

The original documents are located in Box 67, folder “White House - Mess” of the Philip Buchen Files at the Gerald R. Ford Presidential Library.

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NY TIMES

Nov 17, 1974

WHITE HOUSE MESS BARGAIN FOR FEW

Top Officials Dine With Help
of Taxpayers, Apparently
Violating Pentagon Rule

By JOHN W. FINNEY

Special to The New York Times

WASHINGTON, Nov. 16 — While President Ford urges Americans to economize on their food budgets, senior White House officials are dining on food subsidized by the taxpayer and purchased in apparent violation of Defense Department regulations.

Because of the subsidies, the White House Mess—the private dining room, restricted to higher ranking members of the White House staff—can offer luncheons at prices considerably lower than those charged by most restaurants in downtown Washington.

For \$2, a White House official can have a complete luncheon, from soup to dessert, that includes a selection of meat or fish entrees. In most restaurants within walking distance of the White House, he would pay at least twice that for a comparable meal.

The White House menu for last Tuesday, for example, featured a \$2 "special" of baked stuffed pork chops with scalloped apples, buttered fresh green beans and tossed garden salad, with hot fudge or hot butterscotch sundae for dessert. If the "special" was not acceptable, the official could lunch for the same price on broiled halibut steak with crabmeat butter or chicken chow mein.

"From our char-broiler," the menu offered New York sirloin steak or double loin lamb chop for \$2.75 or rock lobster tail for \$4—all served with French fried potatoes, buttered fresh green beans and salad, plus appetizer and dessert.

The Economy Offering

If the official wanted to economize or diet, for \$1.30 he could have his choice of a chef salad bowl, club sandwich, beef taco, "two-alarm" chili, tuna salad sandwich or hamburger—again with appetizer and dessert included.

In an anti-inflation speech last month in Kansas City, Mo., President Ford urged Americans to "make economizing fashionable." He advised "shop wisely, look for bargains, go for the lowest-cost item, and most importantly, brag about the fact that you are a bargain hunter."

One way the White House Mess, run by a retired navy commander, is economizing is by purchasing some food from military commissaries that, in principle, were set up to provide food at a discount to military families. In response to inquiries, a White House spokesman confirmed that the mess was purchasing some of its food from military commissaries—the exact amount could not be specified—and the rest from private wholesalers.

Food prices in the military commissaries, according to Pentagon studies, average 32 per cent less than in civilian supermarkets, largely because the Defense Department is subsidizing their operations by paying for their labor and construction costs. Purchases in the commissaries, however, are supposed to be limited to military families.

Privately, Pentagon officials acknowledge that White House purchases in the commissaries violate a Defense Department regulation specifying that "authorized personnel will not sell or give away commissary purchases to individuals or groups not entitled to commissary store privileges." Members of the White House staff are not entitled to commissary store privileges.

Discounts at Pentagon

It is a point, however, that Defense Department officials will not state publicly, presumably for fear of offending the White House. Perhaps another reason they do not want to raise the issue is that executive dining rooms in the Pentagon, which offer discount luncheons to top military officials, are also purchasing food from the commissaries in apparent violation of the Defense Department regulation.

There is no tipping in the White House Mess in contrast to the practice in a private restaurant. However, private "clubs" usually make a Christmas gift of money to employees from initiation fees, a practice presumably followed at the White House.

Not all White House employees, however, can enjoy the prestige and economies of dining in the mess. The dining room is run as a restricted, invitation-only club, with the members now totaling around 130, paying a \$50 initiation fee.

For those White House employees without senior mess privileges, there is a cafeteria available in the Executive Office Building next door, plus public cafeterias, snack bars, sandwich bars and restaurants near to the White House. But all these have prices for a full meal higher than the White House facilities.



