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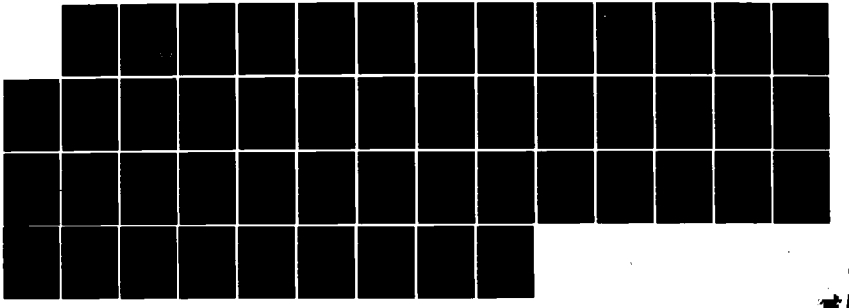

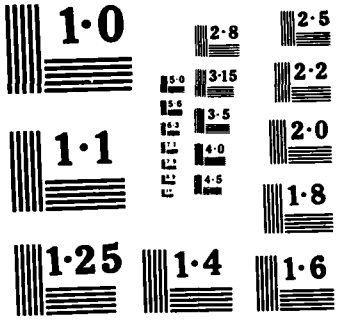

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STUDENT REPORT

INTERNAL REALIGNMENT OF TAC SERVICES SQUADRONS

MAJOR THOMAS J. PADGETT 85-2020

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REPORT NUMBER 85-2020

TITLE INTERNAL REALIGNMENT OF TAC SERVICES SQUADRONS

AUTHOR(S) MAJOR THOMAS J. PADGETT, USAF

FACULTY ADVISOR MAJOR TIMOTHY J. SMITH, ACSC/EDPC

SPONSOR COLONEL GEORGE T. MURPHY, HQ TAC/DEH

Submitted to the faculty in partial fulfillment of
requirements for graduation.

AIR COMMAND AND STAFF COLLEGE
AIR UNIVERSITY
MAXWELL AFB, AL 36112

REPORT DOCUMENTATION PAGE

1a. REPORT SECURITY CLASSIFICATION UNCLASSIFIED	1b. RESTRICTIVE MARKINGS
2a. SECURITY CLASSIFICATION AUTHORITY	3. DISTRIBUTION/AVAILABILITY OF REPORT
2b. DECLASSIFICATION/DOWNGRADING SCHEDULE	
4. PERFORMING ORGANIZATION REPORT NUMBER(S) 85-2020	5. MONITORING ORGANIZATION REPORT NUMBER(S)
6a. NAME OF PERFORMING ORGANIZATION ACSC/EDCC — 6b. OFFICE SYMBOL (If applicable)	7a. NAME OF MONITORING ORGANIZATION
6c. ADDRESS (City, State and ZIP Code) MAXWELL AFB, AL 36112	7b. ADDRESS (City, State and ZIP Code)
8a. NAME OF FUNDING/SPONSORING ORGANIZATION — 8b. OFFICE SYMBOL (If applicable)	9. PROCUREMENT INSTRUMENT IDENTIFICATION NUMBER
8c. ADDRESS (City, State and ZIP Code)	10. SOURCE OF FUNDING NOS. PROGRAM ELEMENT NO. — PROJECT NO. — TASK NO. — WORK UNIT NO.
11. TITLE (Include Security Classification) INTERNAL REALIGNMENT OF	
12. PERSONAL AUTHOR(S) Padgett, Thomas J., Major, USAF	
13a. TYPE OF REPORT — 13b. TIME COVERED FROM _____ TO _____ — 14. DATE OF REPORT (Yr., Mo., Day) 1985 APRIL — 15. PAGE COUNT 47	
16. SUPPLEMENTARY NOTATION Item 11: TAC SERVICES SQUADRONS	
17. COSATI CODES FIELD — GROUP — SUB. GR.	18. SUBJECT TERMS (Continue on reverse if necessary and identify by block number)

19. ABSTRACT (Continue on reverse if necessary and identify by block number)

This research paper evaluates the current organizational structure in TAC services squadrons and recommends an internal realignment to improve operations. It evaluates the span of control and the available resources to manage squadron activities. It also identifies activities in the squadron that are common to all branches, and shows where consolidated management is possible. The paper also shows that the current organizational configuration does not totally comply with Air Force organization and policy guidance. The paper recommends an internal squadron realignment that consolidates into one branch the linen exchange and furnishings management, as well as resource management, readiness, and training. This new branch, plus the food service and billeting branches would report directly to the operations officer. The paper concludes that this realignment can result in a better environment in which to meet the services challenges of resource management, readiness, and training; and in which to improve squadron commander effectiveness.

20. DISTRIBUTION/AVAILABILITY OF ABSTRACT UNCLASSIFIED/UNLIMITED ☐ SAME AS RPT ☒ DTIC USERS ☐	21 ABSTRACT SECURITY CLASSIFICATION UNCLASSIFIED
22a. NAME OF RESPONSIBLE INDIVIDUAL ACSC/EDCC Maxwell AFB Al 36112	22b TELEPHONE NUMBER (Include Area Code) (205) 293-2483 — 22c. OFFICE SYMBOL

PREFACE

In the Air Force, personnel and resources are scarce, missions are expanding and becoming more complex, and the pursuit of excellence is paramount. Every avenue must be explored to ensure efficient and effective Air Force organizations. The 18 services squadrons in the Tactical Air Command (TAC) are no exception. They are organized for their mission in a traditional fashion at first glance. However, there is more to the organizational structure than first meets the eye.

This research paper analyzes the TAC services squadrons and recommends a change in organizational structure that can provide an improved environment in which the squadron can be operated more effectively and efficiently. Part of the research involved interviews with TAC services squadron commanders. Because of the author's services squadron commander experience, his experience and preceptions are included along with those of the other services squadron commanders. The professionals at HQ TAC in the Housing and Services Directorate were especially helpful in providing information for this paper. For their help, the author is most appreciative.

If this research paper only encourages others to consider how to improve TAC services squadrons from within, it will have accomplished a great deal. If it is the seed that ultimately results in internal changes that lead to more efficient and effective TAC services squadrons, it will have accomplished much more.

ABOUT THE AUTHOR

The author spent his entire Air Force career as a services officer. He served as a base food service officer in three major air commands, and also served as the chief of food service for the United States Air Forces in Europe (USAFE). Following his assignment in Europe, he was the services squadron commander at Seymour Johnson AFB, North Carolina. In 1982, he was assigned to Headquarters Tactical Air Command (HQ TAC), Directorate of Housing and Services. While at HQ TAC, he developed the first guide for computing unit combat readiness reports for TAC services squadrons. He also developed a guide for managing peacetime mortuary affairs operations in Southwest Asia for the US Central Command (USCENTCOM). His formal education includes a BS in accounting and an MBA in management. He also attended the Air Force Food Service Officer Course, the Air Force Services Officer Course, and Squadron Officers School.

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REPORT NUMBER 85-2020

AUTHOR(S) MAJOR THOMAS J. PADGETT, USAF

TITLE INTERNAL REALIGNMENT OF TAC SERVICES SQUADRONS

I. Purpose: To analyze the organizational structure of services squadrons in the Tactical Air Command (TAC) and recommend improvements in that structure. This objective focuses on a realignment within the squadrons that will result in a better environment in which to meet the challenges of training, resource management, and readiness; and in which to improve the effectiveness of TAC services squadron commanders.

II. Problem: The organizational structure of TAC services squadrons is depicted in the TAC regulation on organizations as very traditional. However, there is little information available that evaluates how well this structure actually works, if it really complies with Air Force organization policy, or if there is a better way to organize the squadron. Information obtained from this type of study would be invaluable in improving the overall operation of these squadrons.

III. Limitations: In this research paper, there is no attempt to address any area other than the peacetime operation of active duty services squadrons. In addition, the final recommendation involves only a functional

realignment in the squadron. It does not involve any recommendations for changes in manpower, personnel, grades, or skills. Such recommendations are beyond the scope of this paper.

IV. Data: Organizational structure is the framework managers use to accomplish the objectives of their organizations. Services squadrons in TAC are no exception, and should be organized to maximize squadron operations. The squadron organizational structure as it is currently depicted in the TAC regulation on organizations shows seven functions under the chief of services. A close analysis of this structure shows that there are actually 14 functions under the chief of services. Furthermore, there are few people available to perform these functions, and branch chief supervisory experience is a problem in the linen exchange and furnishings management. In addition, there are three key activities that are common to most functions in the squadron. These three activities are resource management, training, and readiness. Each activity constitutes a large workload in the squadron. In fact, the linen exchange and furnishings management are almost completely resource management oriented. This analysis of the squadron is used to compare the squadron organization to the Air Force organization principles of functional grouping, unity of command, span of control, and delegation of authority. The result is that TAC services squadrons do not fully comply with these basic principles.

