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# REPORT TO THE CONGRESS

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LM096396

## Enlisted Aide Program Of The Military Services B-177516

Department of Defense

**BY THE COMPTROLLER GENERAL  
OF THE UNITED STATES**

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APRIL 18, 1973



COMPTROLLER GENERAL OF THE UNITED STATES  
WASHINGTON, D.C. 20548

B-177516

To the President of the Senate and the  
Speaker of the House of Representatives

This is our report on the enlisted aide program of the  
military services, Department of Defense.

We made our review pursuant to the Budget and Accounting  
Act, 1921 (31 U.S.C. 53), and the Accounting and Auditing Act of  
1950 (31 U.S.C. 67).

We are sending copies of this report to the Director, Office  
of Management and Budget; the Secretary of Defense; the Secretar-  
ies of the Army, the Navy, and the Air Force; and the Commandant  
of the Marine Corps.

*James B. Axtell*

Comptroller General  
of the United States

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ABBREVIATIONS

GAO      General Accounting Office

D I G E S T

WHY THE REVIEW WAS MADE

CI  
R  
Senator William Proxmire requested GAO to

--clarify the statutory and budgetary justification for the enlisted aide program of the military services, and

--determine the nature and propriety of tasks and duties assigned to enlisted aides. (See apps. I and II.)

FINDINGS AND CONCLUSIONS

As of December 1972, 1,722 enlisted men were assigned as aides to 860 admirals and generals and 110 Navy captains. The remaining 457 admirals and generals were not assigned enlisted aides. (See p. 5.)

Personnel costs of the enlisted aide program for fiscal year 1973 were about \$21.3 million; training costs were about \$360,000. (See p. 7.)

Assignment as an enlisted aide is supposed to be strictly voluntary, and enlisted aides are supposed to be able to transfer from the program at any time. Of 312 aides interviewed by GAO, 272 said they volunteered for the program. The other 40 aides said they were assigned. (See p. 12.)

The furnishing of enlisted aides to Army and Air Force officers, while not specifically provided for by law, is a long recognized custom and is

not prohibited by law. The assignment of enlisted men under the jurisdiction of the Secretary of the Navy to duties in a service capacity in officers' messes and public quarters is authorized by law. (See p. 8.)

Enlisted aides are assigned to senior officers to relieve these officers from minor details which, if performed by the officers themselves, would be done at the expense of the officers' primary military and official duties.

A court decision and military regulations state that the propriety of duties of enlisted men is governed by the purpose the duties serve rather than the nature of these duties and that the aides' duties must further the accomplishment of a necessary military purpose. (See p. 10.)

GAO believes it would be difficult to police any abuses and enforce the regulations. However, it would probably be helpful if the military services formally called attention to violations and prohibited the further use of enlisted personnel in such circumstances. (See p. 11.)

Enlisted aides usually are assigned on the basis of one aide per star-- a system that, the military services stated, long has been traditional to match the officers' increasing responsibility and frequency of occasions requiring personal services, including official entertainment. (See p. 13.)

The Marine Corps has three special training courses for enlisted aides and the Army has one special course and one on-the-job training facility. The Air Force and the Navy rely mainly on on-the-job training. (See pp. 13 and 15.)

The military services provided GAO with official positions on the enlisted aide program. They stated that senior officers required enlisted aides due to

- the 24-hour-a-day nature of their jobs,
- the requirement to host numerous official functions,
- their extended and irregular work hours, and
- the need to free the officers' wives to provide leadership to women's organizations and voluntary community services.

The 106 admirals and generals responding to a GAO questionnaire gave similar reasons for requiring enlisted aides. (See apps. VI through IX and p. 16.) Almost all said they used enlisted aides to prepare for and serve at official and unofficial functions. The average number of these functions per month was 2.9 and 1.6, respectively. (See p. 23.)

Tasks performed by enlisted aides are those generally associated with domestic servants: preparing and serving meals, cleaning quarters, maintaining grounds, and bartending. (See p. 22.)

Most enlisted aides interviewed believed the tasks they performed assisted the officers and released them to work on their primary duties.

Most indicated also that the officers and their families generally treated them with dignity and respect. (See pp. 23 and 25.)

Younger aides are less likely to re-enlist and more likely to transfer out of the program than older aides. Aides with relatively little experience in the program are more likely to leave the program than more experienced aides. (See p. 24.)

A large percentage of enlisted aides in all of the services except the Army are members of minority groups. About 98 percent of Navy aides are Filipinos; 65 percent of Marine aides and 35 percent of Air Force aides are black. The Navy and Marine Corps have programs designed to alleviate the racial imbalance. The Air Force does not restrict entry to racial groups because the program is voluntary. (See p. 25.)

Enlisted aides in the Navy are not promoted to the higher grades as fast as servicemen in other specialties because the high retention rates of senior enlisted aides results in few openings in higher grades. (See p. 27.)

#### RECOMMENDATIONS

None.

#### AGENCY COMMENTS AND UNRESOLVED ISSUES

The military services were provided all of the data GAO gathered in the interviews with the enlisted aides and from the questionnaires to the generals and admirals. GAO obtained the military services' official positions on the enlisted aide program and these statements are included as appendixes VI through IX.

MATTERS FOR CONSIDERATION  
BY THE CONGRESS

This report may assist the Congress

in its consideration of Senate bill 850, which would restrict officers' use of enlisted men for servant-type duties and would eliminate the enlisted aide training courses.



## CHAPTER 1

### INTRODUCTION

Each of the military services assigns enlisted men as personal aides to senior officers to relieve the officer of minor details which, if performed by the officer himself, would be at the expense of the officer's primary military and official duties. The regulations governing the program state that the propriety of the duties of the enlisted men is governed by the purpose the duties serve rather than the nature of the duties and that the aides' duties must further the accomplishment of a necessary military purpose. These personal aides are called enlisted aides by the Army, public quarters stewards by the Navy, airman aides by the Air Force, and cook specialists or food service technician specialists by the Marine Corps. All these servicemen are hereinafter referred to as enlisted aides.

In December 1972, 1,722 enlisted aides were assigned to 970 senior officers--860 admirals and generals and 110 Navy captains. The remaining 457 admirals and generals were not assigned any enlisted aides. Table 1 shows the number of enlisted aides and the number of officers assigned aides by military service and geographic area.

TABLE 1  
Geographic Distribution of Officers and Aides  
as of December 1972

Service location	Army		Navy		Air Force		Marine Corps		Total	
	Officers	Aides	Officers	Aides	Officers	Aides	Officers	Aides	Officers	Aides
Washington, D.C., area	54	132	37	100	30	75	5	19	126	326
Continental United States, less Washington	134	220	176	315	196	329	32	65	538	929
Overscas	133	158	82	162	88	141	3	6	306	467
Total	<u>321</u>	<u>510</u>	<u>295</u>	<u>577</u>	<u>314</u>	<u>545</u>	<u>40</u>	<u>90</u>	<u>970</u>	<u>1,722</u>

<sup>a</sup>Includes 110 Navy captains.

<sup>b</sup>Includes 110 enlisted aides assigned to Navy captains.

Fiscal year 1973 costs of the enlisted aide program were:

	Personnel costs (note a)	Training costs (note a)	<u>Total</u>
Army	\$ 6,035,914	<sup>b</sup> \$302,361	\$ 6,338,275
Navy	6,400,548	-	6,400,548
Air Force	7,686,864	-	7,686,864
Marine Corps	<u>1,221,881</u>	<u>58,238</u>	<u>1,280,119</u>
Total	<u>\$21,345,207</u>	<u>\$360,599</u>	<u>\$21,705,806</u>

<sup>a</sup>Appendix III lists the various items included in these costs.

<sup>b</sup>The Air Force can send as many as 18 enlisted aides a year to the Army school. Costs for this Air Force training are included in the Army costs.

The Army has one special training course and one on-the-job training facility and the Marine Corps has three special training courses for enlisted aides. The Navy has no special training course for its enlisted aides and the Air Force has none other than its use of the Army enlisted aide school.

We interviewed 312 enlisted aides to determine their tasks and duties and to obtain their estimate of how much time they spend on several of the major tasks. We interviewed 78 Army, 62 Navy, 34 Air Force, and 14 Marine Corps aides for a total of 188 enlisted aides in the Washington, D.C., area; 24 Army aides at Fort Monroe, Virginia; 60 Navy aides and 5 Marine Corps aides at 3 Navy installations at Norfolk, Virginia; and 35 Air Force aides at Wright-Patterson Air Force Base, Ohio.

We also sent a questionnaire to 118 randomly selected admirals and generals, of which 106 replied. The questionnaire dealt with the duties the officers assigned to their enlisted aides and the reasons the officers felt they required aides.

The aides interviewed and the officers receiving the questionnaire represent about 25 percent and 21 percent, respectively, of their populations in the continental

United States. Our review did not include any aides or officers stationed overseas.

Chapter 2 presents the legislative and historical background of the enlisted aide program. Chapter 3 relates how enlisted aides are recruited, assigned, and trained. Chapter 4 presents the military service justifications for the enlisted aide program. Chapter 5 is a discussion of the tasks and duties of enlisted aides. Chapter 6 presents the attitudes of aides toward the program and compares enlisted aides with servicemen as a whole in racial composition, rotation, and promotions.

## CHAPTER 2

### HISTORICAL AND LEGISLATIVE

### BACKGROUND OF THE ENLISTED

#### AID PROGRAM

Enlisted aides have been provided to officers of the United States Armed Forces since the Revolutionary War. In the early days of the program, company grade officers had enlisted aides. Today only admirals, generals, and some Navy captains are authorized aides.

#### ARMY AND AIR FORCE

The earliest law we identified pertaining to enlisted aides was the act of July 17, 1862 (chapter 200, 12 Stat. 594). This act provided

"That whenever an officer of the army shall employ a soldier as his servant he shall, for each and every month during which said soldier shall be so employed, deduct from his own monthly pay the full amount paid to or expended by the Government per month on account of said soldier."

The act also provided "\* \* \* that every officer of the army who shall fail to make such deduction shall, on conviction thereof before a general court-martial, be cashiered." We do not know if these provisions of the act were ever enforced.

Section 14 of the act of July 15, 1870 (chapter 294, 16 Stat. 319) replaced the 1862 law. The 1870 law merely prohibits an officer from using an Army enlisted man as a servant. We know of no specific statute presently in effect which requires an officer to pay the Government for the value of the service for using an enlisted man as his servant.

The 1870 law is the source statute of the present law prohibiting Army and Air Force officers from using enlisted men as servants (10 U.S.C. 3639 and 8639, respectively; see app. IV for copies of these codes). The legislative intent of the 1870 law was considered at length in the case of the United States v. Robinson, 6 USCMA 347, 20 CMR 63 (1955).

The court concluded it was not the intent of Congress to prevent an enlisted man from laboring for officers to further the officer's military duties. The court concluded that if an essential military purpose is served by an officer's mess (the case involved duty in such a mess), then employment of enlisted men therein does not violate the statute.

The court held "servant" in 10 U.S.C. 3639 and 8639 to mean one who labors or exerts himself for the personal benefit of an officer. Thus, while the laws prohibit the use of Army or Air Force enlisted men as servants, this prohibition does not apply to many of their tasks even though they may directly benefit an officer and are the same as those performed by a servant. The decision cited examples of duties which an enlisted man might be directed to perform and which would directly benefit the officer but would not fall within the restriction of the law. A cook aboard a ship may be directed to cook for the captain, and a vehicle driver may be directed to chauffeur his commander to a given destination.

#### NAVY AND MARINE CORPS

The statute pertaining to the use of enlisted men by Navy officers, 10 U.S.C. 7579, authorizes Navy enlisted men to be assigned in a service capacity in officers' messes and public quarters. (See app. IV for a copy of the code.) This code also applies to the Marine Corps since it is part of the Navy.

The source statute for 10 U.S.C. 7579 is section 16(b) of the act of August 2, 1946 (chapter 756, 60 Stat. 855), which enacted into permanent law a proviso formerly contained in several naval appropriation acts. The proviso permitted a limited number of enlisted men to perform services in public quarters (Government-owned housing) of certain officers and in messes temporarily set up on shore for officers attached to specific units and such bachelor officers' quarters and messes as were specifically designated by the Secretary of the Navy. The proviso prohibited any enlisted man or civilian employee from performing services in the residence or quarters of an officer on shore as a cook, waiter, or other household servant-type work.

