary Cost (1 year)[1]	Monetary Cost (6 years)[2]
	Officer-5	$97,505	$97,505	$585,030

[1] Our estimate of potential monetary benefits is based on fiscal year 1992 Military-Civilian Equivalent Pay Rates for the Air Force, published by the Comptroller of the Department of Defense, to support fiscal year 1994 through fiscal year 1995 Defense Business Operations Fund budget formulation.

[2] Fiscal year 1994 through fiscal year 1999 Future Years Defense Program.

Appendix K. Summary of Benefits

Action	Cost of Action
Potential Benefit of Eliminations (Base Year - FY 1994)	$ 1,050,981
Potential Benefit of Conversions (Base Year - FY 1994)	1,474,549
Potential Benefit of Other Action (Base Year - FY 1994)	28,944
Cost of Other Action (Base Year - FY 1994)	(97,505)
Net Potential Benefit (Base Year - FY 1994)	$ 2,456,969 x6
Net Potential Benefit (FY 1994 through FY 1999 Future Years Defense Program)	$14,741,814

Appendix L. Summary of Potential Benefits Resulting from Audit

Recommendation Reference	Description of Benefit	Amount and/or Type of Benefit
1.	Economy and Efficiency. Eliminating the positions will enhance the operation of the Academy and will allow for the reassignment of military personnel to more essential functions within the Air Force.	Eliminating the positions will save $1,050,981 per year or $6.3 million over the fiscal year 1994 through fiscal year 1999 Future Years Defense Program. (Funds put to better use.)
2.	Economy and Efficiency. Converting the positions will enhance the operation of the Academy and will allow for the reassignment of military personnel to more essential functions within the Air Force.	Converting the positions will save $1,474,549 per year or $8.8 million over the fiscal year 1994 through fiscal year 1999 Future Years Defense Program. (Funds put to better use.)
3.	Economy and Efficiency. The establishment of the position and execution of the other personnel actions will enhance the operation of the Academy.	The establishment of the position and the other personnel actions will cost $68,561 per year or $411,400 over the fiscal year 1994 through fiscal year 1999 Future Years Defense Program.
4.	Economy and Efficiency. The increased civilian end-strength authorizations and payroll authority will enhance the operation of the Academy.	Nonmonetary.

Recommendation Reference	Description of Benefit	Amount and/or Type of Benefit
5.	Economy and Efficiency. Will allow for the reassignment of military personnel to more essential functions within the Air Force.	The discontinuance will save an unquantifiable dollar amount. Cost avoidance cannot be quantified because position staffing had not been identified. (Funds put to better use.)

Appendix M. 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

United States Naval Academy, Annapolis, MD

Department of the Air Force

Office of the Deputy Chief of Staff (Personnel), Washington, DC
United States Air Force Academy, Colorado Springs, CO

Appendix N. Report Distribution

Office of the Secretary of Defense

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

Department of the Army

Auditor General, U.S. Army Audit Agency

Department of the Navy

Auditor General, Naval Audit Service

Department of the Air Force

Secretary of the Air Force
Assistant Secretary of the Air Force (Financial Management and Comptroller)
Superintendent, United States Air Force Academy
Auditor General, U.S. Air Force Audit Agency

Defense Agencies

Director, Defense Contract Audit Agency
Director, Defense Logistics Studies Information Exchange
Inspector General, Defense Intelligence Agency
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 Select Committee on Intelligence
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
House Permanent Select Committee on Intelligence
House Subcommittee on Oversight and Evaluation, Permanent Select Committee on Intelligence

Part IV - Management Comments

Department of the Air Force Comments

DEPARTMENT OF THE AIR FORCE
HEADQUARTERS UNITED STATES AIR FORCE
WASHINGTON DC

20 SEP 1993

MEMORANDUM FOR ASSISTANT INSPECTOR GENERAL FOR AUDITING
OFFICE OF THE INSPECTOR GENERAL
DEPARTMENT OF DEFENSE

SUBJECT: Noninstructional Military Positions at the United States Air Force Academy, DoDIG Report Number 3RA-001 - INFORMATION MEMORANDUM

This is in reply to your memorandum requesting the Assistant Secretary of the Air Force (Financial Management and Comptroller) to provide Air Force comments on subject report.