V. Conclusion: TAC services squadrons do not actually function as they are shown in the TAC regulation on organization. Furthermore, they do not comply with Air Force basic organization principles.

VI. Recommendation: Realign the squadron to combine resource management, training, and readiness into one branch called the force management branch. Add the linen exchange and furnishing management activities to the new branch because their primary tasks are resource management oriented. To reduce the span of control for the chief of services, place the two largest branches (food service and billeting) plus the new force management branch under the services operations officer, rather than having all functions under the chief of services. This reorganization would reduce the span of control for the chief services, centralize activities common to most branches, and place the squadron organization in line with Air Force organization principles. It would also increase the effectiveness of services officers by offering junior officers jobs as force management branch chiefs where an officer position would be warranted, and by enchancing the services operations officer position. Increased experience for services officers in

CONTINUED

these two areas would improve their ability to perform as chiefs of services in the future. The overall effect of this realignment will be to create a better environment for efficiency and improved effectiveness within TAC services squadrons.

Chapter One

INTRODUCTION

The organizational structure of any activity is important to its success. Indeed, "the organizational structure is the framework within which managerial and operating tasks are performed" (1:65). Having said that, exactly what is organizational structure? Albert Wickesberg, in his book, Management Organization, describes it as a "set of relationships between and among individuals and groups." He goes on to say that the organizational structure "operates in the context of position, procedure, process, technology, and social environment" (3:5). Essentially, it is a framework to help managers get things done. This research paper studies the organizational structure of services squadrons in the Tactical Air Command (TAC) with an eye toward improvement.

Specifically, this paper evaluates the current organizational structure of these units, and recommends changes for improvement. There are four parameters that affect this paper:

A. Only the peacetime organizational structure is addressed.

B. The thrust is directed only at improvements that have the potential of creating a better environment in which the challenges of TAC services squadron training, resource management (management of supplies, contracts, and facilities), and readiness can be met. In addition, the thrust is directed at an improved environment in which the chief of services (who is also the services squadron commander) can be more effective.

C. Only active duty services squadrons in TAC are included.

D. Discussion of specific manpower, personnel, skill , or grade needs in the recommended reorganization are beyond the scope of this paper.

The discussion begins in chapter two with a description of the formal TAC services squadron organization as stated in applicable regulations. Chapter three includes an analysis of that formal structure to show the actual span of control experienced by TAC chiefs of services. Chapter four shows what responsibilities are common to all branches in the squadron, and the impact of these common responsibilities on the squadron. The last two chapters compare the current squadron organizational structure to existing

Air Force principles of organization, and make a recommendation to reorganize the squadrons to more closely align them with these principles.

This chapter briefly described organizational structure in general and gave the subject of this research paper. It also gave a road map of how the analysis would be presented. The next chapter introduces the formal TAC services squadron organization.

Chapter Two

THE FORMAL STRUCTURE

The first step in explaining how TAC services squadrons are organized is to describe the unit mission. The mission of TAC services squadrons is to provide basic human needs to the people supported by TAC installations. Specifically, the mission of these units is:

> To provide base services functions to include billeting management, furnishings management, food service, honor guard, laundry and dry cleaning, mortuary service, and linen exchange service, in support of host and tenant organizations on TAC bases. Functions as the consumer advocate, in conjunction with the DOD Consumer Representation Program, for support provided by the Air Force Commissary Service (AFCOMS) and Army and Air Force Exchange Service (AAFES), manages the base level Prime RIBS Programs and overall services readiness, provides technical supervision and support to services functions located in satellite base units (14:1).

The TAC services squadrons are organized to support this mission in a fairly standard Air Force organizational structure that is outlined in TAC Regulation 23-63, Services Squadrons. Figures 1 and 2 show the formal organization charts. There are three significant features in these charts that require explanation. First, the "command" block includes several functions other than command. These functions are listed in the footnotes at the bottom of each figure. Second, the dotted lines to the "exchange service" and the "commissary" indicate the liaison relationship that the chief of services has between these tenant activities and the installation commander. Neither the commissary nor the exchange service are part of the services squadron, but each operation is responsible to their respective headquarters (i.e. HQ AFCOMS and HQ AAFES). Third, the main difference between Figures 1 and 2 is that the services support branch is substituted for the furnishings management branch. Actually, the services support branch includes food service and billeting supply activities as well as furnishings management and linen exchange operations. Only four services squadrons in TAC are authorized to have services support branches (14:Attachment 1). The other twelve squadrons are organized as shown in Figure 1.

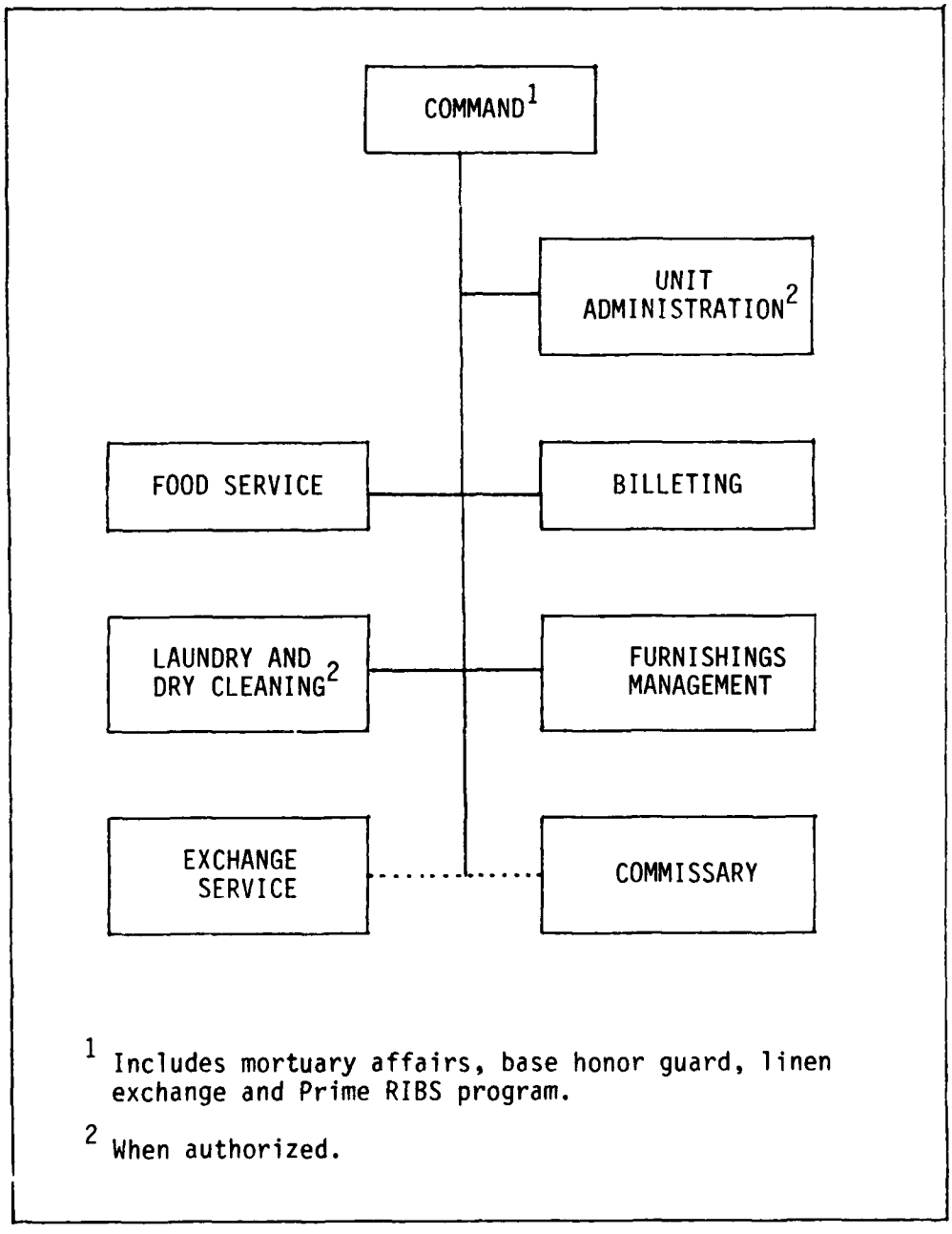

Figure 1. TAC Services Squadron Organization Chart "A" (14:Attachment 2)