The legislative history of the 1946 act sheds no light on the purpose of the act except that under the law there is no restriction on the number of enlisted aides the Navy can have. The law provides that the Secretary may freely assign enlisted personnel to duty in a service capacity in officers' messes and public quarters under such regulations as he prescribes. Under Secretary of the Navy Instruction 1306.2A, enlisted men may be used on certain officers' personal staffs to perform duties similar to those of a servant; for example, preparing and serving food and taking care of the officer's quarters. The regulation does prohibit duties, such as caring for pets and babysitting, that contribute solely to an officer's personal benefit and which have no reasonable connection with his official responsibilities.

#### LEGAL ASPECTS OF USING ENLISTED AIDES AS SERVANTS

According to United States v. Robinson, the test of military necessity is not whether the work an enlisted aid is ordered to do is menial but whether the services to be performed are in the capacity of a private servant to accomplish a private purpose or in the capacity of a soldier to accomplish a military purpose. Department of Defense Directive 1315.9 of February 2, 1960, and the implementing regulations of the military services clearly reflect this policy and prohibit officers from using enlisted aides for duties which benefit only themselves and have no reasonable connection with the officers' official responsibilities.

Since many of the enlisted aides' services benefit the officers personally and also accomplish some military purpose, the line between official and personal services cannot be finely drawn. Under the present law, officers are responsible for supervising, directing, and assigning duties to enlisted aides under the proper administrative supervision of the military service concerned.

#### SUMMARY

The furnishing of enlisted aides to Army and Air Force officers is a long recognized custom and is not prohibited by law. The assignment of enlisted men under the jurisdiction of the Secretary of the Navy to duties in a service

capacity in officers' messes and public quarters is specifically provided for by law.

An officer has no authority to order an enlisted man to perform a task which only benefits himself and not the service as stated in United States v. Robinson. The duty of a subordinate to obey a superior officer while he is subject to military law refers only to lawful commands in matters relating to military duty. (See State v. Roy, 64 S.E. 2d 840 (1951).) Military orders command the highest respect and obedience; in issuing such orders, much is left to a superior officer's discretion, provided he remains within the scope of his authority. (See United States v. Litchfield, 144 F. Supp. 437 (1956).) Officers are subject to punishment under the Uniform Code of Military Justice for flagrant abuses of discretion in using enlisted aides for purely personal services.

We believe it would be difficult to police any abuses and enforce the regulations. However, it would probably be helpful if the military services formally called attention to violations that did occur and prohibited the further use of enlisted personnel in such circumstances.

## CHAPTER 3

### RECRUITMENT, ASSIGNMENT, AND

#### TRAINING OF ENLISTED AIDES

##### RECRUITMENT AND ASSIGNMENT

Enlisted aides are assigned by all of the military services to senior officers residing in public quarters when the officers hold command-type positions. Army and Air Force Generals and Lieutenant Generals can be assigned enlisted aides when residing in private quarters. Enlisted aides perform such tasks as preparing and serving meals, cleaning and maintaining quarters, and preparing for and serving at official and unofficial functions. (Chapter 4 discusses in more detail the duties of enlisted aides.)

In all of the military services, assignment as an enlisted aide is required to be made on a voluntary basis. Enlisted aides are also supposed to be able to transfer out of the program at any time. Of the 312 enlisted aides we interviewed, 272 said they volunteered for their assignment. The other 40 aides said they were assigned to the program.

Enlisted aides are normally recruited and assigned by one of three methods.

1. The officer or a member of his staff screens and selects an enlisted man for an aide. If the enlisted man volunteers for the aide program, he is assigned to duty in the officer's quarters as an on-the-job trainee. In the Army or Marine Corps, after he volunteers and is selected, the enlisted man can be immediately sent to enlisted aide school or can be sent there after on-the-job training. Following successful completion of schooling or sufficient on-the-job training, the enlisted man is designated as an aide.

2. Qualified graduates of cooks schools are recruited into enlisted aide school or as on-the-job trainees if they volunteer to enter the enlisted aide program.

3. Enlisted men who have not been selected by an officer or recruited into enlisted aide school can volunteer to enter the aide program.



Under current military policies, admirals and generals are usually authorized aides on the basis of one aide for each star. The highest ranking officers in the services, such as the Chiefs and Vice Chiefs of Staff, are authorized from four to eight enlisted aides; Rear Admirals (Lower Half) in the Navy and Brigadier Generals in the Marine Corps are authorized two aides. Some Navy captains are presently assigned enlisted aides (see footnote to table on p. 5), and promotable colonels in the Army can be assigned enlisted aides, but none are presently assigned.

### ARMY TRAINING

The Army has one special training course and one on-the-job training facility for enlisted aides. The special course is the Enlisted Aide Course, taught at the Army Quartermaster School, Fort Lee, Virginia, six times a year with 24 students in each class. The course is designed to provide formal training in the duties and responsibilities of aides who serve in public quarters. The course covers the functions of the personal staff; care of equipment and facilities; management of dining facilities; pastry baking and special items; and principles of cooking, food planning, control, preparation, and serving.

The following are some of the 41 books and pamphlets used during the course.

Service Etiquette, Havial, Swartz, and Oretha, U.S.  
Naval Institute

The Encyclopedia of Etiquette, Llewellyn Miller

Complete Book of Etiquette, Amy Vanderbilt

The Army Wife

Merck Veterinary Manual (3rd Edition), Journal of the  
American Veterinary Medical Association

The Officers Guide

Wenzel's Menu Maker, G. L. Wenzel

Mastering the Art of French Cooking, Julia Child

The Gourmet Cookbook

The Professional Chef Cookbook

The Encyclopedia of Cooking

The Blue Goose Buying Guide

The Correct Waitress, Susan Dietz

The Essentials of Good Table Service, Cornell University

The Wise Encyclopedia of Cookery

Ice Carving Made Easy, Joseph Amendola

Practical Bar Management, Harold J. Grossman

Grossman's Guide to Wine, Spirits, and Beer

The Bakers Manual, Joseph Amendola

Canapes, Hors d'oeuvres, Buffet Dishes, Leffler, Dubb,  
and Chipperinz

The Army on-the-job training facility for enlisted aides is Wainwright Hall, Fort Myer, Virginia. Wainwright Hall is a hotel-like transient quarters for admirals and generals. It has 18 suites for these officers to use when they are visiting in the Washington, D.C., area. There is a permanent staff of four noncommissioned officers to instruct and supervise the enlisted aide trainees. From 4 to 25 trainees are assigned to Wainwright Hall with an average output of 7 trained aides per month.

Men are selected to be trained at Wainwright Hall in housekeeping, cooking, table setting, and serving on the basis of previous education and experience in cookery. The training lasts from 1 week to as long as 3 months. Generally the trainees already have had extensive training and experience and can complete the requirements quickly. Since the trainees are needed to operate Wainwright Hall and all the training is on-the-job, there are no specific identifiable training costs for the program.

## MARINE CORPS TRAINING

The Marine Corps has three training programs for enlisted aides. The first of these is the Special Mess Training Course, which lasts 8 weeks, is conducted 4 times a year, is attended by 16 students per class, and is taught at the Food Service School, Camp Lejeune, North Carolina. The course provides Marines initially entering into public quarters duty with a fundamental knowledge of the duties of an enlisted aide. It emphasizes gourmet cookery, baking, protocol, field mess operations, and social activities.

The second course is the advanced Special Mess Training Course which runs 10 weeks and is conducted at Camp Lejeune once a year for 12 students. It provides enlisted aides who are serving their second tour of duty in public quarters with refresher training and a basic knowledge of the duties of senior enlisted aides. The instruction covers such topics as seating protocol for all occasions, preparation and serving of gourmet meals, preparation of buffets, menu planning considering adequate dietary requirements, and the set up and operation of a general officer's mess in the field.

The third training course is the Gourmet Classical Cooking Course taught by the Culinary Institute of America, New Haven, Connecticut. Twelve students per year are sent to this 2-week course designed for professional cooks and others possessing a basic knowledge of quantity food preparation. The course supplements the aides' knowledge and improves their skills. It includes the techniques of haut cuisine.

## NAVY AND AIR FORCE TRAINING

The Navy relies exclusively on on-the-job training. The Air Force also relies on on-the-job training, except for its use of the Army enlisted aides course as noted on page 7.

## CHAPTER 4

### MILITARY SERVICES' POSITIONS ON THE NEED FOR ENLISTED AIDES

We asked each of the military services to provide us with a statement justifying the enlisted aide program on the basis of need. We also asked, among other things, why aides were generally assigned on the basis of one aide per star. The replies of the four services are presented as appendixes VI through IX and are summarized in this chapter. Our questionnaire to admirals and generals asked them to indicate why they believe they require enlisted aides. Their responses are also summarized in this chapter.

#### STATEMENTS OF THE SERVICES REGARDING NEED FOR ENLISTED AIDES

The military services stated that the purpose of enlisted aides was to relieve the officer of many administrative and personal duties associated with his position or office in order that he may devote the maximum amount of time to his primary and official duties. They gave the following examples of the duties and responsibilities which they believe support the need for enlisted aides.

1. Requirement to host numerous official military and military-civilian functions.
2. The 24-hour-a-day responsibility of admirals and generals for the welfare of the men they command.
3. The creation and maintenance of the satisfying total environment which attracts young Americans to a voluntary military service.
4. Management of a multimillion dollar budget.
5. Personal involvement in individual soldier problems and policy decisions affecting thousands of people in both the military and civilian communities.
6. Senior officers' wives' leadership in women's organizations and voluntary community services,

such as hospitals, youth groups, and special activities for soldiers.

7. Extended and irregular work hours.

The questionnaire responses gave similar reasons why enlisted aides are needed. Table 2 lists the responses of the 106 admirals and generals and the percent of these officers that gave each response.

TABLE 2

Question: Please indicate the duties, responsibilities, conditions, and demands on your time which support your need for enlisted aides.

<u>Responses</u>	<u>Percent giving response</u>
1. Work schedule leaves no time for normal duties of the head of the household and/or personal needs.	65
2. Hosting official functions.	62
3. Wife has to attend social and military functions, take part in official civic duties, and do charity work; therefore, she cannot do all the housework.	44
4. Frequent official travel.	37
5. Hosting functions and other activities to maintain and/or promote good community relations.	31
6. Attendance at social and/or community functions.	20
7. Public quarters and grounds must be kept immaculate at all times.	9
8. Hosting social functions.	8
9. Public quarters are old and require extensive care.	8

<u>Responses</u>	<u>Percent giving response</u>
10. Hosting receptions for incoming/ outgoing officers.	3
11. Hosting meetings of women's groups.	3
12. I am the only admiral or general in the area so I have to do a lot of things with the local community.	3
13. I am a bachelor and I need the help.	3
14. Billets for visiting officials are in my quarters.	1

We also asked the officers how many hours a week they spend performing their official duties and required functions. The average number of hours per week was 65 hours.

#### Required hosting of official functions

Both the military services and the responses to our questionnaire indicated that one of the main reasons senior officers require enlisted aides is their heavy entertaining responsibilities, such as entertaining:

1. Federal officials ranging from the President to Civil Service employees in grades 16 to 18.
2. Congressmen.
3. Foreign diplomatic, government, business, and military officials.
4. State and local officials.
5. Academic and industry leaders.
6. Community activities leaders.

They also entertain on special occasions, such as the 4th of July, Armed Forces Day, change of command, retirements, etc.

The military services said that similar entertaining demands are not made on high-ranking Department of Defense civilians, with the exception of the Secretaries of the military departments and certain other high-ranking civilians. The military services also stated that high-ranking civilians were not provided with the services of enlisted aides because of the different nature of involvement and responsibility.

The military services also stated that alternative means of providing these services have not been considered because the enlisted aide program effectively provides the services needed by senior officers. The only exceptions cited were the Army's use of local nationals overseas in some cases and limited contract catering to meet needs which surpassed the present enlisted aide capability. Neither of these seemed to be good alternatives to the Army. The Marine Corps pointed out that its enlisted aides were also trained to perform their duties in the field or in combat and that civilians could not perform in these areas.

