

REFLEASED ✓



Personnel And Cost Reductions
Possible Through Elimination Of
Personal Services At Officers'
Quarters And Closed Messes
B-177516

Department of Defense

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

FPCD-75-150

JUNE 4, 1975

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

B-177516

The Honorable William Proxmire
United States Senate

Dear Senator Proxmire:

On March 11, 1974, you asked us to determine why there are differences in the operation of bachelor officers' quarters and officers' closed messes of the military services. Your letter cited inconsistencies involving the provision of maid service, the use of appropriated funds, and in existing regulations. This report provides the information you requested.

We asked the Secretary of Defense to comment on why policies relating to officers' quarters and **messes** differ and **whether** all military services could follow one policy. At the request of your office, we did not obtain formal comments on other matters discussed in this report. However, various matters we reviewed were discussed with officials and their views were incorporated where appropriate.

We do not plan to distribute this report further unless you agree or publicly announce its contents. We invite your attention to the fact that this report contains recommendations to the Secretary of Defense on page 14. **As you know**, section 236 of the Legislative Reorganization Act of 1970 requires the head of a Federal agency to submit a written **statement** on actions he has taken on our recommendations to the House and Senate Committees on Government Operations **not** later than 60 days after the date of the report, and to the **House and Senate Committees on Appropriations** with the agency's first request for appropriations made more than 60 days after the date of the report. **Your** release of this **report** will enable us to **send** the report to the Secretary and the four Committees for the purpose of setting in motion the requirements of section 236.

Sincerely yours,

A handwritten signature in cursive script that reads "Thomas A. Stearns".

Comptroller General
of the United States

COMPTROLLER GENERAL'S
REPORT TO THE
HONORABLE WILLIAM PROXMIRE
UNITED STATES SENATE

PERSONNEL AND COST REDUCTIONS
POSSIBLE THROUGH ELIMINATION OF
PERSONAL SERVICES AT OFFICERS'
QUARTERS AND CLOSED MESSSES
Department of Defense

D I G E S T

WHY THE REVIEW WAS MADE

Senator William Proxmire
asked GAO to:

- Evaluate the different ways the military services fund and operate bachelor officers' quarters (BOQs) and officers' closed messes.
- Determine why the Navy and Marine Corps support BOQs and closed messes with appropriated funds and military personnel and determine the cost of these operations.
- Ascertain Navy stewards' duties.
- Determine if standardized Defense operating policies for BOQs and messes would produce savings. (See app. I.)

FINDINGS AND CONCLUSIONS

Military officers who are unmarried or separated from their families can be accommodated in BOQs at most military installations. Because BOQs are constructed, operated, and maintained with appropriated funds, occupants normally forfeit their basic allowance for quarters,

Each officer also receives a monthly basic allowance for subsistence of \$50.52 to provide for the meals. (See p. 1.)

Each military service has officers' clubs, or open messes, that are supported primarily by nonappropriated funds. They also receive some appropriated fund support. (See p. 1.)

The Navy and Marine Corps also have closed messes which operate with appropriated funds and operating revenue.

During fiscal year 1974, \$84 million of appropriated funds was used to operate and maintain closed mess facilities of the Navy and Marine Corps. About \$77 million was for salaries of enlisted personnel and civilians assigned to closed mess facilities, who performed a variety of personal services for officers. [See p. 4.]

The Secretary of the Navy, under 10 U.S.C. 7579, may assign enlisted personnel to serve in officers' messes when he finds such assignments desirable for military reasons. As of July 15, 1974, 8,416 Navy stewards were assigned to closed mess facilities. Similarly, 354 civilians were employed by

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FPCD-75-150

Marine Corps closed messes.
(See pp. 4 and 8.)

Duties performed by stewards and civilians for officers include obtaining and preparing food, setting and waiting on tables, and cleaning and maintaining living quarters. Stewards consider many of these duties degrading. (See apps. II, IV, and p. 7.)

The Navy is the only military service which has enlisted men perform servant-type duties for officers below flag rank. In contrast, Army and Air Force officers wanting similar service must personally pay for the service. As a result, many Army and Air Force officers prefer to take care of their own personal needs.

On January 1, 1975, the Navy merged the steward and commissaryman ratings into the mess management specialist rating. The Navy hopes the new rating will be attractive to new recruits and eliminate image problems associated with the steward rating,

In addition, the Navy has indicated that lower ranking officers will make their own beds aboard ship but that a rotational pool of enlisted crew members will clean officers' living quarters. (See p. 13.)

GAO believes most personal services being provided Navy and Marine Corps officers should not be provided at Government

expense. Precise calculations of the cost savings obtainable could not be made because it would have been too time consuming. However, based on limited tests, GAO estimates that annual cost savings of \$32.6 million can be obtained if the Secretary of the Navy requires

-- officers below flag rank to maintain their living quarters and

-- meals on ships to be served buffet or cafeteria style.