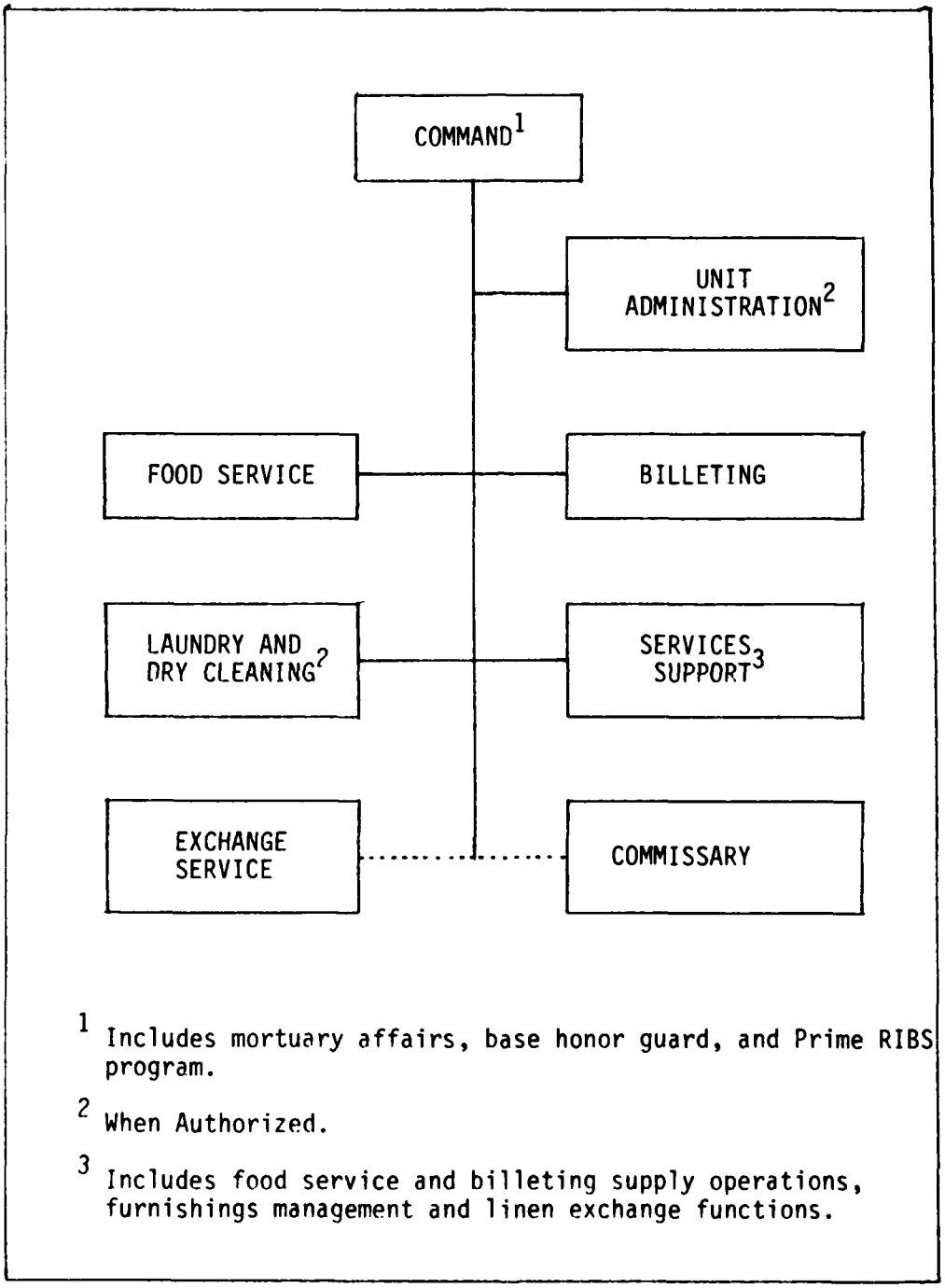

Figure 2. TAC Services Squadron Organization Chart "B" (14:Attachment 1)

In order to more clearly understand the TAC services squadron organization, it is important to comprehend branch responsibilities in the squadron. A brief explanation of these responsibilities is shown below. Because the services support branch is a combination of other branch functions, a separate explanation for the services support branch is not given:

A. COMMAND: Each aspect of the command function is explained below:

1. Squadron Commander: Performs standard squadron commander duties of "commanding, organizing, training, and administering assigned personnel" (14:1). The squadron commander is also the chief of services, who is responsible for the overall success of the squadron operational mission (14:1).
2. Mortuary Affairs: Manages the search, recovery, identification, preparation, and disposition of human remains; manages escorts to accompany remains; monitors the transfer of personal property of the deceased to the proper family member (17:1-2).
3. Base Honor Guard: Administers and trains a team of people to perform at the following functions: "honors and ceremonies for distinguished persons; military funerals; change of command ceremonies; programs, parades, celebrations, and like functions within the community; other activities judged appropriate by the base commander" (27:1).
4. Linen Exchange: Performs the exchange of soiled linen and clothing items for clean articles. (24:11).
5. Prime RIBS: Ensures that personnel are trained, equipped and available to deploy to perform the wartime mission of "providing food service, billeting, mortuary affairs, and laundry services" (24:19). (note: Prime RIBS stands for Prime Readiness in Base Services. The word "Prime" denotes an elite group of people. Prime RIBS is an elite group of people trained to conduct services squadron operations during contingencies and wartime.)

B. UNIT ADMINISTRATION: Conducts normal squadron orderly room and first sergeant duties (22:--).

C. FOOD SERVICE: Manages appropriated fund food operations which usually consist of dining halls, flight kitchens where inflight and ground support carry out style meals are prepared, and pastry baking operations (10:12-13).

D. BILLETING: Manages transient quarters for officers, enlisted personnel, and military families incident to PCS. Also, manages quarters for permanent party unaccompanied senior NCOs and officers, takes action to start or stop basic allowance for quarters, recommends reallocation of dormitory space among base units, and manages contract quarters (8:4;24:3).

E. LAUNDRY AND DRY CLEANING: There are no units in TAC with these activities (46:--).

F. FURNISHINGS MANAGEMENT: Manages government furnishings placed in all unaccompanied quarters on base (i.e. dorms, transient quarters, permanent party senior NCO and officer quarters), and those used in military family housing (12:3).

G. EXCHANGE SERVICE AND COMMISSARY: Monitors support given to these activities by the base; evaluates customer services; provides liaison between these two operations and the base commander on local operating procedures and policies; resolves issues of conflict; and monitors the head bagger election at the commissary. Personnel assigned to the "command" block (primarily the chief of services) perform these functions (4:1;6:2-7;24:17).

The organization charts shown in Figures 1 and 2 are oversimplified, and can better be depicted by the chart shown in Figure 3. This new chart is based on functional responsibilities and will be the point of departure for the discussion about span of control in chapter three.