ENLISTED AIDES ASSIGNED  
BY OFFICER'S RANK

All of the services usually assign aides to admirals and generals on the basis of one aide per star, because, historically, ascending levels of rank increase the officer's responsibilities and the frequency of occasions requiring personal services, including official entertainment. The Air Force also noted that there was a statutory precedent in 10 U.S.C. 8543 which authorizes the assignment of officer aides on the basis of the grade of the general officers concerned.

The responses to our questionnaire showed that 86 percent of the officers felt they required the number of aides they were assigned; 8 percent felt they required more aides on some occasions; and 6 percent felt they required fewer aides.

## CHAPTER 5

### DUTIES AND TASKS OF ENLISTED

#### AIDES

To determine the types of duties and tasks enlisted aides are performing, we interviewed 312 enlisted aides--188 in the Washington, D. C., area; 89 in the Norfolk, Virginia, area; and 35 at Wright-Patterson Air Force Base, Ohio. The aides interviewed represent about 25 percent of the aides in the continental United States. All of the military services except the Marine Corps had an observer at the interviews.

The interviews were conducted in the following manner. The GAO representative introduced himself and explained the functions of GAO and the purpose of the interview. He also assured the enlisted aide that GAO would not disclose what any individual aide said. The military observer would then introduce himself and assure the aide of anonymity and that nothing he said would be used for any adverse action against him. The military observer would say nothing further during the interview unless requested to by the enlisted aide or the GAO representative. A prepared list of questions was asked.

In addition to the interviews with the enlisted aides, we also sent questionnaires to 118 randomly selected admirals and generals (21 percent sample) who were assigned enlisted aides and stationed in the continental United States. We asked these officers to provide information on the tasks they assigned to their enlisted aides.

#### MAJOR DUTIES AND TASKS

Table 3 lists the major tasks of enlisted aides and the percent, by military service, of the aides who said they did the tasks and of the officers who said they assigned the tasks to their aides.



TABLE 3

Task	Percent responding affirmatively							
	Army		Navy		Air Force		Marine Corps	
	Officers	Aides	Officers	Aides	Officers	Aides	Officers	Aides
Prepare food	94	71	100	97	88	88	100	84
Serve meals	88	86	100	94	81	75	100	58
Clean quarters	100	98	100	91	81	99	100	74
Maintain quarters	66	(a)	46	(a)	78	(a)	14	(a)
Gardening on the grounds of the quarters	38	81	25	47	52	77	0	21
Maintenance of the grounds of the quarters	53	(b)	25	(b)	81	(b)	0	(b)
Bartending (note c)	91	81	100	78	71	80	100	74
Grocery shopping	84	74	83	53	81	80	100	68
Running errands	56	90	25	59	74	93	43	63
Chauffeuring (note d)	22	24	0	3	38	45	0	5
Maintenance of officers' uniforms	84	58	96	53	86	46	100	53
Washing officers' private automobiles	53	75	25	49	60	88	0	16
Caring for officers' pets	22	53	0	39	12	32	0	26

<sup>a</sup>We did not ask enlisted aides to differentiate between cleaning and maintaining quarters. Most of the affirmative responses of aides included both categories.

<sup>b</sup>We did not ask enlisted aides to differentiate between gardening and grounds maintenance. Most of the affirmative responses of aides included both categories.

<sup>c</sup>Mainly for entertaining.

<sup>d</sup>Most of the responses said chauffeuring was done infrequently.

Differences between the percentages of affirmative responses of officers and aides can be explained in part by one or both of two conditions. First, some of the officers who filled out the questionnaire did not have their aides interviewed and vice versa. Secondly, many of the officers responding to the questionnaire have more than one aide. Therefore, while the officer may assign the task of cleaning the quarters to his aides, one of them may only do cooking and no cleaning. The officer's response would then be affirmative while the aide's response would be negative.

Table 4 presents the average hours per day spent preparing and serving meals and cleaning the quarters, as estimated by enlisted aides.

TABLE 4

	Average hours per day	
	<u>Perparing and serving meals</u>	<u>Cleaning quarters</u>
Army	2.5	4.2
Navy	4.0	3.1
Air Force	2.4	4.0
Marine Corps	3.9	3.4

We identified several other tasks through the interviews of the enlisted aides. Table 5 lists these tasks and the percent of aides who said they did them.

TABLE 5

	<u>Percent of affirmative responses</u>
Chauffeur officer's dependents	28
Do laundry for officer's dependents	22
Prepare lunch for officer's dependents even though officer does not eat lunch at home	12
Babysit officer's children	6

As shown by tables 3, 4, and 5, the tasks performed by enlisted aides are those normally associated with domestic servants.

DUTIES CONNECTED WITH ENTERTAINING

Enlisted aides are used extensively for preparing food, making other preparations, serving, and bartending for official and unofficial functions hosted by the officer to whom they are assigned. As brought out in chapter 3, the military services and the admirals and generals cited their entertaining responsibilities as one of the principal justifications for the enlisted aide program.

Table 6 lists, by military service, the percent of officers who used aides at official and unofficial functions.

TABLE 6

	<u>Percent using aides at</u>	
	<u>Official functions</u>	<u>Unofficial functions</u>
Army	97	78
Navy	100	83
Air Force	91	82
Marine Corps	100	57

Table 7 presents, by military service, the frequency of official and unofficial functions at which enlisted aides are used.

TABLE 7

Percent of Officers Using Aides at Functions

<u>Frequency of function</u>	<u>Army</u>		<u>Navy</u>		<u>Air Force</u>		<u>Marine Corps</u>	
	<u>Official</u>	<u>Unofficial</u>	<u>Official</u>	<u>Unofficial</u>	<u>Official</u>	<u>Unofficial</u>	<u>Official</u>	<u>Unofficial</u>
More than once a week	18	0	21	8	5	7	57	14
Once a week	22	6	21	17	17	10	0	0
Three times a month	19	6	12	8	10	10	29	0
Two times a month	34	28	29	8	26	19	14	29
Once a month	0	28	8	25	14	17	0	14
Less than once a month	3	9	8	12	19	19	0	0

The average number of official and unofficial functions hosted per month was 2.9 and 1.6, respectively.

FEELINGS OF ENLISTED AIDES ABOUT  
TASKS ASSIGNED THEM

The majority of the enlisted aides we interviewed believed that most of the tasks they performed did assist the officer and did release him to work on his primary duties. A number of aides, knowing they were not supposed to do tasks (such as walking dogs) which benefited only the officer or his dependents, felt obliged to do them if the officer or his wife requested that they do them. We believe that it would help in controlling the program if the regulations governing the enlisted aide program were revised to include a specific list of tasks that aides should and should not do. Every aide and every officer assigned aides should receive a copy of the revised regulations.

## CHAPTER 6

### ENLISTED AIDES' ATTITUDES TOWARD THE PROGRAM AND COMPARISON OF AIDES WITH OTHER SERVICEMEN

In our interviews with the enlisted aides, we asked them if they intended to reenlist and to stay in the enlisted aide program. Those aides with less than 10 years in the service and those who have been aides less than 4 years are much more disenchanted with both the aide program and the military service than the rest of the aides.

Table 8 shows the aides' intentions to reenlist and to remain in the aide program according to the number of years they have been in the service and in the aide program. Younger aides are less likely to reenlist and much more likely to leave the enlisted aide program. Those aides with relatively little experience in the aide program are much more likely to leave the program. The same reasons probably hold for enlisted aides leaving the service as for other servicemen. However, aides with more years in service are less likely to transfer out of the program because, if they did, they would have to learn a new skill. The younger men's reluctance to stay in the service and the relatively inexperienced aides' reluctance to stay in the program, along with the high retirement rate of experienced aides, may make it difficult in the future for the military services to staff their aide programs.

TABLE 8

<u>Years in service or program</u>	<u>Will or probably will reenlist</u>	<u>Undecided about reenlisting</u>	<u>Probably will get out of the service</u>	<u>Will retire</u>	<u>Stay an aide</u>	<u>Get out of aide program</u>	<u>Undecided about staying in program</u>
Less than 10 years in service	48%	17%	36%	0%	36%	44%	19%
10 or more years in service	59	10	6	26	67	23	10
Less than 4 years in program	53	13	27	7	42	42	16
4 or more years in program	59	11	4	26	70	19	11

<sup>a</sup>This percentage is inflated by the Navy aides, since they are virtually all Filipinos who have a very high reenlistment rate.

We also asked the enlisted aides if the officers and their families had generally treated them with dignity and respect. Of all the aides interviewed, 77 percent said yes, 2 percent said no, and 21 percent said that some did and some did not. Problems almost always were with the officers' families and not with the officers themselves.

All of the enlisted aides we interviewed said that they could take leave. The average aide worked 8 hours a day, 5 days a week. Aides did work on weekends and holidays but this was usually infrequent.

COMPARISON OF ENLISTED AIDES  
WITH SERVICEMEN IN GENERAL

Table 9 shows the racial composition of enlisted aides.

TABLE 9

Racial Composition of Enlisted Aides

	<u>Army</u>		<u>Navy</u>		<u>Air Force</u>		<u>Marine Corps</u>	
	<u>Num- ber</u>	<u>Per- cent</u>	<u>Num- ber</u>	<u>Per- cent</u>	<u>Num- ber</u>	<u>Per- cent</u>	<u>Num- ber</u>	<u>Per- cent</u>
Caucasian	<sup>a</sup> 422	83	4	1	339	62	31	34
Black	88	17	5	1	196	36	58	65
Malaysian	-	-	568	98	-	-	1	1
Other	-	-	-	-	10	2	-	-
Total	<u>510</u>	<u>100</u>	<u>577</u>	<u>100</u>	<u>545</u>	<u>100</u>	<u>90</u>	<u>100</u>

<sup>a</sup>May include some non-Caucasians who are not Black.

The percentage of Blacks in the Army enlisted aide program is the same as that of the Army as a whole. In 1960 Marine Corps enlisted aides were all members of minority groups. During the past 12 years, the Marine Corps has been incrementally integrating its enlisted aide personnel. The Air Force has no program designed to racially balance its enlisted aide program, because it is a voluntary program and the Air Force does not want to exclude anyone from volunteering.

The Navy has an ongoing program to increase the number of Caucasian and Black enlisted aides. Enlisted aides in the Navy are chosen out of the steward ratings. Although

10 percent of the stewards from which men are selected to become enlisted aides are Caucasians, most have insufficient experience to qualify as enlisted aides and thus do not affect the racial statistics, according to the Navy. About 80 percent of the new personnel being assigned to the steward ratings are Caucasians and the Navy says that effort will be made to recruit enlisted aides from Caucasian stewards. The Navy expects an increased percentage of Caucasians in its enlisted aide program.

Prior to 1970, Philippine nationals comprised about 95 percent of the input to the steward rating. About 10 Filipino volunteers applied for each available enlistment vacancy and this large pool of volunteers resulted in annually filling all anticipated steward requirements with Filipinos. Since 1970, however, Filipino input to the steward rating has nearly ceased, according to the Navy. The Navy stated that opportunity to convert from steward to other ratings has been enhanced significantly since 1968, with Filipinos now serving in 63 ratings.

Table 10 presents the promotion rates of enlisted aides compared with those of all enlisted men.

TABLE 10

Years in Service to Promotion

	<u>Army</u>		<u>Navy</u>		<u>Air Force</u>		<u>Marine Corps</u>	
	<u>All</u>		<u>All</u>		<u>All</u>		<u>All</u>	
	<u>enlisted</u>	<u>enlisted</u>	<u>enlisted</u>	<u>enlisted</u>	<u>enlisted</u>	<u>enlisted</u>	<u>enlisted</u>	<u>enlisted</u>
	<u>men</u>	<u>aides</u>	<u>men</u>	<u>aides</u>	<u>men</u>	<u>aides</u>	<u>men</u>	<u>aides</u>
E-9	-	-	-	-	21.8	21.5	20.7	24.1
E-8	18.7	18.8	-	-	19.3	19.4	17.7	19.5
E-7	14.5	13.1	18	22	18.5	20.1	14.6	16.3
E-6	7.1	9.0	9	18	15.7	17.3	6.9	12.8
E-5	2.4	2.1	5	11	3.7	4.5	3.2	2.7
E-4	(a)	(a)	2	6	(a)	(a)	2.0	1.9
E-3	(a)	(a)	1.2	1.2	(a)	(a)	(a)	(a)

<sup>a</sup>Automatically promoted when basic eligibility criteria are attained unless there are compelling reasons to deny promotion.