We appreciate the opportunity to review and comment on the attached DoDIG draft report on the United States Air Force Academy military manning. Certainly, in today's austere times, it is essential that every military position be essential to the mission. Our comments are attached.

BILLY J. BOLES
Lieutenant General, USAF
Deputy Chief of Staff, Personnel

Attachment:
Air Force comments

Final Report
Reference

1. The "Introduction" paragraph of the Executive Summary indicated the Cadet Wing is being reduced from 4,500 to 4,000 and, as a result, the support staff should also be reduced. This implies that the Academy was not planning to reduce staff in conjunction with the cadet reduction. In fact, we are cutting the support staff as the Cadet Wing strength declines.

2. The "Summary of Recommendations" paragraph of the Executive Summary included a recommendation to discontinue the process that adds increased authorizations to the Academy. We do not concur for the following reasons:

a. First, this overlooks the need for support of new missions. Two examples, which the DoDIG team did not evaluate, are the Center for Character Development in the Commandant's area and environmental compliance manpower needs in both Civil Engineering and the Staff Judge Advocate's Office. By not having the proper manpower support, we can't complete any of these missions properly. Since FY82, the USAFA has reduced almost 300 positions. These nonprogrammatic cuts have limited our flexibility to absorb new missions.

b. Secondly, this recommendation discounts the validity of the Air Force's manpower standards development process. When applied later this year, these standards will account for all processes in almost every Air Force work center, and will provide manpower to support these processes. We do not believe that allowing us to absorb manpower reductions in some functional areas, while not receiving due increases in other areas, is an appropriate way to administer the application of these standards.

c. Thirdly, since the study reviewed only Academy military manpower requirements and excluded civilians, total mission manpower requirements were not addressed. For example, increased civilianization will drive increased manpower requirements in the Civilian Personnel Office, but decrease needs in the Military Personnel Flight. Accordingly, we do not concur with allowing manpower reductions, but no manpower growth, in any function, particularly in those not covered by the report.

3. On page 8, the paragraph directly under the "Noninstructional Military Personnel" states the Academy has preferred military positions over civilian. Numerous factors affecting all Air Force installations have tended to retain military positions. Examples are mobility taskings, military skills having high percentages of overseas assignments, and military career progression. All have substantially reduced opportunities to civilianize more spaces. 6

4. The same paragraph also recommends that the Academy should not implement the Objective Wing concept. We nonconcur with this recommendation. We believe this recommendation is based on interchanging this concept with the process of developing new manpower standards across the Air Force. The Objective Wing concept and the development of manpower standards are two related, but distinct, issues.

Final Report
Reference

51 5. Furthermore, on page 55, Appendix G indicates implementing the Objective Wing concept (more precisely, the application of Air Force manpower standards) would increase Academy manpower requirements by 106 spaces. This was a snapshot in time, as standards development remains underway, with the latest requirement pared to +64. As outlined above, these spaces will provide the resources to fund current and new missions and allow the Academy to offer services and support commensurate with other Air Force installations.

a. The Objective Wing concept is an Air Force-wide standardization of Air Force organizational structures. Its purposes are many: strengthen the chain of command; consolidate and decentralize functions; streamline, delayer, and flatten organizational levels; clarify functional responsibilities; and trim size and overhead.

b. The organizational blocks within the Objective Wing form the functional framework for Air Force manpower standards, which relate mission needs to manpower. These standards are being developed by the functional managers across the Air Force to maximize utilization of resources and "level the playing field" with respect to manpower positions employed and services provided.

c. To achieve these goals, some functions will require manpower increases. However, both the Objective Wing concept and the development of manpower standards will significantly enhance mission accomplishment capability with reduced manpower and costs when applied across the entire Air Force. Accordingly, for the Air Force not to implement either the Objective Wing concept or its new manpower standards because of manpower increases at some installations overlooks the many major advantages of both initiatives.