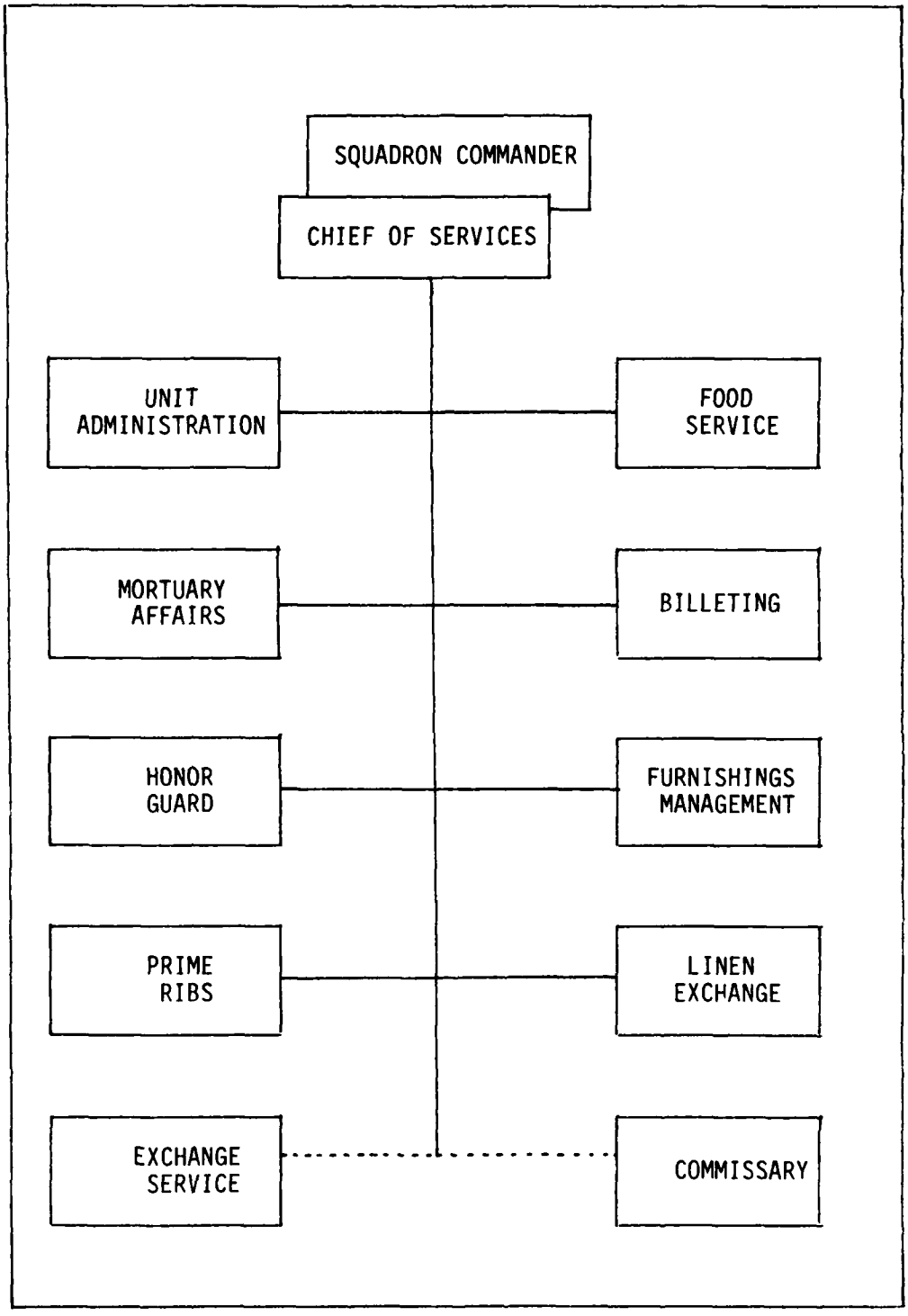

Figure 3. TAC Services Squadron Organization Chart - Redefined

Chapter Three

SPAN OF CONTROL

GENERAL

The previous chapter explained the TAC services squadron mission, how it is organized, and a general description of branch responsibilities. This chapter analyzes that formal structure to show how span of control and management of that span of control really work at base level. The analysis involves a study of the functions in the squadron and the manning available to perform those functions.

FUNCTIONS

As seen in Figure 3, the chiefs of services manage eight functions directly and have a liason relationship with two others. In addition, the chiefs of services are dual hatted because they are also the squadron commanders. Further, Figure 1 shows four subfunctions that are included in the "command" block (mortuary affairs, base honor guard, linen exchange, and Prime RIBS). An examination of the mortuary affairs area shows that it actually consists of two distinct activities.

Recall from chapter two that mortuary affairs involves the search, recovery, identification, preparation, and disposition of human remains; management of escorts; and monitoring activities related to the deceased person's property. The mortuary officer (i.e. chief of services) also supervises a recovery team used to collect remains (17:1-2). This team normally consists of people from units throughout the base on an additional duty basis. Many TAC bases have 45 or more team members (48;50;52;53;55;56). It could be argued that search and recovery team management is just another aspect of mortuary affairs. However, this team has a distinct purpose and is similar to the honor guard because there are a lot of people on the team from throughout the base (48;50;52;53;55;56). Also, AF Regulation 36-1, Officer Classification, distinguishes search and recovery separately from mortuary affairs and the honor guard (18:Attachment 17). Even the Air Force manpower standard for services operations separates the search and recovery function (23:3). Because of the differences from basic mortuary affairs management and the honor guard, it is appropriate to list the search and recovery team as a separate function.

Another branch where there are multiple responsibilities is furnishings management. Although there is a furnishings management branch chief, AF Regulation 140-1, Furnishings Management, specifically makes the chief of services the furnishings management officer, or FMO (13:1-2). Even though the organizational chart places furnishings responsibilities into one function, the FMO actually has two areas of responsibility: overseeing day to day management of the furnishings management branch; and long range planning for furnishings, dormitories and other bachelor quarters. The rationale for this separation of responsibilities is twofold. First, the furnishings management regulation lists day to day responsibilities for the chief of services in one part of the regulation, and long range planning responsibilities in a separate part (13:1-2,Attachment 3). Second, interviews with TAC chiefs of services indicate that they almost always personally prepare the annual Base Quarters Improvement Plan and do almost all other planning functions for furnishings and quarters (48;50;52;53;55;56). Lt Col Walls, Deputy Director of Housing and Services at HQ TAC, adds to this observation by explaining that there is an increasing emphasis to have the TAC chiefs of services more closely involved in dormitory facility projects than they have been in the past (57). Because of the division of responsibilities in the regulation, and the way that furnishings management responsibilities actually occur at base, it is appropriate to divide the activity into two areas that can be called, "furnishings management", and "quarters improvement".

There is still another function that needs explanation, and it is not shown on any of the organizational charts. This function relates to baggers that work at the commissary. The baggers are not a part of the commissary. In fact, they actually constitute an independent association that is allowed to conduct business on base. The chief of services is the liaison between the baggers association and the base commander, commissary management, and customers (33:1). Sometimes this liaison job takes a lot of time, sometimes just a small amount. Complaints from customers, disputes over hiring and firing, and unresolved problems between baggers and commissary management are examples of this function (48;50;52;53;55;56). Because this activity is not a part of the commissary, and does not fall in any other squadron area, it should be a separate function using a dotted line to show the liaison role.

A revision of Figure 3 can be made as a result of the analysis in this chapter. This revision is shown in Figure 4 and indicates that TAC chiefs of services have 14 different functions that relate to them directly or indirectly.

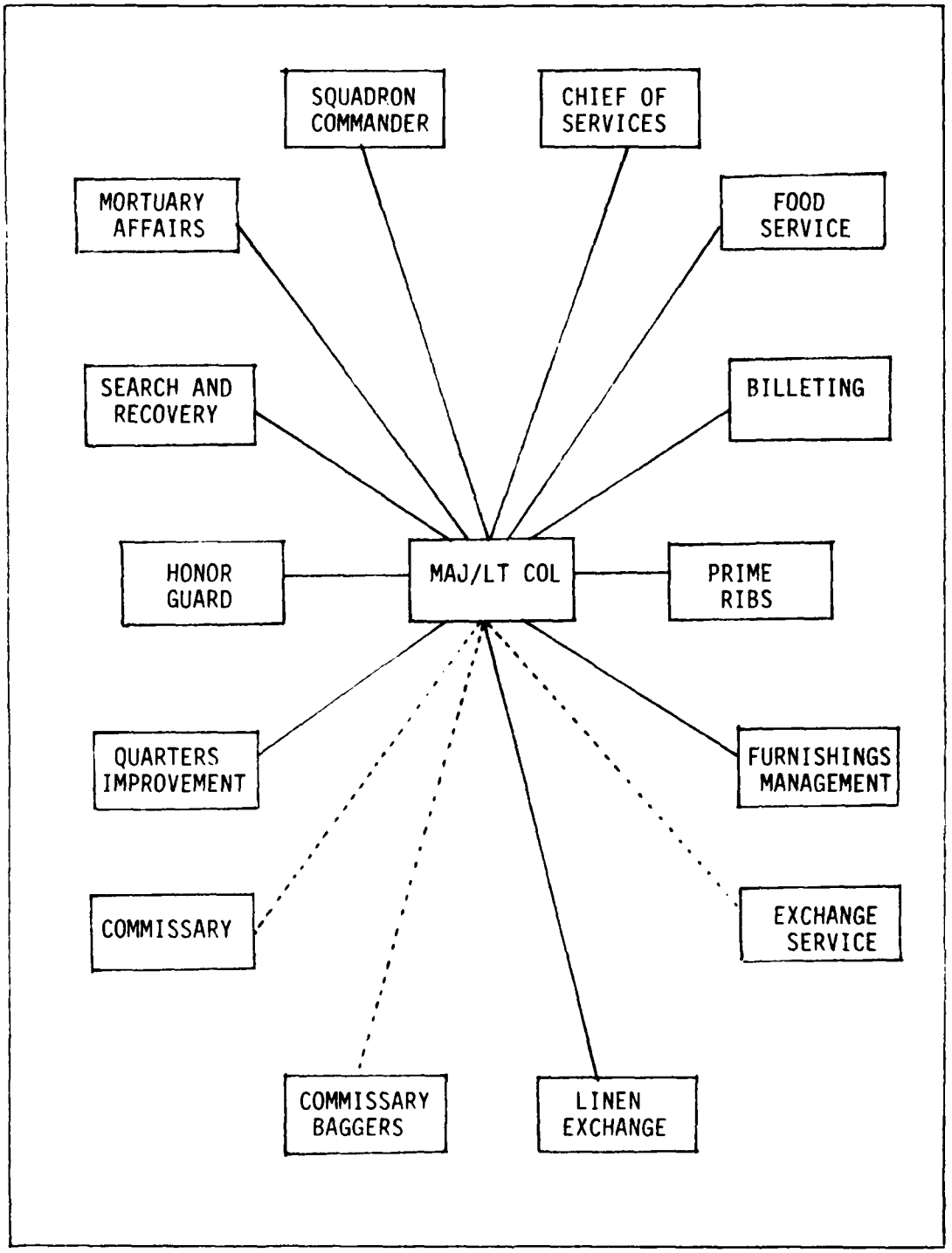

Figure 4. TAC Services Squadron Functions

MANNING

The chief of services has a work force of military, DOD civilians and non-appropriated fund employees to do these 14 different functions. Of particular importance is the grade of branch managers. Table 1 shows the number of authorizations by branch and the typical grade of the branch manager. It also shows the number of people who are available for duty in the typical TAC services squadron. A 1983 HQ TAC study of branch chief supervisory experience shows that supervisors with the least amount of experience in services were in the linen exchange and furnishings management. In the HQ TAC study, about 30% of the linen exchange branch chiefs had no previous experience in services, and 23% had one year's experience or less. In furnishings management, about 39% had no previous experience in services, and 23% had been associated with services for a year or less (38).