Navy officials indicated that the slower promotion of enlisted aides resulted from the steward reenlistment rate of 94.6 percent as opposed to the Navy-wide reenlistment rate of 54.1 percent. Since very few aides leave the service, openings in the higher grades are few. Thus, the high retention rate reduced advancement opportunity within the rating.

#### ROTATION OF ENLISTED AIDES

Enlisted aides in the Air Force and Marine Corps are generally rotated on the same basis as other enlisted men. Aides in the Army and Navy are often stabilized to the length of tour of duty of the officer they serve so that the officer will not have to break in new aides on the same tour of duty. Army and Navy aides can be voluntarily rotated at the same time as the officer they serve, because the aides have knowledge of the officer and his household. Navy aides may not be rotated to sea duty as often as other sailors because there are not enough aide volunteers serving at sea to provide an adequate rotation base.

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## United States Senate

COMMITTEE ON APPROPRIATIONS  
 WASHINGTON, D.C. 20510

November 20, 1972

Honorable Elmer B. Staats  
 Comptroller General of the United States  
 Washington, D.C. 20548

Dear Mr. Staats:

I understand that certain flag and general rank officers of the United States Armed Forces are routinely assigned enlisted military personnel, including foreign nationals, to serve in the capacity of domestic servants.

These men, I am told, in some cases Philippine nationals, act as cooks, butlers, houseboys, drivers, bartenders at official and unofficial occasions, and perform a variety of other household duties, though they are not quartered with the officers they serve.

Would you please undertake an investigation to determine the following facts:

1. How many officers based in the U.S. are assigned stewards or military aids that perform, exclusively or in part, the functions mentioned above?
2. How many stewards or aids are so employed; how are they recruited and assigned; what are their official duties and job descriptions; and what are the full direct and indirect costs of these activities by budget authority?
3. What statutory justification is there for providing U.S. military officers with de facto personal servants?
4. What is the ethnic and racial composition of Navy stewards?
5. What is the agreement between the U.S. and the Philippines regarding the enlistment in the U.S. Armed Forces of Philippine nationals?
6. Please compute the additional compensation these services represent as an add on to existing flag and general rank salaries.



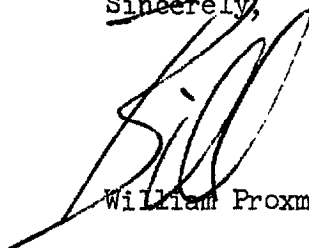
Letter to Mr. Staats  
November 20, 1972

Page two

7. What is meant by the term "Malaysian" as an accounting designation? Of the 10,347 "Malaysians" in the grade of Steward as of June 30, 1972: (a) How many are assigned to jobs in the United States, (b) in the Washington, D.C. area, (c) what is the break down by local base, (d) how many Stewards are assigned to individual members of the Joint Chiefs of Staff, the Chief of Naval Operations and his deputies, and other high ranking officers (O7-O10) in the Washington, D.C. area, (e) what is the average length of service for Stewards, (f) average pay, (g) average rate of promotion, (h) where are they quartered in the Washington, D.C. area?

Your assistance in clarifying the statutory and budgetary justification of these activities would be appreciated. I would hope that this study could be completed in time for Congressional consideration during FY 1974 Military Appropriations Hearings.

Sincerely,



William Proxmire, U.S.S.

WP:hsg

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## United States Senate

COMMITTEE ON APPROPRIATIONS

WASHINGTON, D.C. 20510

December 1, 1972

THOMAS J. SCOTT, CHIEF CLERK  
 WM. W. WOODRUFF, CLERK

Honorable Elmer B. Staats  
 Comptroller General of the United States  
 GAO Building  
 441 G Street  
 Washington, D.C. 20548

Dear Elmer:

I am forwarding to you some additional questions about the use of military personnel as personal servants. You will also note that I have suggested certain time guidelines for acquiring this information and have indicated the type of data that would be most helpful.

At present, I do not expect to hold Joint Economic Committee Hearings on this matter until early next year, thereby providing your investigators with time to thoroughly review the situation.

My concern with this issue is no passing matter and I can assure you that my office will be most persistent in exploring the full ramifications of this problem.

I understand that the GAO would like to make this a full report to Congress. I do not object to this procedure as long as my office is kept informed in detail as to the progress of the investigation and we receive the completed study before you make it public. I would like to time a press conference or statement concurrently with its release.

I suggest that the following could be a tentative organizational plan:

By January 1, 1973

Acquisition of all Service regulations concerning military aids and Stewards. Official Service statements from the top civilian and Military command on the use of aids and Stewards in official and unofficial capacities. Answers to the questions in my November 20th letter including overall cost and employment data. An analysis of the reliability of the collected data and suggestions as to where there are loopholes and non-compliance with Federal Regulations. Specific data regarding number of aids and

Honorable Elmer B. Staats

- 2 -

December 1, 1972

Stewards serving Generals and Admirals in Washington, D.C. area and associated costs. A preliminary GAO assessment as to whether there is illegal or improper activity involved in the aid and Steward programs.

By February 1, 1973

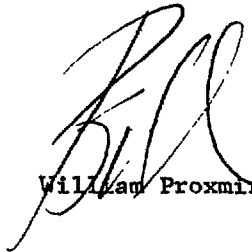
Results from case studies of Ft. Lee and Ft. Meyer plus data from interviews of officers and aid/Steward personnel including examples of the type of personal and unofficial work performed by aids and Stewards and an assessment of how widespread the practice is. Sufficient information collected for use in Joint Economic Committee Hearings.

By March 15, 1973

Completion of the investigation in time for use in additional Congressional Hearings including suggestions for corrective action and firm conclusions regarding the legal and budgetary integrity of those programs.

I offer this brief outline as requested by your representatives in a recent meeting with my staff. The attached questions supplement the points made in my earlier letter.

Sincerely,



William Proxmire, U.S.S.

Additional Questions

1. Can you acquire Army regs 614-16 and all pertinent regs of Army and other services regarding Stewards, Military aids and similar categories?
2. Clarify the legal distinction between an aid or Steward providing officially sanctioned services and services of a private nature such as taking care of other family members, washing and maintaining private cars, preparing for and servicing private parties, gardening, errands for personal non-government related activities.
3. Suggest corrective legal or legislative action such as clarifying Service regulations, enforcement of present regulations, drawing up new regs, abolishing the programs, etc.
4. Is it legally possible to officially demand that the officers involved in such activities can be ordered to repay the US Treasury for the Service time of their aids and Stewards that is determined to be not officially sanctioned?
5. By what means can Congress insure the enforcement of any corrective recommendations.
6. A complete breakdown of Stewards, military aids and such categories in the Air Force and other Services including statistics showing percentage of time spent by task and a full list of duties.
7. What authority does a commanding officer have over his enlisted aid or Steward to order him to perform duties of a personal nature?
8. Provide information, cost and regulatory, on the aid training facilities at Ft. Lee and Ft. Meyer including:
  - a) number of trainees
  - b) cost of program
  - c) facilities
  - d) program content
  - e) placement procedures
  - f) turnover rate and reenlistment rate of graduates
  - g) how is the training financed: are men on TDY?
9. How widespread is the practice of a base commanding officer acquiring additional aids by ordering base personnel to perform such activities? Specific examples where appropriate.
10. How many service aids are assigned to Wainwright Hall at Ft. Meyer and what are the costs to visiting military personnel for room, board and other services? Who can stay at Wainwright?

## APPENDIX II

11. How many other personnel does a General or flag officer normally have on his personal staff in addition to his military aids such as aids de camp?
12. Is there any legitimate security justification for using aids and Stewards as valets and servants?
13. Would you compute a single figure representative of the full direct and indirect costs to the Federal Budget of the military aid and Steward program?
14. Please supply the official DOD justification for providing the precise number of stewards or aids equal to number of stars. Is this simply privilege or based on justifiable need?
15. Written justification for the Steward and Aid programs from all Services.
16. The long range planning of the Services regarding the Steward and aid programs. Will they be expanded?
17. A list of all exceptions to the one star-one aid regulation, and the number of aids allowed to the exceptions.
18. Why do aids and Stewards wear Tux-type pants and white dinner jackets if they are enlisted men?
19. We understand that the Army and possibly Navy seek out the best drafted chefs across the country for the aid and Steward programs. Is this accurate? What formal or informal relationship is there between the Culinary Institute of America at Yale and the Army Aid program?
20. We would like to determine the truth, if any, in the statement that Filipinos are preferred in the officers mess on ship because they do not eat as much as Blacks or Caucasians and that payment for food comes out of the officers wages?
21. Why are not Stewards and aids rotated as other military personnel?
22. How frequently are aids and Stewards in the Washington area called upon to serve liquor at parties both official and unofficial?

23. Does an Admiral's wife or a General's wife have the authority to order an aid or Steward to perform personal duties such as driver, errands, preparation of food for personal non-governmental activities such as picnics, lunch for children, friends or relatives?
24. What historical justification is there for using foreign nationals as servants? Did the Navy make use of Chinese in the same capacity before World War II?
25. Will you prepare a list of examples in the Washington area where aids and Stewards have been used in unofficial capacities for the pleasure and entertainment of general officers: some specific examples?
26. Please assess the general working conditions of aids and Stewards with respect to hours, vacation time, time off, holidays, weekends, promotions.

PERSONNEL AND TRAINING COSTS

The personnel costs given on page 7 include:

1. The standard rates used by the military service in computing costs of military personnel for operating budgets, less some nonapplicable costs.
2. A retirement cost factor based on the discounted, present value of expected future retirement benefits of military personnel now on active duty.
3. Quarters costs based on a weighted average by grade.
4. Medical costs.
5. Other military support costs, such as recreation, welfare, legal services, and PXs.
6. Dependency and indemnity compensation.
7. Educational benefits.
8. Income tax adjustment.

The training costs given on page 7 include:

1. School support overhead (not included in Marine Corps costs).
2. Academic overhead.
3. Pay and allowances of instructors.
4. Pay and allowances of students (not included in Marine Corps costs).
5. Per diem of students.
6. Food and material used in class.

## STATUTORY AUTHORITY FOR ENLISTED AIDES

10 U.S.C. 3639. Enlisted members: officers not to use as servant.

No officer of the Army may use an enlisted member of the Army as a servant. (Aug. 10, 1956, ch. 1041, 70A Stat. 208.)

10 U.S.C. 7579. Officers' messes and quarters: limitations on employment of enlisted members.

(a) Under such regulations as the Secretary of the Navy prescribes, enlisted members of the naval service and enlisted members of the Coast Guard when it is operating as a service in the Navy may be assigned to duty in a service capacity in officers' messes and public quarters where the Secretary finds that this use of the members is desirable for military reasons.

(b) Notwithstanding any other provision of law, retired enlisted members of the naval service and members of the Fleet Reserve and the Fleet Marine Corps Reserve may, when not on active duty, be voluntarily employed in any service capacity in officers' messes and public quarters without additional expense to the United States.

(c) The Secretary, to the extent he considers proper, may delegate the authority conferred by this section, except the authority to prescribe regulations, to any person in the Department of the Navy, with or without the authority to make successive redelegations. (Aug. 10, 1956, ch. 1041, 70A Stat. 470.)

10 U.S.C. 8639. Enlisted members: officers not to use as servants.

No officers of the Air Force may use an enlisted member of the Air Force as a servant. (Aug. 10, 1956, ch. 1041 70A Stat. 533.)



C O P Y



UNITED STATES GENERAL ACCOUNTING OFFICE  
WASHINGTON, D.C. 20548

FEDERAL PERSONNEL AND  
COMPENSATION DIVISION

Feb. 5, 1973

The Honorable  
The Secretary of Defense

Attention: Assistant Secretary of Defense  
(Comptroller)

Dear Mr. Secretary:

Our letter of December 6, 1972, informed you that we would be conducting a review of the acquisition, training, assignment, and utilization of enlisted aides and stewards assigned to flag and general officers (GAO code number 960034). As part of this review we are submitting the list of questions presented below. We would like you to have the Army, Navy, Air Force, and Marine Corps answer these questions. This information is essential to our review. We would appreciate receiving the replies from the military services by February 20, 1973, to enable us to meet the deadline imposed on this review by Senator Proxmire.