Appropriated fund support provided Navy and Marine Corps closed mess dining rooms is not reflected in closed mess financial operating statements. Accordingly, when both appropriated funds and operating revenue are considered, the cost of preparing and serving meals greatly exceeds the price charged, (See p. 10.)

At four closed messes included in this review, the average cost to prepare a meal was more than three times the selling price. (See p. 11.)

Although the average price charged for a meal in a closed mess is low, relatively few officers eat there. For example, at one Navy base the average number of dinners served in a day equates to only 18 percent of the BOQ occupants. (See p. 11.)

GAO also estimates that eliminating closed mess dining facilities at **shore** installations would save \$19.1 million.

RECOMMENDATIONS

The Secretary of Defense should determine **whether**

-- valid **military** reasons require the continued use of enlisted personnel and civilians in a service capacity and

-- the **closed** mess dining function is cost-beneficial and not duplicative of the open mess system. (See p. 14.)

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ABBREVIATIONS

BOQ	bachelor officers' quarters
GAO	General Accounting Office

CHAPTER 1

INTRODUCTION

The Department of Defense provides housing and eating facilities for military officers who are unmarried or separated from their families. Housing accommodations are provided in bachelor officers' quarters (BOQs) at the military installations. Similarly, at these installations meals can be obtained at various nonappropriated fund activities (cafeterias, restaurants, and snackbars) and at open and closed officers' messes.

BOQ occupants are provided normal amenities, such as heat, electricity, refuse and sewage disposal, and maintenance of common living areas. Since appropriated funds are used to construct, operate, and maintain BOQs, unmarried occupants usually forfeit their basic allowance for quarters.

In addition to regular pay, all commissioned officers, regardless of rank, currently receive a monthly basic allowance for subsistence of \$50.52, about \$1.66 a day. Each officer is free to use this allowance as he wishes. The officer choosing to obtain meals at military installations can generally do so at a nonappropriated fund activity; the commissioned officers' mess (open); or, at Navy and Marine Corps installations, the commissioned officers' mess (closed).

OPEN MESS

The open mess, the traditional "officers' club" found at most military installations, provides eating and recreational facilities. Membership in an open mess, except for the Navy which does not require membership, is voluntary and open to all active duty officers. In addition, memberships, or mess privileges, can be extended to reserve and retired officers and other selected individuals. Although members do not obtain lower meal prices than nonmembers, they can hold office, vote, and use recreational facilities.

Although an open mess is considered a nonappropriated fund activity, it can receive some appropriated fund support. This support can be in the form of rent-free facilities, building and equipment maintenance, salary expense of management personnel, and some utilities.

CLOSED MESS

In addition to an open mess, the Navy and Marine Corps have a commissioned officers' mess (closed). A Navy closed

mess generally includes both BOQ and food services. In most instances, the housing and food services are in the same building, or in buildings close to each other, and have common management. A Marine Corps closed mess is only a food service. Closed messes are supported with appropriated funds and operating revenue.

A closed mess differs from an open mess in many ways. For example, a closed mess membership is normally restricted to active duty officers of the armed services of the United States and foreign governments assigned to the command which the mess serves. When facilities are not fully used dining privileges are extended to selected nonmembers, such as visiting and transient officers. A nonmember, however, must pay a small surcharge of between 5 and 10 cents for each meal. Nevertheless, meal prices are much lower than in an open mess.

The Navy closed mess is generally a shore facility, but because the Navy is a seagoing service, the concept also exists on most ships. Aboard ship, the terms "wardroom" and "stateroom" are generally used to refer to the dining facility and BOQ rooms, respectively.

Navy enlisted men (stewards) prepare and serve food in closed mess dining rooms and provide maid service in the BOQ. The Marine Corps generally employs civilians for these functions.

NAVY STEWARDS

The steward is unique to the Navy and has a history dating back to the days of the American Revolution. Daily duties include such tasks as making officers' beds; cleaning officers' living areas; preparing or serving food; and, when at sea, taking officers' soiled clothing to the ship's laundry. Stewards' specific duties while aboard ship and at shore installations are listed in appendix 11. The Navy believes that when the steward takes care of these duties, it frees the officer to attend to technical affairs.

SCOPE OF REVIEW

Our review was directed toward determining (1) the differing policies of the military services for funding and operating bachelor officers' quarters and officer dining facilities, (2) the cost of operating these facilities, and (3) the Navy stewards' duties. We visited the headquarters of each military service in Washington, D.C., and selected military installations in various parts of the United States.

Questionnaires were completed by 148 randomly selected Navy stewards, assigned to both shore installations and ships, to determine their past and present assignments and their attitudes toward their work. Discussions were **also** held with selected naval officers at various locations to **learn** their **opinions** on the need for stewards.