13 6. On page 17, under the "Dean of Faculty" (Noninstructional Military Personnel) paragraph, the report indicates 98 of the instructors assigned to the Faculty who teach zero to two sections are noninstructional staff. We nonconcur.

a. These positions include the Dean and his staff, department heads, senior tenure professors, officers supporting the flying programs, active researchers, and officers on sabbatical, many of whom are involved in more than one of the above duties. All contribute to the Faculty's instructional mission.

b. The DoDIG team's self-initiated working definition of noninstructional staff is not founded on any congressional language associated with the Academy and is not consistent with the results of a study performed in 1992 by the Mathematical Association of America. That study was based on a 1990-91 survey of nearly 2,000 departments of Mathematics, Computer Science, and Statistics by the Conference Board of the Mathematical Sciences. This study documented the average section load for full-time faculty at 4-year colleges and universities, where a considerable

Final Report Reference

percentage of faculty time is devoted to research, at 2.3. The median and mode sections for these full-time faculty members was very likely two. However, the DOD IG Team's definition would categorize these people as noninstructional staff.

c. The same study also showed that the average full-time section load at 4-year colleges, where research efforts are less extensive, is 3.03. Our emphasis on research, 10% of our instructor force, is greater than what most 4 year colleges expend. Further, full-time senior faculty members at 4-year colleges can be expected to have one or two sections as a normal workload. They are not considered as noninstructional staff at these institutions, and they should not be considered such at USAFA. They are full-time faculty with significant other duties which require a reduction in their section loads.

7. We concur with the establishment of a Director of Faculty Development position and the execution of seven personnel actions as listed in Appendix F. Estimated completion date: FY94/4.

8. We concur with the recommended deletions and are working to reprogram these resources to meet other Air Force validated manpower requirements. Estimated completion date: FY94/4.

9. We concur with the recommended conversions, with the following exception. Deleted

On page 14, under "Positions to Convert," the report recommends converting the Survival Training Manager position to civilian. We nonconcur for the following reasons:

a. The Survival Training Manager directs the Survival, Evasion, Resistance, and Escape (SERE) training course, which is a graduation requirement for all cadets. Because the incumbent has such a significant amount of interaction with cadets, it is important to maintain this highly visible senior noncommissioned officer (NCO) presence at the Academy. Further, the SERE program is directly linked to Air Force combat requirements and should, therefore, be headed by a uniformed professional.

b. Earlier this year, we were considering adding one NCO space to each of our 40 cadet squadrons to enhance cadet interaction and familiarity with the NCO corps. Since then, we have decided against this initiative. Instead, we plan to reinforce existing programs which stress cadet-NCO interface. This includes the reconsideration of our decision to convert the Survival Training Manager position to civilian.

As a result, all references to the number of military spaces to be converted to civilian should be changed from 197 to 196. We will programmatically work the military to civilian conversions based on the availability of funding.

10. The one-year dollar savings generated by conversions reflected on page 57, Appendix I, is overstated by approximately $1.1 million. We recognize the DoDIG team tried to match existing military grades to civilian grades without the benefit 53

of civilian position descriptions classified by the Civilian Personnel Office for the new civilian slots. Since Air Staff allocates us approximately $35,000 for each General Schedule civilian employee's annual pay and benefits, converting 196 military spaces to civilian would increase our civilian pay and benefits requirements by $6.9 million, vice the $5.8 million cited in the appendix. This would the reduce the one-Year Benefit of Conversion from $1.4 million to $.3 million and the six-year Benefit of Conversion from $8.5 million to $1.8 million, for a difference of $6.7 million.

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