The questions are:

1. What is the justification of the need for high ranking officers to have enlisted aides? Be as specific as possible and give specific examples of why the duties of aides are required. Please include a history of the enlisted aide program and the use of foreign nationals as aides.
2. How many enlisted personnel are normally assigned to the personal staff of flag or general officers besides enlisted aides? Examples of these personnel are drivers, clerk-typists, orderlies, etc. Please break down the officers into types of positions.
3. Are enlisted aides required to have security clearances? If so, why?
4. Why are aides generally assigned on the basis of one aide per star? If the basis is need, please give specific examples of the need.

APPENDIX V

5. Are enlisted aides rotated in the same manner and at the same intervals as other enlisted men of the same rank? If not, why?

6. Which of the services provided by enlisted aides are also provided at Government expense to high ranking civilians in the military departments in positions comparable to flag and general officers? How are these services provided?

7. Provide a list of the types of official functions a flag or general officer is required to host. Provide a list of such functions high ranking civilians are required to host.

8. What alternative means have been considered for providing required personal services for official functions (e.g., contract catering). On what basis have these alternatives been rejected?

Copies of this letter are being sent to the Secretaries of the Army, Navy, and Air Force and the Commandant of the Marine Corps. If you have any questions, please contact Mr. Donald G. Boagehold, Assistant Director, on code 129, extension 3417.

Sincerely yours,

/s/ C. I. Gould

Clifford I. Gould  
Associate Director

APPENDIX VI



MANPOWER AND  
RESERVE AFFAIRS

ASSISTANT SECRETARY OF DEFENSE  
WASHINGTON, D. C. 20301

23 MAR 1973

Mr. Clifford I. Gould  
Associate Director  
United States General Accounting Office  
Washington, D. C. 20548

Dear Mr. Gould:

As part of your review of the acquisition, training, assignment, and utilization of enlisted aides and stewards assigned to flag and general officers (GAO code number 960034), you submitted a list of questions, asking that the Army, Navy, Air Force, and Marine Corps answer them.

Each of the Military Departments has responded to your questions. These responses are attached.

Sincerely,

*Roger T. Kelley*  
Roger T. Kelley

Attachments



DEPARTMENT OF THE ARMY  
OFFICE OF THE ASSISTANT SECRETARY  
WASHINGTON, D.C. 20310

19 MAR 1973

MEMORANDUM FOR: ASSISTANT SECRETARY OF DEFENSE  
(MANPOWER AND RESERVE AFFAIRS)

SUBJECT: GAO Letter dated February 5, 1973, "Additional Information  
Re Acquisition, Training, Assignment and Utilization of  
Enlisted Military Aides and Stewards Assigned to Flag and  
General Officers of the United States Armed Forces"  
(Code 960034)

Reference is made to DASD(Audit) Memorandum dated 7 February  
1973.

Attached are proposed answers to the GAO questions.

1 Incl  
Questions & Answers  
with 4 attachments

A handwritten signature in cursive script, appearing to read "Paul H. Phillips".

## APPENDIX VII

### Army Answers to US General Accounting Office Questions Concerning Enlisted Aides

1. Question: What is the justification of the need for high ranking officers to have enlisted aides? Be as specific as possible and give specific examples of why the duties of aides are required. Please include a history of the enlisted aide program and the use of foreign nationals as aides.

Answer: Upon being commissioned, an officer begins a career which requires complete personal commitment. As he progresses to higher ranks, he is given more and more responsibility, with an attendant reduction in the amount of time which he can devote to each aspect of his job. Organizationally, he is given assistance, such as a staff, to aid him in discharging his daily duties. Since a general officer has wide responsibilities demanding his attention, the US Army provides, as do armies of other nations, a personal staff to relieve him of time consuming but necessary tasks. This assistance reaches a critically important level in a combat situation which demands a total commitment of the general officer's attention to the performance of his mission and to the welfare of his command.

In garrison the general officer is not just a commander, but also the administrator of a self-contained community. He must involve himself in every aspect of community life since he bears the ultimate responsibility of being able to guarantee that the units based in the community are trained, equipped and emotionally ready for military action. The general's wife becomes his link with a wide range of human activity designed to create an atmosphere in which military families unhesitatingly support their husbands and fathers in the rigorous demands of the profession, and in which the individual soldier or junior officer can be confident of proper care for his dependents when he must be absent in the performance of his duties. At the same time the general officer and his wife share the responsibility for maintaining amicable and cooperative relations with the adjacent civilian communities, again with the ultimate goal of enabling the garrison to function most efficiently. The presence of enlisted aides permits both the general officer and his wife the degree of freedom necessary to carry out wide-ranging, never-ending, demanding and sensitive functions essential to leadership in the military community.

The effective performance of these responsibilities is even more acute these days as the Army strives to create and maintain a satisfying total environment which will attract competent young Americans to volunteer for military service. The range of responsibilities is reflected in the observations of one General Officer to a GAO questionnaire at attachment 1 and in the listing of community service programs at a typical post at attachment 2.

Those general officers stationed in places such as Washington, in positions which require them to occupy government quarters and to represent the Army in contacts with foreign diplomats and other senior officials, also find themselves in difficult circumstances. Their jobs are most demanding of their time and their wives become involved with many associated activities. On a regular basis, they are called upon to represent the Army and the United States in demanding social contacts. Furthermore, only those in government quarters are entitled to enlisted aides and these quarters, in marked contrast to modern homes, are not designed for efficient, simple entertainment or housekeeping.

Enlisted aides have historically served with officers, including company grade during our earlier history, to free officers from the mundane so they are able to more fully devote themselves to their military duties. The Army, recognizing the essentiality of enlisted aides, created, in 1968, within the military occupational specialties (MOS) a means of identifying and regulating requirements for enlisted aides. The Army has only 10 enlisted aides who are foreign nationals. There is no pattern of racial, national, or ethnic origin. The current regulations supporting the enlisted aide MOS and a listing of origins of foreign nationals serving as enlisted are at attachments 3 and 4.

2. Question: How many enlisted personnel are normally assigned to the personal staff of flag or general officers besides enlisted aides? Examples of these personnel are drivers, clerk-typists, orderlies, etc. Please break down the officers into types of positions.

Answer: General officers in command positions usually are assigned a driver and clerical personnel as dictated by local demands, normally a secretary-stenographer, either civilian or military. General officers in staff positions usually have clerical support which varies with the need and may be met by civilian or military personnel depending upon local circumstances. These same criteria may also apply to officers of lesser rank. For example, a captain company commander may have a driver and company clerk to assist him, whereas a captain staff officer may have a clerk to assist him in performing the duties of his office.

3. Question: Are enlisted aides required to have security clearances? If so, why?

Answer: All aides are required to meet a favorable background investigation standard. Whether an enlisted aide has a security clearance is a decision of the officer with whom the aide serves. Most have security clearances because they often come in contact with classified information while performing aide duties.

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4. Question: Why are aides generally assigned on the basis of one aide per star? If the basis is need, please give specific examples of the need.

Answer: Enlisted aides are usually assigned on the basis of one per star because this has historically equated to ascending levels of responsibility with an attendant increase in the size of the personal staff, both officer and enlisted, provided to the general officer.

Although one per star is the basis of allocation, there are about 500 enlisted aides presently in the program with a total authorization of about 650. This difference exists because some general officers do not have or require their full complement of enlisted aides. For example, a major general in the field, authorized two enlisted aides, may require only one. He therefore requests that only one enlisted aide be assigned. In addition, senior officers assigned to high level staffs, such as the Headquarters in Washington, are not authorized enlisted aides unless their position is of such responsibility that they are authorized Government quarters with the attendant representational responsibilities.

5. Question: Are enlisted aides rotated in the same manner and at the same intervals as other enlisted men of the same rank? If not, why?

Answer: Rotation of enlisted aides approximates that of general officer rotations since in many instances enlisted aides are re-assigned with the general officer with whom they serve. Enlisted aides rotating with general officers are familiar with the method of operation of the senior officer and his wife in fulfilling their responsibilities and they contribute to the overall effectiveness of the transition when changing responsibilities. Since all enlisted aides are volunteers, those not desiring to rotate with a general officer are reassigned either as volunteer enlisted aides or to meet other Army requirements.

6. Question: Which of the services provided by enlisted aides are also provided at Government expense to high ranking civilians in the military departments in positions comparable to flag and general officers? How are these services provided?

Answer: Senior civilian members of the military departments are not provided the perquisites associated with the military tradition such as government quarters, officer and enlisted aides. They are provided officer and enlisted assistance in the form of Executive Officers, Military Assistants and administrative support.

7. Question: Provide a list of the types of official functions a flag or general officer is required to host. Provide a list of such functions high ranking civilians are required to host.

Answer: a. The following is a list of typical official functions general officers are required to host. Much of this is done most appropriately in the home as a measure of the courtesy implicit in representational responsibilities.

(1) Visiting Congressional or Presidential officials on official business such as fact finding missions.

(2) Visiting foreign officials when invited for special events or official business.

(3) Visiting local and state officials when dictated by events of mutual concern such as activities in support of improved civilian-military community relations.

(4) Visiting religious leaders.

(5) Visiting industry leaders.

(6) Receptions dictated by tradition or custom; e.g., July 4th celebration, the Army Anniversary, New Years Day, Change of Command, Retirements, and attache requirements.

(7) Visiting lateral, higher or local level commanders.

b. High ranking civilians may host foreign counterparts, inter-departmental and special advisory groups.

8. Question: What alternative means have been considered for providing required personal services for official functions (e.g., contract catering). On what basis have these alternatives been rejected?

Answer: Contract catering has been attempted on a limited basis for specific events to meet representational requirements which exceed present enlisted aide capability. Enlisted aide services have also been procured in overseas areas where local nationals are available at reasonable rates; however, reduced security is an inherent weakness of this approach. Because of the effectiveness of the current enlisted aide program, other alternative means have not been considered for the provision of continuing normal assistance to senior officers.



## APPENDIX VII

### COMMENTS OF A MAJOR GENERAL CONCERNING HIS NEED FOR ENLISTED AIDE SUPPORT

"I command an installation of 20000 population - 10000 military and I command a major educational institution (included in totals above) with a staff and faculty of about 1500 persons. My installation must provide admin and logistical support for over 25 tenant organizations, several headed by general officers. I am the equivalent of the mayor of a sizable city and the president of a university; moreover, peculiar to the military I am personally responsible for the health, welfare, morale, esprit, performance, pay, facilities, reception, discipline responsiveness, safety of uniformed personnel on the installation every minute of every day. I manage an "industry" with a payroll value of over \$150 million per year and with a plant of equal value (acquisition cost). I am responsible for the housing, maintenance and utility support to over 1650 families. I contribute personal time and effort to community relations and coordination with three states, three cities, 4 chambers of commerce and multitudinous Federal, State and private enterprise agencies and activities. I receive and host foreign delegations and dignitaries, conduct tours, introduce and host guest speakers. I sponsor and operate or approve activities on my installation concerned with social and cultural development - my wife promotes the constructive functioning of these quasi-official agencies through her personal endeavors.

Everything I do or that my wife does in the public domain - and it is most difficult to retain any privacy because of my assigned position - serves as an example and influences the reputation of the Army and the installation I command. We both (and even my teen-age children) feel that responsibility very keenly. Our attention to an activity provides some measure of recognition and therefore encouragement."

COMMUNITY SERVICES ORGANIZATION  
(Typical Installation - Fort Lewis, Washington)

<u>COMMITTEE</u>	<u>FUNCTION</u>
Area Beautification	Plan for and organize area beautification projects in cooperation with DFAE.
Child Welfare	Develop plans and programs for community child care, welfare, control and recreation. (Recruit volunteer playground supervisors, child sitters, etc.).
Community Improvement	Develop programs and projects in conjunction with other committees for community life involvement and improvement.
Community Schools Steering	Plan and organize educational, vocational, social and recreational programs. Recruit volunteer instructors.
Consumer Guidance	Conduct surveys of local stores for bargain shopping guide.
Cultural	Develop enrichment programs in conjunction with Community Improvement and Community Schools Steering committees.
Dependent Youth Association	Plan and organize youth recreational and cultural programs.
Entertainment	Organize local talent for entertainment at community meetings and social functions.
Health	Coordinate with school nurses, Army Health Nurse. Organize volunteers to assist in local health programs.
Home Arts	Plan and conduct courses in interior decorating, floral arranging, cake decorating, etc. for inclusion in the Community Schools Programs.
Hospitality	Organize home care groups for assisting personnel while away on leave, emergency child care clubs, help-a-neighbor shopping trips, shut-in assistance, handicap help groups, etc.