Statistical data relating to the operation of Navy and Marine Corps closed **messes** was furnished by the respective services. The accuracy of **the** data was **not** verified.

CHAPTER 2

PERSONAL SERVICES PROVIDED

NAVY AND MARINE CORPS OFFICERS

During fiscal year 1974, \$84 million of appropriated funds was used to operate and maintain Navy and Marine Corps closed mess facilities. (See app. III.) About \$77 million of these funds was for pay and allowances to military personnel and civilian employees assigned to closed mess facilities for a variety of personal services for officers. These services include preparing and serving meals and maintaining living quarters.

NAVY

In August 1946 the Congress passed a special law (10 U.S.C. 7579), authorizing the Secretary of the Navy to assign enlisted personnel (stewards) to serve in officers' messes when he found such assignments desirable for military reasons. This law also applies to the Marine Corps since it is under the Department of the Navy.

According to United States v. Robinson, 6 USCMA 347, 20 CMR 63 (1955), the test of an essential military purpose is not whether the work ordered to be done is menial but whether the services are performed 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 January 4, 1974, and the implementing regulations of the military services clearly prohibit officers from using enlisted personnel for duties which benefit only themselves and have no reasonable connection with the officers' official responsibilities. The legislative history of the 1946 act sheds no light on its purpose except that under the law there is no restriction on the number of stewards the Navy can assign to a service capacity. Accordingly, successive Navy secretaries have reaffirmed the military need for such assignments, and as of July 15, 1974, 8,416 stewards were assigned to closed mess facilities. As shown in the following table, annual pay and allowances for these men were \$72.6 million.

Navy Stewards Assigned
to Closed Messes as of July 15, 1974

<u>Duty assignment</u>	<u>Number of stewards</u>	<u>Total annual pay and allowances</u> (million)
Closed messes, afloat	5,429	\$46.5
Closed messes, ashore	<u>2,987</u>	<u>26.1</u>
Total	<u>8,416</u>	<u>\$72.6</u>

The Navy is the only military service which has enlisted men perform servant-type duties for officers below flag rank. In contrast, Army and Air Force officers wanting similar servant-type help must personally pay for the service. As a result, many Army and Air Force officers prefer to take care of their own personal needs. Navy officials believe this policy difference is necessary because of the Navy's unique role as a sea-going service. They point out that officers in the other military services can hire indigenous civilians to perform servant-type functions but that civilians are not available to perform servant duties for Navy officers aboard ship. The steward, however, continues to perform servant duties after being rotated to shore duty.

Stewards' functions aboard ship

A closed mess aboard ship consists of at least one dining room (wardroom), a kitchen (galley), and a number of sleeping quarters (staterooms). In addition, some ships have recreational or lounge facilities which are considered part of its mess facility. As of July 15, 1974, these facilities were staffed with 5,429 stewards having annual pay and allowances, including sea duty pay, of \$46.5 million.

The number of stewards assigned to a ship varies with the number of officers aboard.

Stewards' duties aboard ship, and their related pay and allowances, can generally be divided as follows:

--Galley and pantry stewards are responsible for obtaining and preparing food and maintaining the galley and pantry. Pay and allowances are estimated at \$14.9 million.

--Wardroom stewards set and wait on tables. They also keep dining areas clean. If necessary, they assist

other stewards in cleaning officers' living quarters. Pay and allowances are estimated at \$13.5 million.

--Stateroom stewards clean and maintain officers' living quarters. When necessary, they assist the wardroom stewards. Pay and allowances are estimated at \$7.9 million.

--Pay and allowances of stewards assigned to administrative and other duties are estimated at \$10.2 million.

Most ship commanders had stewards assigned to their quarters from the ship complement. These stewards perform duties similar to those that an enlisted aid would perform for a general or flag rank officer, such as preparing the commander's food separately and maintaining the clothing and quarters. We determined from the 148 stewards interviewed the number of stewards assigned to the commander on their last sea tour. The number of stewards assigned ranged from none to six and the average was two.

Stewards' functions at shore installations

As of April 1974, the Navy operated 151 closed mess facilities at shore installations throughout the world. Almost 3,000 stewards, with annual pay and allowances of \$26.1 million, were assigned to these facilities.

The steward contingent at a shore installation is frequently divided into three assignment areas.

<u>Assignment area</u>	<u>Personnel cost</u> (million)
Food preparation and service	\$11.4
Care of living and sleeping quarters	9.7
Administration and other tasks, as assigned (note a)	<u>5.0</u>
	<u>\$26.1</u>

a/ Approximately \$2.7 million (53 percent) of administrative cost is applicable to food service functions and \$2.3 million (47 percent) to housing functions.

The stewards' onshore duties are very similar to those aboard ship.