1-109 Restriction on Purchases. Authorized personnel will not sell or give away commissary purchases to individuals or groups not entitled to commissary store privileges. This prohibition does not apply to food served guests in the homes of authorized personnel. Violations of this restriction by individuals subject to military law may result in disciplinary action under the Uniform Code of Military Justice, in addition to the loss of commissary store privileges. Violation by authorized persons not subject to military law will provide a basis for suspension of commissary store privileges for a specified period or permanent revocation of commissary store privileges in addition to such disciplinary measures as may be taken in accordance with civil service or other pertinent regulations/agreements.

Part 2 - Definition of Terms

1-201 Definition. As used throughout these regulations, the following terms shall have the meanings set forth below.

1-201.1 Military Department. The term "Military Department" means the Department of the Army, the Department of the Navy, the Department of the Air Force, and the Marine Corps.

1-201.2 Armed Services. The terms "Armed Services" and "Services" means the Army, Navy, Air Force, Marine Corps, and Coast Guard.

1-201.3 Uniformed Services. The term "Uniformed Services," unless otherwise qualified, means the Army, Navy, Air Force, Marine Corps, Coast Guard, Commissioned Officers of the Public Health Service, and Commissioned Officers, ship's officers, and members of the crews of vessels of the National Oceanic and Atmospheric Administration.

1-201.4 United States. The term "United States," means the 50 states and the District of Columbia.

1-201.5 Continental United States. The Term "Continental United States (CONUS) means the 48 states and the District of Columbia.

1-201.6 Commissary Store. The term "Commissary Store" means Army Commissary Store, Navy Commissary Store, Air Force Commissary Store, and Marine Corps Commissary Store.



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THE WHITE HOUSE
WASHINGTON
November 19, 1974

MEMORANDUM FOR PHILIP BUCHEN
FROM BILL GULLEY BS

I have attached a memo prepared by the Naval Aide as a result of a newspaper article on the Staff Mess in the fall of 1973. It provides a little history as to how it got started.

Navy regulations for closed messes prohibit profit making when food is purchased from commissaries and since we are still operating under the title of "closed mess" that would appear to justify lower prices.

I hope to have in your hands by 12 noon the Department of Defense's position on the legality of the mess as it is presently operating.

attachment

BERNARD R. FORD LIBRARY

October 1, 1973

MEMORANDUM FOR: GENERAL LAWSON

FROM: LCDR TODD

SUBJECT: Navy stewards assigned to Presidential support

I. HISTORY.

The first Presidential yacht, USS DESPATCH, was assigned to President Rutherford B. Hayes in 1880. Although it may have occurred earlier, this is the first recorded instance of Navy steward support for the Commander-in-Chief. Since that time a boat or a number of boats and, hence, stewards, have been assigned almost continuously to Presidential support. (There was a gap, 1890 - 1897, during which no boat was assigned.)

In 1942 President Roosevelt established "Shangri-La" as a Presidential retreat. He directed that messing facilities at Camp be provided by Navy stewards from his yacht, WILLIAMSBURG. This established the precedent of stewards serving the President and his staff ashore.

In 1951 the Naval Aide to the President, Rear Admiral R. L. Dennison, established a Commissioned Officers' Mess (CLOSED)(Flag) at the White House. (Authorizing letter attached at TAB A.) Admiral Dennison's rationale follows:

"The Mess is necessary to provide suitable luncheon facilities for the military aides to the President and the immediate members of their staffs on duty at the White House. It is expected that the President may lunch in the Mess occasionally, and also other members of his staff." *

Original Mess membership was thirty-three, eight military and twenty-five civilians. It was staffed by three stewards detailed to the White House from the yacht WILLIAMSBURG.

As the Mess expanded, so did the steward complement. Examples of Mess membership are:



January 1954	(Eisenhower)	- 60 members
July 1956	(Eisenhower)	- 100 members
April 1957	(Eisenhower)	- 87 members
January 1961	(Kennedy)	- 44 members
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September 1973	(Nixon)	- 178 members

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The secretary carry-out service first started during the Johnson Administration when certain secretaries were so indispensable that they could not be released for lunch. At first it was only a handful, then one per office as it became something of a status symbol to have an indispensable secretary. The Macke machines in the west wing were installed in an effort to reduce the infighting, but then it became an issue of nutrition and hot, balanced meals. As it stands today, all secretaries in the West Wing are entitled to carry-out service. We serve as many meals to secretaries (75 per day) as staff members and guests combined.