This analysis of manning shows that there are few people to help the chief of services with the large span of control. It also shows the limited experience of branch chiefs in the linen exchange and furnishings management branches. It is no surprise that five out of six chiefs of services interviewed by the author indicated that there was a depth problem in TAC services squadrons (48;50;52;53;55;56).

SUMMARY

There is a larger span of control in the units than is depicted in the formal organization chart. Also, there is very limited manpower available to do the variety of jobs in the squadron, and some branch supervisors have limited experience in services. The next chapter explains several common tasks that are prominent in all branches which add to the squadron's management complexity.

	Average Number of Authorizations in the Branch	Branch Manager Authorization	Second Senior Rank	Third Senior Rank
Command	10	Maj or Lt Col	Capt	E7
Furnishings Management	4	E-5 or E-6	E-4 or E-5	E-3 or E-4
Food Service	40	Civ, E-7, E-8, or Capt	E-7	E-7
Billeting	12*	Civ, E-7, E-8, or Capt	E-5	E-4 or E-5
Linen Exchange	2	Civ or E-5	E-3 or E-4	N/A
Total	68			
Less Typical Manning Vacancies (8%)	- 5			
Less not Available for Duty (7%)	- 5			
Less Average TDY (20%)	-14			
Available to Work	44 (65% of Authorization)			

* Does not include non-appropriated fund employees

Table 1. TAC Services Squadron Authorization and Personnel Analysis (46:--;47)

Chapter Four

COMMON FUNCTIONS

GENERAL

As mentioned in previous chapters, services squadron functions have widely differing characteristics ranging from preparing and serving food, to exchanging linen, to managing funeral honors. Even with this diversity, there are three major areas where there is commonality among many of the squadron functions. This chapter deals with these common threads of resource management, training, and readiness.

RESOURCE MANAGEMENT

Services squadron resource management responsibilities involve contracts, bench stocks, supply support, and facility management. A review of the various services squadron manpower standards shows that these resource management areas constitute a lot of work (8:--;11:--;12:--;15:--;23:--). Table 2 shows the number of direct tasks in the manpower standard for each branch which are broken into various categories. This analysis also shows that virtually all work done in the linen exchange and in furnishings management deals with resource management.

Obviously, the number of tasks shown in the manning standards must be matched against the complexity or scope of the task. Table 3 shows the complexity and scope of resource management responsibilities in each branch. Using both Tables 2 and 3, it is clear that there are a lot of resources managed. Of note is the grade of the branch managers and the number of people assigned to each branch when compared to the resource management task. The large amount of contract dollars that must be monitored by each branch is also sizeable. These contracts are considered to be service type contracts and have special procedures devoted to them (7:--).

	ACTIVITY CATEGORY				
BRANCH	SUPPLY	CONTRACT	BUDGET	CUSTOMER SERVICE	OTHER
Food Service	1	2	1	2	12
Billeting	4	2	1	9	5
Linen Exchange	3	3	1	1	Ø
Furnishings Management	8	2	1	3	3

Table 2. Types of Tasks in TAC Services Squadron Branches (8:--;11:--;12:--;15:--;23:--)

Another important aspect of Table 3 is the large amount of supply dollars and bench stock items in the squadron. Even with this large volume, supply personnel are authorized only in furnishings management, and there is usually one E-4 or E-5 supply authorization in food service (46:--). There are no supply personnel assigned to the linen exchange, although most of the work is supply oriented. There are also no supply specialists in billeting, although operations and maintenance and non-appropriated fund supply actions support an average of over 230 rooms at each TAC base (51).

Managing facilities assigned to services squadrons is also a big responsibility. Table 3 shows the large number of services squadron facilities. When viewed in terms of job orders, work orders, and renovation projects, the enormity of facility management becomes clear. In fact, HQ TAC insists that the chiefs of services become closely involved in dormitory upgrade projects even though these facilities (an average of 14 for each base) do not belong to them (57).

The combination of resource management functions constitutes a large work load in TAC services squadrons. As mentioned earlier, some TAC services squadrons are authorized support branches to centrally manage supply oriented tasks for the squadron. Of the 12 chiefs of services that do not have support branches authorized, the author interviewed half of them. Five of the six explained that they had either unofficially established support branches or had developed some variation of the support branch concept to help with resource management (48;50;52;53;55;56).

Food Service

Contract dollars (annual)	$760,500
Bench stock line items	45-200
Number of facilities	4
People in branch	40
Grade of branch chief	Capt/E-7/E-8/civilian equivalent

Furnishings Management

Contract dollars (annual)	$ 31,100
Number of facilities	1
People in branch	4
Annual supply budget	$229,000
Dorms	14
Dorm rooms	788
Dorm furnishings account	$1,891,200
Grade of branch chief	E-5/E-6/civilian equivalent

Linen Exchange

Contract dollars (annual)	$ 63,200
Bench stock line items	28
Number of facilities	1
People in branch	2
Annual supply budget	$ 14,400
Grade of branch chief	E-5/civilian equivalent

Billeting

Contract dollars (annual)	$208,600
Value of furnishings	$605,500
Number of rooms managed	232
People in branch (includes non-appropriated fund employees)	42
Grade of branch chief	Capt/E-7/E-8/civilian equivalent

Table 3. Asset Comparison - Average for TAC Services Squadrons (43:--;44:--;45:--;46:--;48;50;51:--;52;53;55;56;58:--)

TRAINING

Training, like resource management, is a large task in the squadron. TAC chiefs of services manage their training needs like other Air Force organizations. Branch chiefs generally train their own people, and there are a variety of formal schools available to enhance this training process (28:3-67,3-153,3-155). Before pursuing services training further, a word is needed to describe the services squadron enlisted career fields.

There are four enlisted career fields in services squadrons. One is food service, Air Force Specialty Code (AFSC) 622XX. These personnel are assigned to the food service branch. However, there are some key 622XX management positions in Prime RIBS. Another main AFSC is services (AFSC 611XX). These people work in billeting, linen exchange, mortuary affairs, and Prime RIBS. A third group are those with supply specialities (AFSCs 645X0 and 645X1). They work in the furnishings management office, and there is often one 645X0 assigned to food service. Finally, there are administrative personnel (AFSC 702X0) assigned to the larger branches (46:--). Table 4 shows how these specialties are distributed in the typical TAC services squadron. Note that 611XX personnel work in several unrelated areas. This diversity makes training them a challenge.

FUNCTION	ENLISTED AF SPECIALTY
Command	611XX, 622XX, 702XX
Food Service	622X0, 645X0, 702XX
Billeting	611XX, 702XX
Linen Exchange	611XX
Furnishings Management	645X0, 645X1

Table 4. Air Force Specialties in TAC Services Squadrons (46:--)

The 611XX career field also offers training challenges for other reasons. For instance, there are no formal training courses for three and five skill level 611XXs (28:3-67,3-153,3-155). In addition, the 611XX career field involves one other operation not associated with services squadrons in TAC - dormitory management. In TAC, there are 611XX people assigned to many base squadrons to perform a myriad of dormitory management functions (46:--;9:--). The TAC chiefs of services are responsible for the overall training of 611XX personnel, including dorm managers (39:1). Training 611XX people is a large challenge because of the need to train 611XX people in a variety of unrelated areas, the lack of help from formal schools for lower grade personnel, and the fact that quite a few 611XX personnel are not even assigned to services.

Training challenges also occur in food service and supply activities in the squadron. A recent food service study conducted for the Air Force by the US Army Natick Research and Development Center shows that when command headquarters and base dining hall people were interviewed, "inadequate training was the predominant problem identified by both respondent groups." In fact, 58% of the headquarter's personnel and 87% of the base level people interviewed cited training as a problem. (32:9,10,45). The 645XX specialties also present challenges for training. These specialists are trained in supply activities, and have supply experience. However, they generally have not worked in services squadrons before and normally are not familiar with the regulations related to furnishings. Chapter three showed that many furnishings management branch chiefs have little or no services squadron experience. Because there are no other supply people in the squadron (except, perhaps a junior NCO in food service), there is no one assigned to the squadron to train these people or ensure their proficiency (46:--).