Stewards' comments
about assigned duties

To find out what duties the Navy stewards were performing, we observed stewards assigned to 6 shore installations and 17 ships. In addition, 148 randomly selected stewards were questioned to determine not only what percentage of their time was spent performing various duties but also what the stewards thought of their jobs.

As shown in the following table, the amount of time the steward works in various duty areas depends on whether he is on a ship or at a shore installation:

<u>Duty area</u>	<u>Stewards' Estimate of Worktime</u> <u>Spent in Duty Area</u>	
	<u>Aboard ship</u>	<u>Ashore</u>
Living quarters	17	25
Dining room	29	19
Kitchen and related areas	32	17
Snackbar	-	3
BOQ desk	-	9
Administration	20	15
Other tasks, as assigned	<u>2</u>	<u>12</u>
Total	<u>100</u>	<u>100</u>

Most stewards questioned consider many tasks they perform for officers to be degrading. The duties most often considered to be degrading are, in order of response

- shining shoes,
- collecting dirty laundry,
- making beds,
- cleaning rooms,
- carrying baggage, and
- serving meals.

Although 65 stewards objected to handling officers' laundry, only 30 indicated it was one of their current duties. Likewise, of 77 stewards objecting to shining officers' shoes, only 11 indicated this was one of their current duties. Navy custom appears to be that only admirals, ships' captains and executive officers, and air squadron commanders at shore installations have their shoes shined by stewards.

Stewards being used to perform unofficial functions

Of the 148 stewards questioned, 28 had been required to tend bar, cook, or serve at private parties for officers within the last 2 years. They said this work was done on their free time and without extra pay.

MARINE CORPS

During fiscal year 1974, the Marine Corps used \$7.2 million of appropriated funds (see app. III) to operate and maintain 16 closed messes and 18 BOQs at various military installations in the United States and overseas. As the following table shows, a large portion of these funds, \$4.7 million, was used to pay 329 military personnel and 354 civilian employees who worked at these facilities.

Appropriated Funds Used to Operate Marine Corps Closed Messes and BOQ During Fiscal Year 1974

	<u>Closed</u> <u>mess</u>	<u>BOQ</u>	<u>Total</u>
	(million)		
Personnel cost:			
Civilian employees	\$1.1	\$1.5	\$2.6
Military personnel	<u>1.5</u>	<u>.6</u>	<u>2.1</u>
Total personnel cost	<u>\$2.6</u>	<u>\$2.1</u>	<u>\$4.7</u>
Operating and maintenance costs	<u>-.3</u>	<u>.2</u>	<u>.25</u>
Total personnel and operating and maintenance costs	<u>\$2.9</u>	<u>\$4.3</u>	<u>\$7.2</u>

In most instances, military personnel are used in management functions and civilians are employed as janitors and food service workers.

Many of the personal services performed by civilian employees for Marine Corps officers are similar to those performed by Navy stewards. (See app. IV.) The one major exception is that the Marine Corps officer is not generally provided individual table service during meals. Unlike the Navy, the Marine Corps closed mess primarily serves cafeteria style.

DEPARTMENT OF DEFENSE
POLICY TO BE DEVELOPED

On February 5, 1975, the Assistant Secretary of Defense, Manpower and Reserve Affairs, informed GAO (see **app. V**) that his office and the military services would review and develop a Defense policy on both custodial service in BOQ and waiter service in **closed** messes. The review is to specifically address the propriety of using appropriated funds, in whatever form, to provide these services.

CHAPTER 3

ARE CLOSED MESS DINING

FACILITIES COST-BENEFICIAL?

Although each military service has an open mess for the dining convenience of its officers, the Navy and Marine Corps also include dining facilities as part of their closed messes at shore installations. During fiscal year 1974, these dining facilities used \$19.1 million of appropriated funds to operate, primarily to pay stewards and civilians used as cooks and waiters and to purchase supplies and services. The use of appropriated funds enables the closed mess to price meals well below their actual cost. As a result, prices for meals in a closed mess are significantly lower than comparable meals in an open mess. Accordingly, the Navy and Marine Corps officer entitled to eat in the closed mess receives a benefit which is not generally available to other officers.

CLOSED MESSSES SUBSIDIZED WITH APPROPRIATED FUNDS

Appropriated fund support provided to Navy and Marine Corps closed mess dining rooms is not reflected in closed mess financial operating statements. For example, fiscal year 1974 financial statements for the closed mess at the Naval Station, Treasure Island, California, did not include the following operating expenses for the dining room: stewards pay of about \$254,000, office and administrative salaries of about \$40,000, and services and supplies of \$10,700. Likewise, the financial statements of the Marine Corps closed mess at Camp Pendleton, California, did not include as operating expenses about \$140,000 used for military and civilian pay, operating and maintenance services, and supplies.

When both appropriated funds and operating revenue used to operate a closed mess dining room are considered, the cost of preparing and serving a meal greatly exceeds the price charged. The following table shows the average cost incurred and the price charged for meals served at four closed messes included in our review.