As far as it can be determined, President Nixon is the first to have stewards permanently assigned to other residences. Other presidents have had considerable steward support when travelling. President Johnson had a guest house at his ranch staffed by Air Force stewards; Navy stewards remained at the ranch to assist Mrs. Johnson with social obligations on her extended visits.

The practice of private parties sponsored by the Mess has a rather obscure origin. It was most likely done informally from the inception of the Mess; formalized procedures were established during this Administration coincident with the opening of the Conference Dining Room. The service has never been advertised, but it has been available at the Assistant/Counsellor level. Stewards were never paid in the White House until recently when you directed that they be paid after working hours for other than official functions. They have always been paid for unofficial functions outside the White House.

II. DISCUSSION.

A. Civilian members of the Mess. There is no legal basis for civilian members of a Navy Closed Mess. Privileges may be extended



to civilians in certain overseas or hardship areas or to some personnel in a transient status (NAVPERS 15951, para 402). Justification for civilian participation was attempted from the beginning, but with little apparent success. An internal document from the Office of the Judge Advocate General (TAB B) treats this matter and arrives at no definite conclusion. A recent verbal opinion solicited from JAG via the Secretary of the Navy's office indicates that there is no change from the 1951 opinion, except that we now have 22 years of precedent on our side.

B. Food procurement. When LCDR Jackson first reported to the White House, there was little or no coordination among the Staff Mess, the household, SEQUOIA or Camp David concerning food procurement. To assure standardized quality and to benefit from the economics of volume buying, LCDR Jackson was named Food Coordinator for the White House. The Mess is required (NAVPERS 15951, para 1221(a)) to take maximum advantage of the Navy's purchasing system, including commissaries. When catering an event, the Mess charges the sponsor for food and beverages at cost. This practice has the effect of allowing an individual not entitled to commissary privileges to indirectly benefit from commissary prices. Raising prices to approximately equal civilian retail prices would place the Mess in the position of reselling commissary goods at a profit, a legally questionable tactic.

C. Security. When the President travels it is imperative that cleared personnel are readily available to prepare and serve his food and, in some cases, that of his staff. Other arrangements would complicate already difficult security procedures. Permanent assignment of stewards at Key Biscayne and San Clemente is justified from both a security and economical point of view. According to Mr. Jackson, it is less expensive to have a man assigned full time than to pay travel and per diem to the numbers of stewards necessary for preparation prior to Presidential visits.

D. Carry-out service. Using stewards to prepare food for secretary carry-out service is, again, not easily justified. On the other hand, if we can serve civilians in the Mess, we can provide carry-out service to secretaries. Ron Jackson prefers to retain this service since the volume assists the economics of his operation. Previous experience indicates that it must either be eliminated or open to all; enforcement problems and irritated sensibilities make any other alternative unacceptable.



III. RECOMMENDATIONS.

A. Civilian members of the Mess. Although the strongest argument for this arrangement is precedent, and legal justification is tenuous at best, it is recommended that we retain the status quo. We should continue to answer all inquiries in a straightforward and open manner. The White House Navy Mess, as the press calls it, is a matter of common knowledge.

B. Food procurement. Ron Jackson should continue in his role of food coordinator, buying from both commercial and commissary sources. It is recommended that he continue to cater official functions and provide food and beverages at cost plus a reasonable service charge. Doing otherwise complicates his bookkeeping and raises legal questions of commissary resale.

C. Security. It is recommended that we retain permanent stewards at Key Biscayne and San Clemente. Presidential security in the area of food service is absolutely essential. I will obtain for the record precise figures from Ron Jackson detailing the economic advantages of permanent stewards at the residences.

D. Carry-out service. Retain carry-out service with the understanding that should a reduction in the messing operation be required, this will be the first casualty.