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Human Relations	Organize programs to promote healthy inter personal relationships within the community.
Pet Control	Formulate methods to insure effective pet control through courteous rather than punitive techniques.
Playground	Cooperate with Child Welfare Committee in obtaining volunteer playground supervisors and survey equipment repair requirements.
Polution Control	Develop programs for improving polution control measures, vehicle exhaust evaluation and repair teams, noise abatement study groups, etc.
Safety	Plan and organize community traffic control programs, bus stop supervisors, home safety instruction, first aid training, etc.
Sponsorship	Plan and organize troop unit sponsorship outings, picnics, home cooked meal for single soldier clubs, etc.
Sports/Recreation	Plan and organize community teams, tours contests, games, etc.
Transportation	Organize car pools, provide rides to non-driving wives.
Waiting Wives	Organize social events, classes, involvement programs for wives whose husbands are TDY or on Field Training Exercises.
Welcome	Organize neighborhood and block greeters, provide settling-in assistance.

EXTRACT OF CURRENT REGULATIONS SUPPORTING  
THE US ARMY ENLISTED AIDES PROGRAM (MOS OOH)February 2, 1960  
NUMBER 1315.9

## DEPARTMENT OF DEFENSE DIRECTIVE

SUBJECT: Utilization of Enlisted Personnel on Personal Staffs

REFERENCES: (a) 10 USC 3639  
(b) 10 USC 7579  
(c) 10 USC 8639  
(d) United States v. Robinson, 6 USCMA 347, 20 CMR 63, 68III. POLICY

- a. Enlisted personnel on the personal staff of an officer are authorized for the purpose of relieving the officer of those minor tasks and details which, if performed by the officer himself, would be at the expense of his primary military and official duties. The duties of these enlisted personnel shall be concerned with tasks relating to the military and official responsibilities of the officer. The propriety of such duties is governed by the purpose which they serve rather than the nature of the duties. Such duties must also further the accomplishment of a necessary military purpose.
- b. Under such regulations as the Secretaries of the military departments prescribe, enlisted personnel on the personal staffs of general and flag officers, and certain other senior officers who are in command positions, may be utilized for:
  1. Providing essential services to such officers in the field and aboard ship.
  2. Duty in their quarters to assist these officers in the discharge of their official responsibilities to include assistance in the care of the quarters.
- c. The assignment of enlisted personnel to duties which contribute only to the personal benefit of officers and which have no reasonable connection with the officers' official responsibilities is prohibited.
- d. Nothing contained in this directive precludes the employment of enlisted personnel by officers on a voluntary paid off-duty basis.

HEADQUARTERS  
DEPARTMENT OF THE ARMY  
WASHINGTON, DC  
3 November 1971

ASSIGNMENTS, DETAILS AND TRANSFERS  
PERSONAL STAFF FOR GENERAL OFFICERS

2-2. General. a. Male enlisted personnel in Military Occupational Specialty Code (MOSC) OOH performing duty as aides on the personal staff of a general officer are assigned for the purpose of accomplishing tasks and details relating to the military and official responsibilities of the general officer to whom assigned. The propriety of such duties is governed by the purpose rather than the nature of the duties and, as such, must further the accomplishment of a necessary military purpose. Enlisted aides may be utilized to provide essential services in the field and for duty in the quarters of general officers to assist in the discharge of their official responsibilities to include assistance in the care of the quarters.

b. The assignment of enlisted aides to duties that contribute only to the personal benefit of officers and which have no reasonable connection with the officer's official responsibilities is prohibited. This does not preclude the employment by officers of enlisted personnel on a voluntary paid off-duty basis.

AR 611-201

HEADQUARTERS  
DEPARTMENT OF THE ARMY  
WASHINGTON, DC  
19 August 1969

## ENLISTED MILITARY OCCUPATIONAL SPECIALTIES

ENLISTED AIDE - MOS OOH  
Duties

Supervises and coordinates activities of enlisted aides on the personal staff of a general. Performs duty as an enlisted aide or cook on the personal staff of a general officer. Assists in arranging and planning of formal and informal meals and social events. Places clean linen, silverware, and glassware on table according to the rules of etiquette. Prepares and serves meals or beverages for formal and informal occasions, applying appropriate rules of etiquette. Prepares and bakes cakes, cookies, pies, and puddings or deserts. Prepares decorated foods and artistic food

arrangements for buffets, luncheons, and dinners. Plans and coordinates with aide-de-camp on seating arrangements. Estimates food consumption and requirements and purchases foodstuffs. Assists in providing for cleanliness, order, and protective maintenance of quarters and the furniture and appliances therein. Performs variety of personal services to include care, layout, and maintenance of uniforms.

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SUMMARY OF ENLISTED AIDES  
WHO ARE FOREIGN NATIONALS

<u>NATIONAL ORIGIN</u>	<u>NUMBER</u>
Canada	3
Phillipines	1
Norway	1
Republic of China	1
Germany	2
Haiti	1
Dominican Republic	1



DEPARTMENT OF THE NAVY  
OFFICE OF THE SECRETARY  
WASHINGTON, D. C. 20350

27 February 1973

MEMORANDUM FOR THE ASSISTANT SECRETARY OF DEFENSE (M&RA)

Subj: GAO Review of Acquisition, Training, Assignment and Utilization  
of Enlisted Military Aides and Stewards Assigned to Flag and  
General Officers of the Armed Forces (Code 960034)

Ref: (a) GAO (FP&CD) ltr of 5 Feb 1973 to SECDEF

Encl: (1) Navy Response to GAO questions on subject review  
(2) Marine Corps Response to GAO questions on subject review

Reference (a) forwarded eight questions in connection with subject  
review. Separate responses for the Navy Department and Marine Corps  
are furnished in enclosures (1) and (2) for appropriate action.

A large, stylized handwritten signature in black ink, appearing to read "J. E. Johnson".

JAMES E. JOHNSON  
Assistant Secretary of the Navy  
(Manpower and Reserve Affairs)



## APPENDIX VIII

NAVY RESPONSE TO QUESTIONS CONTAINED IN GAO LETTER TO  
SECRETARY OF DEFENSE OF FEBRUARY 5, 1973 ON GAO REVIEW OF THE  
ACQUISITION, TRAINING, ASSIGNMENT AND UTILIZATION OF ENLISTED AIDES  
AND PUBLIC QUARTERS STEWARDS ASSIGNED TO FLAG AND GENERAL OFFICERS  
(GAO CODE NUMBER 960034)

Question 1. What is the justification of the need for high ranking officers to have enlisted aides? Be as specific as possible and give specific examples of why the duties of aides are required. Please include a history of the enlisted aide program and the use of foreign nationals as aides.

Answer. Public law 10 USC 7579 grants the Secretary of the Navy the right to assign enlisted personnel to duty in a service capacity in officers' messes and public quarters where the Secretary finds this use of the members is desirable for military reasons. This authority, not extended to other Service Secretaries, has resulted in a Secretarial direction to the Chief of Naval Personnel that 585 naval personnel in steward ratings be available for assignment to individual officers' quarters and stipulates that these personnel will be authorized for all Rear Admirals and above in public quarters. This, and other specific Secretary of the Navy direction, provides the basis for current naval policies regarding the assignment and utilization of enlisted personnel as public quarters stewards. The purpose of these assignments is to assist the senior officer in public quarters by relieving him of a multitude of administrative and personal details directly related to his official duties, to assist in the security, upkeep, and police of the public quarters assigned him and to assist in official military and military functions therein. The duties performed by public quarters stewards are authorized to relieve the officer of tasks and details which, if performed by the officer, would be at the expense of his primary and official duties.

To give justification to the assignment of stewards to public quarters a more directly understandable definition, the responses of one Flag Officer to a recent GAO questionnaire on this subject are particularly germane. He states, "I'm the only Flag or General Officer in the city of 700,000 people. It's most important that we create an air of utmost cooperation with the leaders in this community and to create an air of cooperation between the 6,000 employees that I represent and the community leaders. The stewards are a most vital part of this interface and it would be a great loss to my capabilities in carrying out my duties unless there were offsetting allowances. We have a continual parade of visitors from agencies, both civilian and military and commercial activities, that require my personal interface. It would be humanly impossible for me to continue my requirements in this arena, plus sustain my command responsibilities, without adequate assistance from the stewards in my quarters."

The history of the public quarters steward program and the use of foreign nationals as public quarters stewards is summarized below:

ENCLOSURE (1)

The use of enlisted stewards in a service capacity to assist Flag Officers has a long history within naval custom and usage, dating from the use of "ship's boys" and "cabin boys" on the earliest large vessels of the Continental Navy. In recent times, line items appeared in various annual Appropriation Acts prior to 1946 placing a limit of 300 on the number of personnel in the Navy who could be used for personal services. On August 2, 1946 Congress recognized such employment of enlisted men as a legitimate Navy requirement with passage of a special law limited to the Naval Service, 10 US Code 7579, authorizing Navy to assign enlisted personnel in a service capacity in officers' messes and public quarters where the Secretary finds this use of the members is desirable for military reasons. Successive Secretaries of the Navy have reaffirmed the military need for such assignments, and Secretarial authorization for the employment of 585 stewards in public quarters has been in effect since 1963. Specific guidelines regarding this program are contained in SECNAVINST 1306.2A of 3 April 1972.

Regarding the entry of foreign nationals into the Naval Service, historical records are not available concerning the early development of this custom; however, the enlistment of Filipino nationals as Navy stewards was an established practice prior to World War II. After the granting of independence to the Philippine Islands in 1946, this source of recruitment was closed. Then, in 1947, the United States concluded an agreement with the Republic of the Philippines which specified that the United States would be permitted to recruit citizens of the Philippines for voluntary enlistment into the United States Armed Forces. Filipinos are recruited into the Navy under the provisions of Article XXVII of the Military Bases Agreement between the United States and the Republic of the Philippines of March 14, 1947. However, there was no requirement for such recruitment prior to the Korean conflict. Expanded personnel requirements at that time resulted in an urgent need for additional stewards in the Navy. Consequently, an agreement was negotiated in 1952 based upon the 1947 agreement whereby up to 1,000 Filipino citizens could be enlisted in the United States Navy each year. This implementing agreement has been amended a number of times. Currently, it authorizes enlistment of 2,000, but they are not to be restricted from any rating other than those requiring security clearances.

Pursuant to these agreements, the Commander, U. S. Naval Forces, Philippines, under the direction of the Chief of the Bureau of Naval Personnel, is responsible for processing applicants for the United States Navy and the United States Coast Guard. Since 1944 the following numbers of Filipinos have been enlisted in the United States Navy:

<u>Fiscal Years</u>	<u>Filipinos Enlisted</u>	<u>Fiscal Years</u>	<u>Filipinos Enlisted</u>
1944-1946	2,289	1964	1,243
1947-1952	None	1965	1,964
1953-1958	5,525	1966	1,716
1959	980	1967	1,845
1960	1,169	1968	2,146
1961	1,675	1969	1,284
1962	644	1970	633
1963	599	1971	426
		1972	481

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Question 2. How many enlisted personnel are normally assigned to the personal staff of Flag or General Officers beside enlisted aides? Examples of these personnel are drivers, clerk-typists, orderlies, etc. Please break down the officers into types of positions.

Answer. Enlisted personnel other than public quarters stewards are assigned to Flag Officers' staffs on the basis of the needs of the assigned billet rather than the officers' rank. In preparing this summary, the assumption has been made that only those individual staff enlisted personnel who would not be required if the billet were not occupied by a Flag Officer are appropriately listed as members of the Flag Officer's personal staff.

In this context, only the quarters stewards and the crew of the Admiral's Barge are considered as his personal staff. There are 535 authorized billets for public quarters stewards, as previously reported. Barges are currently authorized for 37 Flag Officers, usually in sea duty command billets, for their waterborne transportation requirements. Currently 117 enlisted men are serving on Flag Officer Barge crew allowances.