Average Cost and Price for Meals
Served During Fiscal Year 1974

<u>Location</u>	<u>Total meals served</u>	<u>Total fiscal year 1974 revenue (sales income)</u>	<u>Average meal price</u>	<u>Mess operating expenses</u>			<u>Average meal cost</u>
				<u>Paid from operating revenue</u>	<u>Paid from appropriated funds</u>	<u>Total expenses</u>	
Naval Station, Treasure Island	56,000	\$110,500	\$1.95	\$100,100	\$304,600	\$404,700	\$7.15
Naval Air Station, Corpus Christi, Tex.	78,800	94,200	1.20	89,500	399,300	488,800	6.20
Naval Training Center, San Diego, Calif.	108,800	97,100	.89	96,100	318,700	414,800	3.81
Marine Corps Base, Camp Pendleton	40,200	35,900	.89	35,300	140,100	175,400	4.36

An analysis of operating expenses for the closed mess dining room at the Naval Station, Treasure Island, shows direct labor and management and supervisory expenses account for about 74 percent of the average cost for each meal served. The following table shows the cost breakdown of an average meal.

Cost Breakdown of Average Meal
at
Commissioned Officers' Closed Mess
Treasure Island

<u>Cost element</u>	<u>Percentage of average meal price</u>	<u>Cost per average meal price</u>
Food	21	\$1.51
Direct labor	64	4.55
Management and supervision	10	.71
Supplies, maintenance, and utilities	5	.38
Total	100	\$7.15

FEW OFFICERS EAT
AT CLOSED MESS

Although the average price for a meal in a closed mess is low, relatively few officers eat there. For example, the number of dinners served at the Naval Training Center, San Diego, on an average day equates to only 18 percent of BOQ occupants. Likewise, the number of breakfasts served on an average day at the Naval Air Station, Corpus Christi, equals

only 13 percent of BOQ occupants. The following table shows the average number of daily meals served in relation to BOQ average occupancy at four installations reviewed.

Daily Average BOQ Occupancy and Meals Served in Closed Mess During Fiscal Year 1974

<u>Location</u>	<u>BOQ capacity</u>	<u>Average daily occupancy</u>	<u>Average number of meals served daily</u>					<u>Percent of occupancy</u>
			<u>Break-fast</u>	<u>Percent of occupancy</u>	<u>Lunch</u>	<u>Percent of occupancy</u>	<u>Dinner</u>	
Naval Station, Treasure Island	279	202	69	34	42	21	45	22
Naval Air Station, Corpus Christi	368	296	36	13	110	37	68	23
Naval Training Center, San Diego	316	275	55	20	75	27	50	18
Marine Corps Base, Camp Pendleton	168	153	20	13	45	29	45	29

CHAPTER 4

STEWARD RATING ABOLISHED

Because of several humanistic problems associated with the steward rating, including the stigma that duties performed are menial and simply personal services for officers, the Navy abolished the steward and the commissaryman (individuals assigned to prepare food for enlisted personnel) ratings on January 1, 1975. The ratings were replaced with the mess management specialist, who is responsible for food preparation and mess management for officers and enlisted personnel.

In addition to creating a new rating, the Navy has made the following changes which will affect the services provided officers.

- The establishment of a messman pool on ships. This duty will be drawn on a rotational basis by enlisted crew members. They will assume duties that were performed by stewards for officers, such as stateroom sweeping, dusting, and sink cleaning. Pool members may also be required to pick up and deliver officers' laundry.
- Sorting and storing of personal laundry will be done by each officer while aboard ship.
- Bedmaking service will be **provided only** to commanding officers, executive officers, unit commanders, and officers of the rank of commander (or its equivalent) and above.
- Many food service jobs currently done by lower grade enlisted personnel at shore installations will be done by civilians.

Navy officials believe the establishment of the mess management specialist rating is a step in the direction of creating new concepts in food management. They also believe the new rating will improve advancement possibilities and eliminate a rating identified as providing personal services exclusively to officers. They hope the new rating will attract recruits to the mess management career field in which they can develop capabilities of overall food service and hotel-type functions for the Navy.

CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS

In fiscal year 1974, \$84 million of appropriated funds was used to operate and maintain closed mess dining and BOQ facilities which provide a variety of personal services to Navy and Marine Corps officers. These services, which include preparing and serving meals, making beds, cleaning rooms, and gathering soiled laundry, are provided at no expense to the officer by stewards in the Navy and by civilian employees in the Marine Corps. In contrast, Army and Air Force officers wanting similar services *must* personally pay for them.

Although the **Navy** abolished the steward rating on January 1, 1975, it appears the Navy intends to continue providing personal services to officers at Government expense. For example, the establishment of a messman pool on ships will only shift responsibility for some services from the steward to other enlisted personnel. The change will not eliminate Government funding of most personal services.

