

the other hand, were given three days to review it! That is not civilian control. Secretary Lehman has changed the process that he inherited so that he and his staff go through the budget process hand-in-hand with the Navy staff. Lehman has stated that he has, in effect, integrated the two Navy headquarters staffs, although the organization charts do not reflect it. He is a strong supporter of legislation that would result in *de jure* consolidation of the service secretariats and the military headquarters staffs. Only in this way will the procedural integration that Secretary Lehman has achieved survive his tenure.

DEFENSE AGENCIES

In the 1958 revisions to the National Security Act, the Secretary of Defense was authorized to create single agencies to perform "a supply or service activity common to more than one military department * * * whenever he determines it will be more effective, economical, or efficient, * * *." Various secretaries have exercised that authority to establish such agencies as the Defense Logistics Agency, the Defense Contract Audit Agency, the Defense Intelligence Agency, and the Defense Mapping Agency.

Have defense agencies lived up to their expected potential? Are they more *effective*, or more *economical*, or more *efficient* in their performance than were the military departments when they performed the functions now assigned to defense agencies? What is the evidence?

A number of critics think that the agencies have not measured up. Some appeared before the committee. In addition, a bill (H.R. 4068) was referred to the committee that would have eliminated the Defense Logistics Agency and the Defense Contract Audit Agency.

The most recent report on defense agencies, *The Defense Agency Review*, prepared under the direction of Major General Theodore Antonelli, USA (Ret.), emphasized that the agency concept, as a management tool for the Department of Defense, has never been evaluated, despite more than 20 years of experience with defense agencies. The principal recommendation of the report was for such an in-depth evaluation.

The report also identified several serious issues concerning defense agencies that support combat forces—the Defense Logistics, Intelligence, Communications, and Mapping Agencies. The report questioned the capability of the agencies to support combat forces in crises or wartime; the effectiveness and accountability of the agencies' management structure; and the division of authority and responsibility among the agencies, services, Office of the Secretary of Defense, and the Joint Chiefs of Staff.

In light of the criticisms of the defense agencies, and the recommendations of the *Defense Agency Report*, an in-depth review of the functions of defense agencies is appropriate.