* RADM R. L. Dennison letter to the Chief of Naval Personnel
dtd 24 April 1951

Copy to:
Reading File
TST:wfc



DEPARTMENT OF THE NAVY
BUREAU OF NAVAL PERSONNEL
WASHINGTON 25, D. C.

IN REPLY REFER TO
Pers-G12-223

From: Chief of Naval Personnel

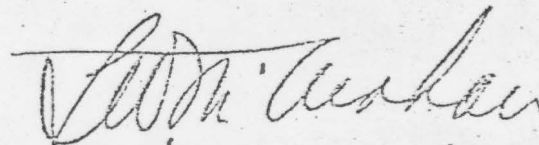
To: Naval Aide to the President
The White House
Washington, D.C.

Subj: Establishment of the Commissioned Officers' Mess CLOSED (Flag),
Naval Aide to the President, The White House, Washington, D.C.;
approval of

Ref: (a) Naval Aide to the President ltr of 24 Apr 1951
(b) BuPers Regs for CommOff and WarrOff Messes Ashore, 1947
(NavPers 15782)

Encl: (1) Two copies of ref (b) with changes thereto

1. In accordance with the request contained in reference (a), the establishment of the Commissioned Officers' Mess CLOSED (Flag), Naval Aide to the President, The White House, Washington, D.C., is hereby approved.
2. The Mess shall be operated in accordance with reference (b) and amplifying directives.



F. W. McElroy
Deputy Chief of Naval Personnel



TAB A

DEPARTMENT OF THE NAVY
OFFICE OF THE JUDGE ADVOCATE GENERAL
WASHINGTON 25, D. C.

IN REPLY REFER TO
JAG-11:RDC:111:1003

13 APR 1951

MEMORANDUM

From: Director, Division II
To: Judge Advocate General
Subj: Commissioned Officer's Mess in The White House
Ref: (a) Act of August 2, 1946, C. 756, Sec. 16(b), 60 Stat. 855
34 U.S.C. 915b)
(b) Article 0441-6 U.S. Navy Regulations, 1948
Encl: (1) Bureau of Naval Personnel Regulations For Commissioned
Officers and Warrant Officers' Messes Ashore, 1947

1. You have orally requested the opinion of this Division as to whether Admiral Dennison may establish a Navy Mess in the White House and, if so, in what manner.

2. By telephone Admiral Dennison supplied the following information:

- (a) There are at present only two naval officers regularly assigned to the White House.
- (b) The Mess would be limited to the serving of lunch.
- (c) Officers of the other military services would be invited to participate.
- (d) There would be approximately 20 individuals participating in the mess, a majority of whom would be civilians.
- (e) There is at present an informal mess (luncheon) in operation.
- (f) It would be necessary to have assigned three or four steward's mates.
- (g) Some additional galley equipment and gear would be necessary.

3. Reference (a) impliedly prohibits the assignment of enlisted naval personnel to duty in a service capacity except in a duly authorized officers' mess and reads in pertinent part:

"(b) enlisted naval personnel may be assigned to duty in a service capacity in officers' messes and public



TAB B

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. No provision of law shall be construed as preventing the voluntary employment in any such capacity of a retired enlisted person or a transferred member of the Fleet Reserve without additional expense to the Government."

4. By reference (b) the Secretary of the Navy delegated to the Chief of Naval Personnel "technical control" over "Officers', midshipmen's, aviation cadet's and chief petty officer's messes ashore; and all clubs of the Navy". Under such delegation of authority the Chief of Naval Personnel issued Regulations for Commissioned Officers' Messes Ashore (enclosure (1)). A Commissioned Officers' Mess may be established only with the approval of the Chief of Naval Personnel and a request for authorization to establish a mess should be forwarded via official channels in accordance with section 204 of the Regulations.

5. Section 103 of enclosure (1) reads as follows:

"Official character. All commissioned officers' organizations covered by these regulations shall be officially designated as Commissioned Officers' Messes, but no organization shall be so designated unless three or more officers are regular members thereof."