We recognize that 10 U.S.C. 7579 authorizes the Secretary of the Navy to use enlisted personnel in a service capacity in closed messes when it is desirable for military reasons. However, we believe it is **not** necessary for the Government to provide most of the personal services rendered by the Navy and Marine Corps closed messes and BOQ. Precise calculations of the cost savings obtainable could not be made because it would have been too time consuming. However, based on our limited tests, we estimate that annual cost savings of \$51.7 million (see app. VI) could be obtained if the Secretary of the Navy implemented the following actions:

- Require all officers below flag rank to maintain their living quarters and, when aboard ship, take their soiled clothing and drycleaning to and from the laundry. This requirement would save \$19.1 million a year.
- Require buffet or cafeteria-style food service on Navy ships, in lieu of waiter service. This requirement would save \$13.5 million a year. These savings, however, would be offset with one-time costs associated with alterations and new equipment.
- Eliminate closed **mess** dining facilities at shore installations. This action would save \$19.1 million a year.

RECOMMENDATIONS

We concur in the Department of Defense plan to thoroughly review the propriety of using appropriated funds for various personal services. However, if not already intended, we recommend that the Secretary of Defense **also** determine whether valid military reasons, as contemplated in 10 U.S.C. 7579, still exist, which require the continued use of enlisted personnel and civilians in a personal service capacity. Furthermore, because (1) the average cost of each meal served in closed **messes** included in **this** review **exceeds** the price charged by a factor of three or more and (2) relatively few officers actually use their dining privilege, we believe the Secretary of Defense should also determine whether the closed mess dining function is cost-beneficial and not duplicative of the open mess system.

JOHN SPARKMAN, ALA., CHAIRMAN
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DUDLEY L. O'NEAL, JR.
 STAFF DIRECTOR AND GENERAL COUNSEL

United States Senate

COMMITTEE ON BANKING, HOUSING AND UREAN AFFAIRS

WASHINGTON, D.C. 20510

March 11, 1974

B-177516

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

Dear Mr. Staats:

I am writing to request that the General Accounting Office broaden its current investigation into the use of military personnel by the White House and military services in positions regarded as being of a servant nature.

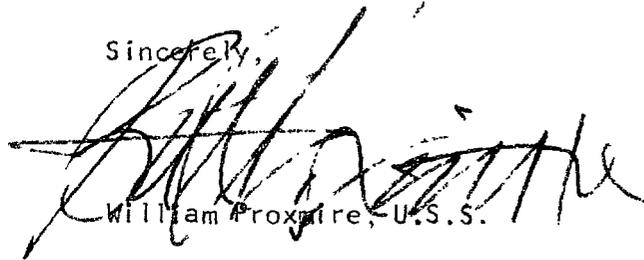
In particular, it has been pointed out that there is an inconsistency in the operation of Bachelor Office Quarters and Officer Closed Messes of the services involving the provision of maid service, use of appropriated funding, and existence of different regulations.

It would be of considerable assistance in my on-going review of this issue if the GAO would examine the following points:

1. To determine why **each** of the Services have a different policy.
2. To determine why the **Navy** and **USMC** should have military personnel supported or appropriated funds supported BOQs and closed messes.
3. To determine the *cost* of these **operations**.
4. To determine why the Navy and USMC should not change the program to that similar to the Air Force and Army.
5. To assess whether or not this practice is too **costly** and/or a misuse of enlisted personnel.
6. To estimate the dollar savings that would be derived from a change in Navy and **USMC** practices to reflect that of the Army anti Air Force.
7. Please determine what duties the Navy stewards perform on board ship. How much of this is similar to the "maid service" provided in Navy BOQs and Closed Messes? Could this be eliminated?

Your work in this area *has resulted in the* curtailment of *many* abuses and **legislation** to reduce the number of military personnel **employed** as personal servants. I am hopeful this *follow-on study* will produce similar benefits.

Sincerely,

A handwritten signature in black ink, appearing to read "W. Proxmire". The signature is written in a cursive, somewhat stylized script with a large initial "W".

William Proxmire, U.S.S.

DUTIES PERFORMED BY STEWARDSKITCHEN STEWARDS

- Obtain supplies for use in preparing food.
- Prepare food for officers.
- Keep the kitchen clean by:
 1. Sweeping and mopping the floor after each meal.
 2. Scrubbing the inside and outside of each refrigerator.
 3. Scrubbing tables, sinks, and shelves.
- Keep all cooking utensils, ranges, and **storage** places clean.
- Dispose of garbage.