TAC Management Effectiveness Inspection (MEI) reports give another indication of the services squadron training situation. A review of 36 MEI reports from 1976 to 1984 shows that 12% of the deficiencies for services squadrons involved some area of training. In fact, for the most recent 18 inspections, there were more deficiencies related to training than in any other single area in services. This information should not be interpreted to mean that TAC services squadrons are not professional and highly motivated. On the contrary, services squadron MEI reports show an outstanding record for the squadrons. However, this record does indicate a need for more emphasis in training (31:--). The Civil Engineering and Services Management Evaluation Team (CESMET) reports have similar results. A review of the last 16 reports from September 1979 to June 1984 shows that over 17% of the comments relating to needed improvements for TAC services squadrons involve training (30:--).

While this information gives an indication that improvements may be needed, it is encouraging to find that there is renewed attention being given to services squadron training by both HQ TAC and by the Air Force Engineering and Services Center (AFESC). HQ TAC directed that TAC bases merge all aspects of peacetime and wartime training into the Prime RIBS area (41:--). In addition, TAC takes full advantage of Air Force schools to

train their services squadron people. In FY 83, TAC sent over 550 people to Air Force courses relating to services squadron activities. In addition, AFESC is establishing Learning Resource Centers (LRCs) at services squadrons. These LRCs will include audio and visual equipment as well as a library of training material. The LRCs should be in a central location in the squadron, according to the guidance (34:--). In addition, AFESC is developing a wide range of base level training material including sound on slide tapes, films, and booklets. The USAF Inspector General is expected to review these efforts during a recently announced functional management inspection of services squadron training. (35:2).

Besides current training needs, technology pushes still another training challenge. A prototype computerized Services Information Management System (SIMS) is to be tested in March 1985, with follow on procurement of systems Air Force wide planned for 1986. As part of this program, there will be one person in each services squadron assigned as the SIMS system administrator. This person will be responsible for programming action, interface with base data automation, contract quality assurance, and training squadron personnel on the system. No new manpower authorizations will be added to perform this extra work (54).

Training affects all services squadron people, and it is increasingly important. Training improvements are needed, and new programs are underway to provide tools and materials to make these improvements. TAC services squadrons will have to somehow incorporate these new programs into their operations.

READINESS

Besides resource management and training, the various services squadron branches have another commonality - readiness. The need to support deployed forces with food, shelter, laundry, and mortuary services, is not new. However, this need, and a large number of tasks necessary to make it successful, have only recently been formalized. The basic readiness directives for services were first published in 1982 and 1983 (5:1;25:1). They established unit type codes (UTCs or mobility teams) for services squadron personnel and listed special wartime training requirements. Training requirements include a variety of home station and formal school training (54:10). Readiness training will be facilitated by future purchases of mobile field kitchen units. These units will be placed in each TAC services squadron, will include wartime food service equipment, and will be used to train food service people (36:1).

Besides new readiness training requirements, the squadrons recently became part of the Air Force Unit Status and Identity Report (UNITREP) program, and are also involved in managing wartime rations. The UNITREP monthly report assesses combat support for services squadrons. This new responsibility was established in November 1982 (26:1). The wartime ration management responsibility change occurred in May 1984. This change makes the

chief of services responsible for functional management of war reserve material (WRM) rations on base (10:72.1).

These readiness responsibilities, especially training, affect everyone assigned to TAC services squadrons (5:6). The real world visible evidence of the impact that readiness has on TAC services squadrons is the amount of exercise taskings levied against Prime RIBS assets. In FY 83, TAC deployed 385 people for a total of over 13,900 mandays (42:--). To manage these new readiness programs, each squadron received an average of four manpower authorizations. HQ TAC/DEH used these additive positions to create the Prime RIBS Readiness Section (PRRS) in each base TAC services squadron (41:1). Note from chapter two that the PRRS is a part of the "command" block, even though it is described as a section in its title.

Readiness is an important area of commonality in the squadron. Recent emphasis on readiness brought with it new requirements and responsibilities. The TAC services squadrons have added these new requirements and responsibilities to their mission.

SUMMARY

Resource management, training, and readiness are major activities in TAC services squadrons. Each is common to most of the functions in the squadron, and each constitutes a considerable workload. This thread of commonality is important in evaluating the TAC services squadron organization against base Air Force organization policy. The next chapter describes that evaluation and the results.

Chapter Five

AIR FORCE ORGANIZATION POLICY

GENERAL

Up to this point, the analysis of TAC services squadrons concerned the formal organizational structure, span of control, resource management, training, and readiness. This chapter compares the information shown previously to the Air Force organizational philosophy contained in AF Regulation 26-2, Organization Policy and Guidance. This regulation covers four principles of Air Force organization: functional grouping, unity of command, span of control, and delegation of authority (20:4).

FUNCTIONAL GROUPING

The principal of functional grouping means that each part of an organization:

1. Be directed toward achieving a major goal.
2. Constitute a logical, separable field of responsibility.
3. Have a clear-cut charter.
4. Cover all the elements of a function that are closely related.
5. Have easy, workable relationships with other parts of the organization (20:4).

TAC services squadrons are certainly functionally grouped. However, there is another way to look at this principle. The term functional grouping can be viewed as grouping by task specialization. For instance, only one finance office, dining hall, and motor pool serves all units on a base. Each base squadron does not have a separate finance, dining hall, or transportation shop. This same philosophy can be applied at squadron level. For instance, in TAC services squadrons, there are a variety of functions common to most branches: training, contracts, supply, budget, facility management and readiness. Should there be specialization of these activities in one area in the squadron?

Henry H. Albers, in his book, Organized Executive Action: Discussion Making, Communication, and Leadership discusses several factors that should be considered when looking at this question. The first factor is size. He says that "departmental status cannot be given to an otherwise separable

function if the volume of work does not justify it" (1:93). As shown in preceding chapters, the primary workload in the linen exchange and furnishings management branches is resource management oriented, and there is a sizeable resource management workload in the other branches. When this is combined with training and readiness management there is a large amount of work common to all branches. Albers' second factor is control and coordination. This involves the need within the organization for centralized control. Centralized management is already evident in services squadrons as shown by the requirement for one OJT monitor (19:59), a central mobility officer (29:2-10), a squadron resource advisor (21:6), and centralization in the LRCs and readiness (5:8;34:--). Albers' third factor is revenues and costs. Albers explains that "centralization may reduce costs through greater managerial and operating efficiency" (1:94). Certainly, duplication of effort can be seen in the common areas of resource management, training, and readiness. Centralization allows pooled expertise and the potential for making a cadre of experts that can better serve the squadron. This "cadre of experts" concept is described by Albers: "Centralization is sometimes found because it permits a higher degree of managerial specialization" (1:145). There is a need in TAC services squadrons to take advantage of the benefits of centralization without incurring problems in the next principle - unity of command.

UNITY OF COMMAND

The second principle is unity of command. This means that each person's responsibilities should be clearly defined and that each person must be held accountable to only one superior (20:4). Currently, this principle works in TAC services squadrons - sometimes. A number of TAC chiefs of services reported that the services operations officer or services superintendent often was placed in an advisory role over the linen exchange and/or furnishings management. In one case, the chief of services placed the furnishings management branch chief in charge of supply actions for the whole squadron. At five out of seven bases, the chief of services said that the linen exchange managers needed help to complete budget or other resource management tasks (48;50;53;55;56). With all of the cross use of supervisors, unity of command is not always clear. Wilkesberg concludes that "the significance of ...unity of command ...is to remind every leader that conflict, confusion, frustration, eventually less effective performance, may result whenever several superiors are in a position to demand and control the actions of any one individual subordinate" (3:102). The TAC services squadrons must improve unity of command in order to cope with the large span of control that exists in the squadron.

SPAN OF CONTROL

The third principle, span of control, means the number of people one person can effectively control or supervise (20:4). Similarly, it means the number of functions managed. Sir Ian Hamilton, a British General, concluded from a study of military history, that the range should be three to six.

Henri Foyal, noted French industrialist stated:

> Each fresh group of ten, twenty, thirty workers brings in a fresh foremen; two, three or four foreman make necessary a superintendent, two or three superintendents give rise to a departmental manager, and the number of links of the scalar chain continues to increase in this way up to the ultimate superior, each new superior having usually no more than four or five immediate subordinates (1:71).

Lyndall Urwich in his "Axioms of Organization" mentions that the proper span "appears to be four, although it could be eight to twelve at the lowest level of management" (2:78). Even the Air Force food service regulation states that "a person can control only a limited number of subordinates, usually three to seven, depending on the nature of the work" (10:12).