In addition to stewards and barge crews, other enlisted personnel directly support Flag Officers in various capacities; however, these personnel would be required in their billets whether or not a Flag Officer is assigned to their commands and therefore these enlisted personnel are not considered as "personal staff". In this category are drivers for command vehicles, Marine enlisted orderlies for security in some commands and a Commander's yeoman. When a Flag Officer is assigned, Navy assigns a yeoman with shorthand training ("Flag Writer"); otherwise a yeoman without shorthand skills is assigned. In the cases of all enlisted billets in this category, no increase in command enlisted allowance results solely from the presence of a Flag Officer, as is the case with quarters stewards and Barge crews discussed above.

Question 3. Are enlisted aides (public quarters stewards) required to have security clearances? If so, why?

Answer. No security clearances are required by enlisted aides.

Question 4. Why are aides generally assigned on the basis of one aide per star? If the basis is need, please give specific examples of the need.

Answer. Under 10 USC 7579 authority is granted, under such regulations as the Secretary of the Navy prescribes, to utilize enlisted members of the naval service and enlisted members of the Coast Guard (when it is operating as a service in the Navy) for duty in a service capacity in officers' messes and public quarters where the Secretary finds that the use of the members is desirable for military reasons.

Stewards are assigned on the basis of one per star (in accordance with policy guidance provided by the Secretary of the Navy), when in public quarters, insofar as is possible; because, through experience, it has been determined that with increased rank there is an increase in the frequency of occasions requiring personal service, including official entertainment.

Stewards are assigned in the Navy to insure adequate personnel for normal duty rotation and to cover unexpected situations which may develop such as injury, hospitalization, emergency leave, and normal human needs of the personnel assigned.

Question 5. Are enlisted aides rotated in the same manner and at the same intervals as other enlisted men of the same rank?

Answer. Yes, with certain exceptions. All personnel in the steward rating are currently rotated between shore tours of 24 months, and sea tours of 36 to 60 months depending on pay grade. Public quarters stewards are assigned normal tours of the same duration and in the same sea/shore pattern as all other stewards in most cases, and all other rules governing enlisted transfers apply equally to public quarters stewards.

There are 3 conditions under which public quarters stewards (enlisted aides) may not conform to the general pattern of sea/shore rotation for their steward source rating:

a. Insufficient shore-eligible public quarters volunteers. In some cases there may be insufficient volunteers of a required pay grade serving at sea and rotationally eligible for assignment ashore. In this case, volunteers already serving ashore may be selected for extension of their shore tours to permit their assignment into a volunteer public quarters billet ashore.

b. Flag Requests. Procedures are in effect whereby Flag Officers may request an individual public quarters steward (enlisted aide) for assignment to his quarters, providing the individual is also a volunteer for the assignment. This procedure permits some latitude to the Flag Officer in selecting public quarters stewards whom he considers best qualified. In certain instances, Flag Requests result in deviation of the normal sea/shore rotation pattern for individual stewards.

c. Flag Holds. To reduce the training burden placed on Flag Officers, procedures are in effect which permit individual Flag Officers to retain designated volunteer stewards in his quarters for the duration of the Flag Officer's full tour of duty at a command. When employed, this procedure results in reduced transfer frequency and costs, and increased stability on the officer's personal staff by temporarily removing the individual public quarters steward from normal rotational patterns until the transfer of his Flag Officer. Flag Holds may not be employed by Captains assigned a public quarters steward.

Question 6. Which of the services provided by enlisted aides (public quarters stewards) are also provided at Government expense to high ranking civilians in the military departments in positions comparable to Flag and General Officers? How are these services provided?

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Answer. For the purposes of this and the following question, high ranking civilians in the Navy Department are defined as all personnel in GS grades 16, 17 and 18, and does not include Presidential statutory appointees in Executive levels 2 through 5.

Within this framework, the high level civilians in the Navy Department do not have command responsibilities equivalent to those of most Flag Officers, and are not provided at government expense any services equivalent to those provided by public quarters stewards to Flag Officers.

Question 7. Provide a list of the types of official functions a Flag or General Officer is required to host. Provide a list of such functions high ranking civilians are required to host.

Answer. Types of official functions hosted by Navy Flag Officers, including receptions, formal and informal teas, parties and dinners for the categories of guests listed below:

- a. Local and state elected and appointed officials.
- b. Federal civilian officials ranging from Presidential visits to Civil Service appointees in grades 16-18, whose official business brings them into contact with Navy Flag Officers.
- c. Foreign diplomatic, governmental, business and military officials when guests of the United States or on official business.
- d. Community and business leaders in either a contractor-client relationship, or in such community relations activities as Fund drives, Navy days and recruiting support.
- e. Military within and without the Navy, both senior and subordinate in such roles as making and returning official calls, command functions, Navy Relief drives and similar charitable efforts; and in those military and military-civilian official gatherings most appropriately conducted in a social context.

There are no official social functions Navy Department civilians below the statutory level are required to host.

Question 8. What alternative means have been considered for providing required personal services for official functions (eg., contract catering?) on what basis have these alternatives been rejected?

Answer. Navy has found that the current public law (10 USC 7579), Department of Defense directive and Secretary of the Navy instructions governing the usage of stewards in public quarters have effectively met service needs in this area. As a result, revisions of the currently established program or studies of possible revisions have not been undertaken within the Navy Department.

MARINE CORPS ANSWERS TO QUESTIONS CONTAINED IN GAO LETTER TO  
SECRETARY OF DEFENSE OF FEBRUARY 5, 1973 ON GAO REVIEW OF  
ACQUISITION, TRAINING, ASSIGNMENT, AND UTILIZATION OF ENLISTED  
AIDES AND STEWARDS ASSIGNED TO FLAG AND GENERAL OFFICERS  
(GAO CODE NUMBER 960034)

Question 1. What is the justification of the need for high ranking officers to have enlisted aides? Be as specific as possible and give specific examples of why the duties of aides are required. Please include a history of the enlisted aide program and the use of foreign nationals as aides.

Answer. Cooks, specialist are authorized and provided to serve on the personal staffs of general officers in the field. In garrison, if the general has command responsibilities and occupies public quarters, cooks, specialist also are authorized. The official duties and social responsibilities of general officers require that certain important but specialized functions such as food preparation, food service, cleaning of quarters, and maintenance of uniforms be assigned to members of the general's personal staff. The purpose of such services is to assist the general officer by relieving him of the myriad relatively minor details of an administrative and personal nature associated with his position or office in order that he may devote the maximum amount of time to more important matters relating to military planning, policy, operations, training, exercises or maneuvers. The propriety of the duties performed by the cooks, specialist is governed by the purpose which they serve rather than the nature of the duties.

Marine Corps general officers in command billets, through necessity, are required to host numerous official military and military-civilian functions both within the United States and at certain overseas locations. Assuming the validity of the requirement to host these social functions, to require general officers to do so without the assistance of cooks, specialist would not be practical. If each individual general officer were required to plan, provision, and hire sufficient non-military assistance in order to fulfill his social responsibilities, he would:

(1) Have to reduce the number of these functions to a bare minimum, thereby creating a loss of essential social contact not only with members of the local community and dignitaries of the United States and foreign governments but also with junior officers within his command;

(2) Suffer significant financial loss;

ENCLOSURE (2)

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(3) Spend an exorbitant amount of time planning these functions which could better be spent attending to his primary duties.

Historically, the identification of a need for cooks, specialist within the Marine Corps dated back (prior to) 1818; however, it was not until December 1942 that the Commandant of the Marine Corps obtained an allotment of 30 enlisted messmen from the Secretary of the Navy. Presently cooks, specialist are volunteers assigned from those Marines serving primarily in the food service field. In 1960, the cook, specialist field was totally composed of ethnic minority personnel. During the past 12 years, the field has been incrementally integrated and presently the ethnic minority population has reduced to 63%.

There is no program within the Marine Corps which is directed at procuring foreign nationals for use as cooks, specialist. There is currently one foreign national (malayan) serving as a cook, specialist.

Question 2. How many enlisted personnel are normally assigned to the personal staff of flag or general officers besides enlisted aides? Examples of these personnel are drivers, clerk-typists, orderlies, etc. Please break down the officers into types of positions.

Answer. Within the Marine Corps "Personal Staff" is defined as those personnel who are authorized by the Commandant of the Marine Corps to the person of an officer, assigned to a command billet, for other than command duties, and who report directly to the officer concerned. The staff is assigned to relieve the general officer of details of an administrative and personal nature associated with his position or office.

With the exception of the Commandant of the Marine Corps (CMC) and the Assistant Commandant of the Marine Corps (ACMC), the number of enlisted Marines assigned to the personal staff of a general officer is directly related to grade of the general officer. Below is a tabular display of the number of enlisted Marines (other than cooks, specialist) authorized on the personal staff of a general officer.

<u>Title</u>	<u>Grade</u>	<u>CMC</u>	<u>ACMC</u>	<u>LtGen</u>	<u>MajGen</u>	<u>BGen</u>
Driver	GySgt	1				
Driver	Sgt	1	1	1	1	
Driver	Cpl					1

ENCLOSURE (2)

Marine officers of lesser grade, who occupy command positions, also are assigned drivers to assist in the performance of their official duties. Drivers are not assigned to general officers because of their grade but because of the command position which they occupy. It should be noted that as of 1 February 1973 there were 26 Marine Corps general officers, ranging in grade from Lieutenant General to Brigadier General, serving within the Washington, D. C. area who were not authorized a personal staff.

There are 46 enlisted Marine driver/orderlies assigned to the personal staff of Commanders of major U. S. Naval Commands such as Commander Sixth Fleet.

Question 3. Are enlisted aides required to have security clearances? If so, why?

Answer. Marine Corps cooks, specialist are not required to have security clearances.

Question 4. Why are aides generally assigned on the basis of one aide per star? If the basis is need, please give specific examples of the need.

Answer. Cooks, specialist are not assigned on the specific basis of one cook, specialist per star. Authorizations for Marine general officers were provided in earlier correspondence dated 5 January 1973. Marine Corps authorizations begin with the assignment of two cooks, specialist to the personal staff of a Brigadier General and Major General. To assign only one cook, specialist would be impractical for the following reasons:

(1) The assignment of two cooks, specialist allows these Marines to take annual leave, have time off to tend to personal matters, and to retain their basic proficiency as Marines to include weapons qualification and physical fitness.

(2) Due to the voluntary nature of the cook, specialist field, if only one cook, specialist were assigned, the decision by a cook, specialist that he no longer desired duty on the personal staff of a general officer would create an immediate staffing problem which could only be solved by an inconvenient and unexpected transfer of another Marine cook, specialist.

(3) The voluntary nature of duties within the cook, specialist field coupled with unexpected losses from the cooks, specialist ranks (i.e., injury/hospitalization, nonreenlistment and expiration of active service, disciplinary problems) dictate that there must always be a trained cadre of cooks, specialist available to provide at least minimal service until other Marines can be identified and trained to perform cooks, specialist duties.

ENCLOSURE (2)



## APPENDIX VIII

Authorizations for three or more cooks, specialist on the personal staff of Lieutenant Generals and Generals are directly related to need. These senior Marine general officers, due to the command positions which they hold, are required to devote a greater majority of their time to official duties and to host more frequent and larger military/civilian-military social functions than those generals of lesser grade. It should again be noted that there are a number of Marine general officers who do not hold command billets and who have no cooks, specialist assigned to their personal staffs.

Question 5. Are enlisted aides rotated in the same manner and at the same intervals as other enlisted men of the same rank? If not, why?

Answer. Marine Corps cooks, specialist are normally rotated in the same manner and at the same intervals as other enlisted Marines of the same grade who possess a military occupational specialty from a relatively small specialty field.

Question 6. Which of the services provided by enlisted aides are also provided at Government expense to high ranking civilians in the military departments in positions comparable to flag and general officers? How are these services provided?

Answer. No requirement for such services has been identified for high ranking civilians within the Marine Corps. There are no civilian officials within the Marine Corps who hold comparable command responsibility.

Question 7. Provide a list of the types of official functions a flag or general officer is required to host. Provide a list of such functions high ranking civilians are required to host.

Answer. The Commandant of the Marine Corps and other Marine Corps general officers are required by the nature of their positions to host official functions in conjunction with visits or in honor of distinguished foreign persons, government officials, distinguished citizens of the United States, local community leaders, and members of their command. These official functions generally include coffees, teas, receptions, luncheons and dinners. There are no Marine Corps high ranking civilians who are required to host such functions.