PANTRY STEWARDS

- Keep the pantry and scullery clean **by**:
 1. Scouring the sink and drainboard after each meal.
 2. Sweeping and mopping the floor after each meal.
 3. Scrubbing paintwork, including dishracks **and** shelves.
 4. Scrubbing the inside and outside of refrigerators.
 5. Insuring that food is covered.
- Wash** dishes.
- Polish silverware and serving dishes.
- Take inventory of silverware.
- Obtain and store supplies.
- Assist in preparation of food for officers.
- Keep storerooms clean.
- Insure proper storage of leftover food.

--Dispose of garbage from the pantry and scullery.

--Care for linen used in the pantry.

MESS STEWARD

--Supervises dining room stewardsmen.

--Determines the number of officers who will obtain meals.

--Makes preparations for unexpected guests.

--Insures that the required **number** of dining tables are set up.

--Supervises the seating arrangement for meals.

--Insures that certain officers and guests are served first,

--Supervises serving of meals and insures that:

1. Meals are served properly and on time.

2. Stewardsmen uniforms are immaculate, unwrinkled, **and** buttoned properly, and the stewardsmen **observe** the rules and requirements of personal hygiene.

3. Stewardsmen are attentive and alert.

--Takes care of soiled linen and issues clean linen.

--Avoids waste of food and supplies.

--Insures that an accurate count of daily meals served is submitted to the **Mess** Officer.

M I RDSMEN

--Serve meals.

--Keep the dining room clean by:

1. Vacuuming the carpet after each meal.

2. Dusting tables, chairs, and sideboards.

3. Cleaning sideboards and transom drawers,

4. Cleaning the beverage fountains and juice and milk dispensers.
5. Shining metal surfaces.
6. Emptying ashtrays and wastebaskets.

DUTY WATCH STEWARDSMEN

- Answer calls in the pantry and dining rooms.
- Keep the dining room orderly.
- Set out food for officers having late watches, and serve meals outside normal meal hours.
- Keep fresh coffee, cream, and sugar available.
- Keep dishes washed and the pantry clean.

STATEROOM STEWARDSMEN

- Make up** officers' beds.
- Insure that officers' beds have clean linen and soiled towels are replaced with clean ones.
- Keep living areas clean by:
 1. Sweeping and mopping the floor or vacuuming the carpet.
 2. Scrubbing paintwork.
 3. Dusting chairs, shelves, tops of lockers, and space under bed mattresses and springs.
 4. Cleaning toilet, wash basin, mirror, and soap dish.
 5. Shining metal surfaces.
 6. Emptying ashtrays and wastebaskets.
 7. Cleaning **all glass**.
 8. Dusting electric light fixtures and blades *of* electric fan.
- Handling officers' personal laundry and dry cleaning. (This duty performed only for officers aboard ships.)

FISCAL YEAR 1974 APPROPRIATEDFUND SUPPORT FOR NAVY ANDMARINE CORPS CLOSED MESSSES

(ashore and afloat)

	<u>Navy</u>	<u>Marine Corps</u>	<u>Total</u>
	(million)		
<u>Personnel costs</u>			
Stewards assigned to ships	\$46.5	-	\$46.5
Stewards assigned to com- missioned officers' closed messes, ashore	26.1	-	26.1
Civilian and military per- sonnel at Marine Corps closed messes		\$2.6	2.6
Civilian and military per- sonnel at Marine Corps BOQ	—	<u>2.1</u>	<u>2.1</u>
Total	<u>\$72.6</u>	<u>\$4.7</u>	<u>\$77.3</u>
<u>Operating and maintenance costs</u>			
Navy closed messes, ashore (note a)	\$ 4.2		\$ 4.2
Marine Corps closed messes		\$.3	.3
Marine Corps BOQ	—	<u>2.2</u>	<u>2.2</u>
Total	<u>\$ 4.2</u>	<u>\$2.5</u>	<u>\$ 6.7</u>
Total appropriated fund support	<u>\$76.8</u>	<u>\$7.2</u>	<u>\$84.0</u>

a/ Includes salary cost of civilian managers.

DUTIES PERFORMED BY CIVILIAN PERSONNELIN MARINE CORPS OFFICERS'CLOSED MESSES AND BOQJANITOR

Daily:

- Dust tables, desk tops, chairs, and parts of building forming flat surfaces. (Dusting is not done on any flat surface covered with personal materials.)
- Empty and damp wipe waste baskets and ash trays.
- Spot clean doors and walls.
- Sweep and mop floors.
- Wash bathroom fixtures and clean mirrors.
- Damp wipe and fill toilet dispensers.

Weekly:

- Buff floors .

Monthly:

- Damp wipe stalls, partitions, and walls.

Semiannually:

- Dust high ledges and vents.
- Wash windows.
- Clean ceiling light fixtures and venetian blinds.

As Required:

- Dust furniture completely.
- Wash desk and table tops.
- Strip and renew wax.

COOK

- Assemble raw food materials and prepare meals.
- Place prepared food on steam tables.
- Serve portions to customers.