The proper number of subordinates, or subordinate activities supervised, varies. However, several factors must be considered when ultimately deciding on the right number. There are seven factors listed in AF Regulation 26-2:

1. The complexity of the mission.
2. How similar the parts of the organization are.
3. Whether the nature of subordinate functions permits them to operate with little supervision.
4. How much coordination is needed among subordinates.
5. How far the subordinates are from the superior.
6. Type of management data and communication systems.
7. Time required to guide and motivate subordinates (20:4).

Using these factors and information presented in previous chapters, the following conclusions can be drawn concerning span of control:

A. The TAC services squadron mission is broad with a mixture of simple and complex tasks.
B. The branches generally are not related in their basic missions, although some areas subordinate to the chief of services are somewhat related (e.g. honor guard and mortuary affairs; baggers and commissary liaison).
C. Some functions need a great deal of supervision while others do not.
D. There are tasks common to almost all branches. These include training, readiness, and resource management.
E. There is a limited amount of coordination needed among branches to do their job.
F. Subordinate functions are physically located in a variety of places on the base.
G. There is no clear picture of how much supervisory time is needed to motivate subordinates.

The aggregate of these conclusions shows that the chief of services should have a moderate level of span of control. A comparison of the 14 functions shown in Figure 4 is hardly close to the span of control numbers expressed earlier in this chapter. With the standard Air Force manpower standard workweek at 34.6 hours (16:Table 1-2), the chief of services could only spend 2 2/3 hours a week managing each of these 14 functions. This does not include visiting up to 40 facilities, attending meetings, inspecting dorms, and other duties. There is a clear indication that the span of control for TAC chiefs of services is too large. When the span of control becomes too large, one way to solve the problem is to delegate.

DELEGATION OF AUTHORITY

The final principle is delegation of authority. AF Regulation 26-2 states that "the authority to make a decision should be delegated to the lowest level where all the information needed to make the decision is available" (20:4). There is centralization in TAC services squadrons rather than delegation. The chief of services is: the mortuary officer, the exchange and commissary liaison, the furnishings management officer, etc. The chief of services is also involved in basewide quarters improvement, and uses people in the command section to help advise or supervise certain branches. A review of Figure 1 shows that many functions are grouped under the "command" block now. Prime RIBS was added recently and SIMS management may be forthcoming if the services operations officer is tasked to monitor that program (54). The policy in AF Regulation 26-2 states that "...intermediate levels are usually established to reduce a commander's or supervisor's span of control." Span of control over the many functions in services is too broad for the TAC chief of services. At the same time, centralization is used rather than delegation. The result is the worst of both worlds and overload for the chiefs of services.

SUMMARY

By using the formal organizational structure shown in Figures 1 and 2, it appears that TAC services squadrons comply nicely with Air Force organization policy. However, close examination shows clear evidence that there are disparities, and that there is a need for change. The next chapter offers a recommendation to help solve the problems.

Chapter Six

CONCLUSIONS AND RECOMMENDATIONS

Information contained in previous chapters leads to the following conclusions about TAC services squadrons:

1. Span of control for the chief of services is too large.
2. Resource management functions such as contracts, supply, and facility management are common to all branches and constitute a large workload.
3. The squadron budget function is extensive because of the large amounts of funds involved, and their dispersion among a wide range of functions.
4. For the linen exchange and furnishings management branches, resource management actions constitute almost the entire workload.
5. Personnel trained in supply functions are located in only two branches, furnishings management and food service.
6. There is a significant amount of centralization.

From these six conclusions, a new organization chart can be developed that distributes responsibilities functionally. Figures 5 through 7 show this new organization. The primary method used to accomplish this change is to place some activities directly under the operations officer and to create a new branch called the force management branch (shown in Figure 6).

The new force management branch would include all resource management, training and readiness activities for the squadron. The linen exchange and furnishings management would also be combined into this new branch. Both are resource management intensive, and, except for different commodities (sheets versus chairs), what they do is almost identical. Further, squadron monitoring of resource functions such as contracts and facility projects naturally falls in line with total resource management for the squadron. Having all squadron supply functions in one area (where almost all of the squadron supply expertise would be located) is a natural alignment. Finally, having the resource advisor in the same area where the most money would be spent (contracts and supply) would permit centralized budget management.

Training is another area that would be consolidated in this new branch. Scheduling school training, monitoring OJT, conducting home base readiness training, and managing training on the computerized SIMS system would be combined. In addition, management of both the honor guard and search and