Question 8. What alternative means have been considered for providing required personal services for official functions (e.g., contract catering). On what basis have these alternatives been rejected?

ENCLOSURE (2)

Answer. The provisions of the public law which authorize the use of cooks, specialist within the Marine Corps have provided a satisfactory and realistic solution to the Marine Corps' requirement to provide required personal assistance to general officers assigned to command billets. In view of the foregoing and because the cook, specialist is also trained and capable of performing the duties of his military occupational specialty when in the field/combat area, the use of alternative means to provide these services has not been considered.

ENCLOSURE (2)

DEPARTMENT OF THE AIR FORCE  
WASHINGTON 20330



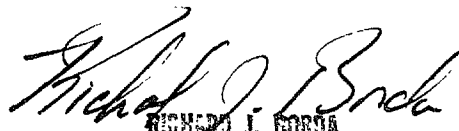
OFFICE OF THE ASSISTANT SECRETARY

14 MAR 1973

MEMORANDUM FOR THE ASSISTANT SECRETARY OF DEFENSE  
(MANPOWER AND RESERVE AFFAIRS)

SUBJECT: GAO letter dated February 5, 1973, "Additional Information re Acquisition, Training, Assignment and Utilization of Enlisted Military Aides and Stewards Assigned to Flag and General Officers of the U.S. Armed Forces" Code 960034

The Air Force replies to the questions contained in the February 5, 1973, GAO letter to the Secretary of Defense pertaining to the subject noted above are contained in the attachments to this memorandum.

  
RICHARD J. CORDA  
Assistant Secretary of the Air Force  
Manpower and Reserve Affairs

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1. Response to GAO Question 1
2. Additional response to GAO Question 1
3. Response to GAO Question 2
4. Response to GAO Question 3
5. Response to GAO Question 4
6. Response to GAO Question 5
7. Response to GAO Question 6
8. Response to GAO Question 7
9. Response to GAO Question 8

Question 1. What is the justification of the need for high ranking officers to have enlisted aides? Be as specific as possible and give specific examples of why the duties of aides are required. Please include a history of the enlisted aide program and the use of foreign nationals as aides.

The nature of military duty imposes extraordinary demands on general officers. These demands are a consequence of extended and irregular duty hours; frequent social obligations and far-reaching personal responsibilities. For example, as commanders, general officers are responsible for the total well being of their men including the work environment, their health, morale, and welfare. The responsibility for weapon systems, equipment and facilities involves frequent emergencies and around-the-clock responsiveness. Their duties also entail the concomitant social obligations associated with close community relations and visiting military and civilian officials. General officers in staff positions have equally demanding duties concerned with the management of high value manpower and materiel resources which are deployed and utilized worldwide. The scope and magnitude of these responsibilities impose unusual demands on the time, travel and involvement of all general officers.

Community functions, social engagements and welfare activities are obligations which must be fulfilled by both the general officer and his wife. Wives, because of the General's position, devote much of their time to Air Force community activities such as family assistance programs, fund drives, chairmanship of various clubs and fund raising campaigns contributing to the morale and welfare of Air Force members. In short, military leadership means total involvement of the general officer and his family.

Assistance in the care of the general officer's quarters is necessitated by the combination of the age and size of the quarters, the many social functions and the demands on the time of the general officer and his family for activities related to the general's position.

Enlisted aides relieve general officers of routine duties and chores which would otherwise impinge on the ability of the general officer to carry out the full range of his duties.

## APPENDIX IX

This assistance recognizes the total involvement of the general officer in activities related to his position, the many demands on the wives of general officers, and the fact that the government quarters occupied by these officers are, normally, old structures requiring constant attention to maintenance and appearance.

Enlisted aides are knowledgeable of military customs, practice and procedures. They are reliable and can be counted on to use correct initiatives. This enables them to carry out their duties with minimum instruction and guidance. Irregular hours, PCS moves and stations in isolated or foreign areas, make the use of indigenous personnel impractical.

The history of the aide program is at attachment 2.

Regarding the use of foreign nationals as enlisted aides, there is no restriction on any airman in the Air Force who may want to volunteer for enlisted aide duty. As previously reported to the GAO, two foreign nationals are included in the total number of enlisted aides reported to the GAO.

## Question 1 - History of the Enlisted Aide Program

## Enlisted Aides to General Officers

The purpose of this paper is to provide a chronology on enlisted aides for the period immediately prior to establishment of the Department of the Air Force, through the present date.

1946

Public Law 604, Section 16 stated:

"Enlisted Naval personnel may be assigned to duty in a service capacity in officers' messes and public quarters, under such regulations as the Secretary of the Navy may prescribe, where the Secretary finds that the use of such personnel for such work is desirable for military reasons."

Within the Army, War Department Circular Number 337, 15 November 1946, authorized one enlisted man per star, made no reference to the content of 10 USC 3639, quoted below, and was complemented by Army Regulation 605-90, 28 April 1948, containing essentially the same provisions:

"No officer of the Army may use an enlisted member of the Army as a servant."

1955

Research indicates that a formal Air Force directive governing enlisted aides was not published between the date of inception of the Department as a separate service, and 8 February 1955, when Air Force Regulation 35-19 was promulgated. In essence, until 1955 the Air Force employed essentially the same approach as outlined above for the Army, and Air Force Regulation 35-19 continued the same one-per-star rule, but also promulgated the following additional guidelines:

- Colonels occupying general officer command positions are authorized one enlisted aide.
- Colonels commanding major bases frequented by governmental/civilian dignitaries, where a general officer is not assigned, may be authorized one enlisted aide on written approval of the Secretary.

In October, Manpower guidance on Air Force Regulation 35-19 military aide policy was published in Air Force Manual 26-1.

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1956

In November, Air Force Manual 26-1 was revised to address colonels who were base commanders, and required that the authorized population had to be 2,000 or more.

1958

In July, assignment/utilization instructions were published in Chapter 15, Air Force Manual 35-11, implementing the policy/guidance in Air Force Regulation 35-19 and Air Force Manual 26-1.

1959/1960

In May 1959, a special subcommittee of the Committee on Armed Services, House of Representatives, began public hearings on utilization of manpower by the military. The Committee alleged a "vacuum" in service regulations and expressed concern over alleged abuses in manpower utilization, and the Secretary of Defense issued DOD Directive 1315.9, "Utilization of Enlisted Personnel on Personal Staffs," 2 February 1960, which is still in effect. Air Force Regulation 39-5 was published on 25 March 1960, implementing the DOD directive and changing prior Air Force policy as follows:

- Brigadier and major generals in the CONUS residing in private quarters are not eligible for airman aides.
- Colonels, regardless of position, are not eligible for airman aides.

Air Force Manual 26-1 was also amended in the same vein immediately thereafter.

1965

In October, Air Force Manual 26-3 (previously Air Force Manual 26-1) was revised to list specific grades for enlisted aides assigned to the several general officer ranks.

SUMMARY: PRINCIPAL STATUTES/DIRECTIVES CURRENTLY APPLICABLE

STATUTES: Air Force: 10 USC 8639

Army: 10 USC 3639

Navy: 10 USC 7579

OSD: DOD Directive 1315.9, 2 February 1960

Air Force Directives: Air Force Regulation 39-5, 2 October 1967  
Air Force Manual 26-3, 1 January 1973

Question 2. How many enlisted personnel are normally assigned to the personal staff of flag or general officers besides enlisted aides? Examples of these personnel are drivers, clerk-typists, orderlies, etc. Please break down the officers into types of positions.

Personal staff is defined as personnel specifically assigned for the personal use of the general officer. Excluded are those personnel who are part of the office work force which would be authorized/assigned even though the general officer's position were occupied by an officer below the grade of general.

The "enlisted personal staff" of Air Force general officers normally does not include individuals other than enlisted aides. However, based on the requirements of the position, drivers are assigned to 25 general officers in command type positions and 4 general officers in vice-commander type positions.

The above information does not include those Air Force general officers assigned to Joint Activities.



APPENDIX IX

Question 3. Are enlisted aides required to have security clearances? If so, why?

Enlisted aides normally do not require a security clearance based on their duties as an aide, however, it should be noted that personnel assigned to enlisted aide duty may come from any Air Force specialty. Only in isolated cases is there a reflection that a previous job had not required some type of security clearance. This clearance may reflect anything from a Limited National Agency Check to a Special Background Investigation. Security clearances and granting of access is accomplished on a need-to-know basis. If deemed appropriate the general officer may authorize access, taking into consideration the fact that the aide is frequently trusted with classified information, whether in handling/dispatch of documents, or information overheard in the course of his duties.

Question 4. Why are aides generally assigned on the basis of one aide per star? If the basis is need, please give specific examples of the need.

The basic officer aide rules enunciated by the Congress in 10 USC 8543, allocating given numbers of officer aides on the basis of the grade of the general officer concerned, constitute a statutory precedent for adaptation to enlisted aide allocations. The precedent has been modified in the case of enlisted aides to generally provide one enlisted aide per star in the case of officers assigned public quarters (with exceptions to the general rule in some cases).

Experience indicates that with increased rank and, therefore, increased responsibilities, there is also an increase in the frequency of occasions requiring personal services, including official entertainment. Assignment of enlisted aides on the basis of rank is, therefore, based in part on statutory precedent and in part on the increased demands on the time of higher ranking general officers.

## APPENDIX IX

Question 5. Are enlisted aides rotated in the same manner and at the same intervals as other enlisted men of the same rank? If not, why?

The Air Force does not select personnel for reassignment based on rank alone. Transfer of personnel within the Air Force is controlled on the basis of rank within specific Air Force Specialty Code (AFSC). The specialty requirements drive the assignment system. Parity by rank is not an overall objective in this process. Rather, we endeavor to insure that personnel are assigned within the skills for which they are qualified. Aide Duty Reporting Identifier 99121 is one of a number of special assignments available to enlisted personnel. In order to obtain an aide position, the individual must be a volunteer and must be acceptable to the affected general officer. If selected to become a general's aide he will normally serve the same tour as the general officer. In the event that he is not accepted and thus unable to qualify or continue as an enlisted aide, he is then considered for assignment in his primary AFSC and receives an assignment along with other personnel in this AFSC.

Question 6. Which of the services provided by enlisted aides are also provided at Government expense to high ranking civilians in the military departments in positions comparable to flag and general officers? How are these services provided?

General officer duties and responsibilities impose extraordinary demands on their time. These conditions are unique to the military environment requiring the general officer's total involvement in activities such as the well being of Air Force personnel, community activities and social obligations. The only services similar to those provided by enlisted aides relate to the official social functions the Secretary of the Air Force or his designee is required to host. Funds, made available by the Congress each year, are used to provide the necessary services. The reply to question 7, describes these functions.

APPENDIX IX

Question 7. Provide a list of the types of official functions a flag or general officer is required to host. Provide a list of such functions high ranking civilians are required to host.

1. Protocol demands made on high ranking military officers are normally quite extensive. This is a result of the position and associated responsibilities of general officers. As commanders, these officers must display a high degree of awareness and social responsiveness. A list of the typical types of functions hosted is contained in paragraph 2.

2. Types of functions typically hosted by general officers

- entertainment to maintain civic or community relations
  - mission familiarization and base tours
    - members of press, special groups, etc.
  - orientation for community leaders
    - examples are city managers, city councils, judges, religious leaders, educators, bankers, local government officials
  - community activities
- entertainment incident to visits by distinguished American citizens and foreign nationals
  - members of Congress, senior diplomatic personnel, governors of states, mayors of cities, distinguished foreigners
  - also high ranking officials in the Department of Defense and other distinguished U.S. citizens
- Special occasions
  - Armed Forces Day, change of command ceremonies, open-house activities

3. Similar demands to host official functions are not made on civilian employees of the Air Force with the exception of certain activities hosted by the Secretary of the Air Force or his designee. The following is a list of these types of functions.

- Foreign counterpart visits
- Ambassadors
- Senior members of Congressional committees
- Other foreign dignitaries
- Award/presentation ceremonies

APPENDIX IX

Question 8. What alternative means have been considered for providing required personal services for official functions (e.g., contract catering)? On what basis have these alternatives been rejected?

The enlisted aide program effectively provides the services needed by general officers to accomplish their official duties and functions. For this reason, alternative means to provide these services have not been considered.

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