FOOD SERVICE WORKER

- Wait on tables during meals, as required, presenting menus to patrons, recording orders on meal tickets, placing orders with cooks, **delivering prepared meals to patrons**, and providing additional services as authorized by management personnel.
- Perform duties of mess cashier when required.
- Prepare vegetables and fruits for cooking and salads. Set up, clean, and replenish salad bar. Prepare various beverages.
- ^{e-}--Prepare linens for laundering and check linens returned from laundry.
- Wash eating **and** cooking utensils and return all utensils to dispensing stations.
- Perform routine, scheduled, and specific cleaning of furniture and fixtures, storage areas, office space, toilets and lounges, floors, walls, windows and screens, food preparation and serving equipment, and outside building areas.



ASSISTANT SECRETARY OF DEFENSE
WASHINGTON, D. C. 20301

MANPOWER AND
RESERVE AFFAIRS

5 FEB 1975

Mr. C. I. Gould
Associate Director
Federal Personnel & Compensation Division
US General Accounting Office
Washington, D. C, 20548

Re: GAO #964027

Dear Mr. Gould:

This letter responds to the questions raised in your letter of November 13, 1974, concerning DoD policy on the provision of maid service in Bachelor Officers' Quarters and waiter service in Closed Messes.

Question 1: What is the justification for the four services having differing policies for operating BOQ systems and providing messing facilities for commissioned officers?

Question 2: What is the justification for (1) the Navy's use of enlisted personnel as maids in BOQ's and waiters in Closed Messes and (2) the Marine Corps use of appropriated funds to pay civilians for similar services?

The difference in Service policies regarding the provision of maid and waiter service to officers is essentially a difference between the policy existing in the Department of the Navy (to include the Marine Corps) and that existing in the other services. Both the Navy and the Marine Corps have been providing these services in BOQ's and Closed Messes at no cost to the recipient. Similar services provided by the Army and the Air Force are paid for by the recipient.



The Navy has been using enlisted personnel to provide this service under the authority contained in Section 7579, Title 10, U.S. C. which reads:

"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."

The Navy has recently announced plans to civilianize, to the maximum extent possible ashore those routine food service and custodial duties presently accomplished with military personnel. In addition, some of **the** custodial duties presently provided in BOQs will be reduced, and the individual table service in Closed Messes will be converted to other types of food service operations where possible.

The Marine Corps has been providing these services with civilians paid from appropriated funds. The Marine Corps has been operating this program under authority contained in various Department of the Navy directives ■

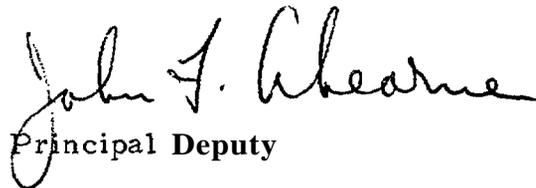
There is no known proscription on the use of appropriated funds to provide these services.

Question 3: *Can* the Department of Defense establish a uniform policy which would preclude the use of appropriated funds or enlisted personnel for maid service in BOQ's and dining room service in Officers' Closed Messes? If not, why?

We intend to review the matter thoroughly with the Services and to develop a DoD policy with respect to both custodial service in BOQ's and waiter service in Closed Messes. The review will specifically address the appropriateness of using appropriated funds, in whatever form, to provide these services.

We appreciate having been given the opportunity to provide input to **the** GAO survey and **we look forward** to commenting on the final report.

Sincerely ,


Principal Deputy

POTENTIAL APPROPRIATED FUND SAVINGS BY
ELIMINATING VARIOUS PERSONAL SERVICES

<u>Action</u>	<u>Potential savings</u>		
	<u>Ashore</u>	<u>Afloat</u>	<u>Total</u>
	(million)		
<u>Discontinue maid service</u>			
Navy stewards pay and allowances	\$ 9.7	\$ 7.9	\$17.6
Marine Corps civilian employees salary cost	<u>1.5</u>	<u>-</u>	<u>1.5</u>
Total	<u>11.2</u>	<u>7.9</u>	<u>19.1</u>
<u>Discontinue waiter service in ship wardrooms</u>			
Navy stewards pay and allowance's	<u>-</u>	<u>13.5</u>	<u>13.5</u>
<u>Eliminate closed mess dining facilities</u>			
<u>Navy</u>			
Stewards pay and allowances	14.1	-	14.1
Operating and maintenance costs	2.1	-	2.1
<u>Marine Corps</u>			
Civilian employees salary costs	1.1	-	1.1
Military personnel costs	1.5	-	1.5
Operating and maintenance costs	<u>.3</u>	<u>-</u>	<u>.3</u>
Total	<u>\$19.1</u>	<u>-</u>	<u>\$19.1</u>
Total saving	<u>\$30.3</u>	<u>\$21.4</u>	<u>\$51.7</u>