

to provide. Rather than providing more economical and efficient means to provide these needs, they may be adding another layer of duplicated efforts, stifling competition among contractors, and adding costs through excessive bureaucracy and planning procedures.

A major study of Defense Agencies, the 1979 "Report on the Defense Agency Review" directed by Major General Theodore Antonelli (USA, Ret), made recommendations on the operation and structure of the Defense Agencies which have virtually been ignored. Among its findings:

Our study supports the views of those who believe that there is ambiguity and diffusion in the oversight over, and accountability for, most Agencies. However, we also agree with those who believe in selecting strong managers for the Agencies. We agree in principle with the concept of "management by exception." However, even Agencies with strong managers require some oversight or balance for such semi-autonomy. Every organizational entity, however worthy its purposes, has its own interests, which it will advance if unchecked, and which may not necessarily further the interests of the larger whole of which it is a part. Human enterprises require some overwatching authority.

The Antonelli Report notes further:

There appears to be little systematic linkage between the contingency planning of the JCS and many of the Agencies supporting the operating forces. In fact, in some instances, we can find little evidence of up-to-date Agency planning for contingencies. Base support operations do not always require the detailed planning or the frequent updating that the combat forces require.

The Defense Logistics Agency (DLA) has never had, and does not now have, a formal relationship with the JCS.

The Antonelli Report also deals with the relationship between the agencies and the JCS, the Services, and the Unified and Specified Commands:

The relationships between the Defense Agencies and the JCS, the Military Services, and the Unified and Specified (U&S) Commands vary widely. In general, the creation of the unified Agency structure complicates an already complex set of relationships among OSD, the JCS, the Services and the U&S Commands. The basic difficulty, which is already described in the Steadman Report, lies in the divisions between mission responsibility and authority over resource allocation. These divisions violate fundamental principles of organizational management and military command responsibility. The Defense Agencies add an additional dimension to this problem. In this context we concluded that the gradual development of the Defense Agency system has placed an additional burden on an organizational system which was already strained by some inherent limitations.

We have been unable to examine this very broad issue in the comprehensive manner which it deserves. However, we have found evidence of a number of specific problems, and found their validity sufficiently persuasive to cause us to conclude