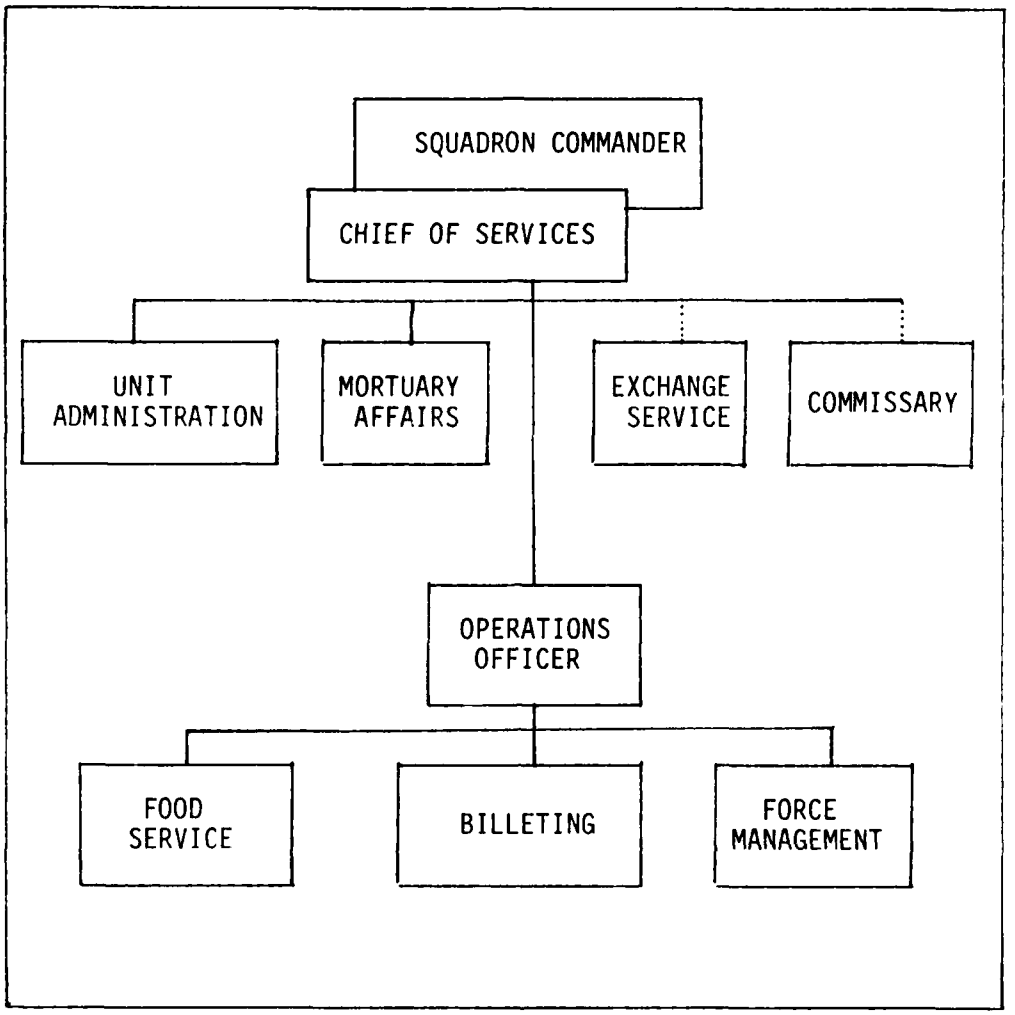

Figure 5. TAC Services Squadron Organization Chart - Reorganized

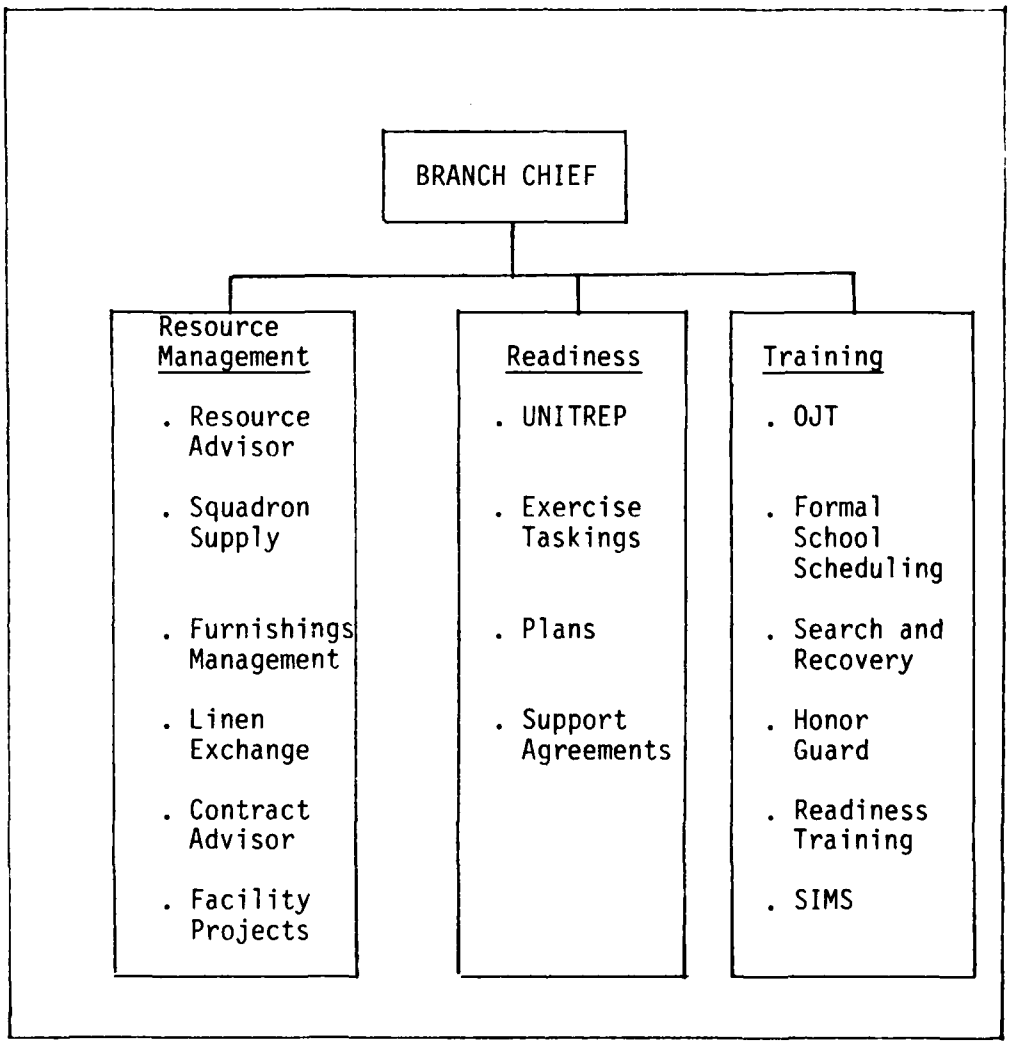

Figure 6. Force Management Branch

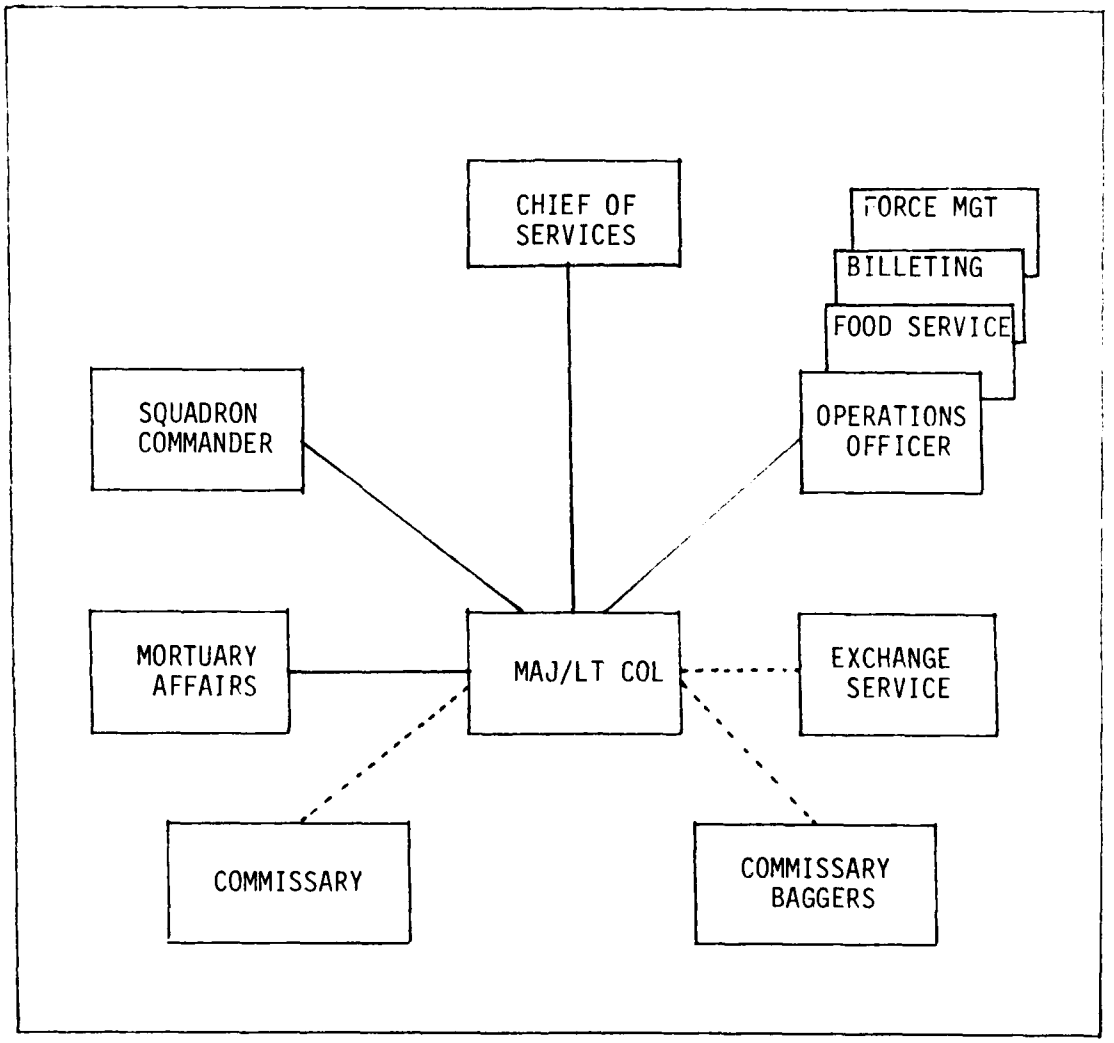

Figure 7. TAC Services Squadron Functions - Reorganized

recovery teams (fifty to ninety people combined) is mostly training, so it would fit naturally into this area.

The third area in this branch is readiness. Like resource management and training, readiness covers the entire squadron from exercise taskings to contingency plans. The force management branch would become the hub of readiness activities for the squadron and would consolidate all readiness inputs from other branches.

The reconfiguration would have six other important benefits. First, it would allow managers in the largest two branches, food service and billeting, to concentrate on their specialities. Many of the other time consuming tasks would be handled by the force management branch. Second, this type of organization would concentrate particular expertise important to all branches (training experts, resource experts, etc). Because of this concentration of specialists, management of the areas assigned to the force management branch could improve for all branches. Third, it would eliminate the need to send the furnishings management expert to help with billeting supply problems, and would avoid having the operations officer assigned as a pseudo manager/advisor to the linen exchange. The lines of command and communication would be clear. Fourth, it would consolidate some of the 611XX areas for easier training. For example, 611XX personnel could learn linen exchange operations, some mortuary affairs activities, and the resource management part of billeting. Further, with furnishings management in the branch, 611XX personnel could also learn about dorm management through their interface with dorm managers and furnishings management personnel. Fifth, the current practice of the chief of services handling base quarters improvements planning could more easily be delegated to the force management branch chief. This would be more likely since the grade of the force management branch chief would probably be higher than the current grade of the furnishings management branch chief.

The last benefit concerns improving the services officer's performance. By adding the force management branch as another possible job opportunity at bases that warrant an officer as branch chief, young officers could learn about important aspects of services (training, readiness, supply, etc) that will affect them wherever they may be assigned in services. Further, chiefs of services with prior experience as a force management branch chief would have broader experience in many areas that would help them perform more effectively as chiefs of services later in their careers. In addition, personnel assigned as operations officers would have major branches under them, rather than just being part of the staff in the "command" section. Finally, with the span of control reduced, the chiefs of services would have more time to devote to major squadron challenges. The result would be an environment where the TAC chiefs of services can be more effective.

TAC services squadrons have a broad and important mission. The internal environment in the squadrons currently does not allow managers to be fully effective. The recommended reorganization would create a better environment for development of management potential, decrease span of control, improve unity of command, group functions together to reap the

benefits of specialization, and improve the lines of command and communications. In short, it would more closely align the squadron with the Air Force principles of organization. The benefits would be substantial, both now and in the future.

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