As stated in paragraph 2(a) above, there are only two naval officers who would be regular members of the proposed mess. However, this Division has been informed by telephone (LCDR Clayton, Head of the Officers' Messes Branch of BuPers) that the term "officer" may be construed to include an officer of another military service, but not a civilian.

6. It would appear from the above stated facts that Admiral Dennison is desirous of establishing a "Closed" Mess (which provides food service) as distinguished from an "Open" Mess (which provides for social and recreational needs). (See section 300 and 400 of enclosure (1)). Moreover, section 405 of enclosure (1) states that in an "Open" mess the detailing of enlisted personnel or employment of civil service personnel paid from appropriated funds is prohibited. If it is to be a "Closed" mess, section 302 and 303 of enclosure (1) would limit the participation by civilians to that of "guests" and then only if they are in a transient status. This Division is further informed that a new set of Officers' Mess Regulations have been prepared and will be placed in effect within a month. Such regulations further define a "transient civilian" as one present on the station not to exceed 5 days.

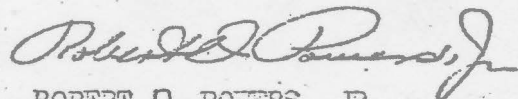
7. In view of the foregoing, it is the opinion of this Division that there is no statute or regulation prohibiting the establishment of a Commissioned Officers' Mess in the White House if established in accordance



with enclosure (1) for the benefit of military personnel solely. It appears that there are more than three officers (counting all branches of the Defense Establishment) who may be regular members of a mess at the White House, the requirements of section 103, supra, would be fulfilled. It is the further opinion of this Division, however, that, if civilians are to participate in the mess, it would be in conflict with the Act of August 2, 1946 (reference (a)) and the above Regulations for 'Commissioned Officers' Messes Ashore (enclosure (1)). An extension of the mess aboard the President's Yacht "Williamsburg" would be in conflict with the same statute and regulations as above unless it was to benefit solely military personnel.

3. In any event, the final authorization to establish a Commissioned Officers' Mess will be made by the Chief of Naval Personnel upon formal request made by Admiral Dennison pursuant to section 204 of the Regulations. It would appear that the Chief of Naval Personnel may, in his discretion, make an exception to his own Regulations but may not legally waive the requirements of the Act of August 2, 1946, supra.

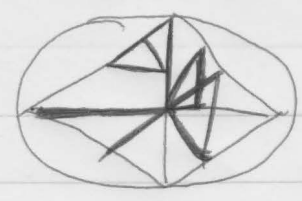
Very respectfully,


ROBERT D. POWERS, JR.



[Dec 1974?]

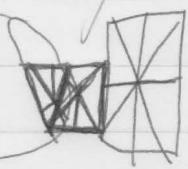
Mess



Hebert

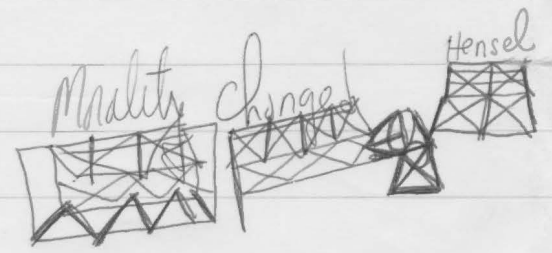
on W.H. Mess
Request for ~~Kidnapper~~

^{SAYING} P.B.
D.O. - Looking into whole Q.



Subsidy per meal \$13 appropriated funds

Present rationale



Phil B — Thoughts

PA

12/13/74

1. Can or should Defense Department regulations be changed to permit commissary sales to the White House and the White House Office? **If not, buy supplies on open market.** *Pro, let's recommend regular purchases*
2. The propriety of Naval stewards acting as servants for the President and for his staff is not entirely clear.
Relation of size of manpower and their special training ought to be to contingency emergency ought to be clearly established though not publicized
3. The scope of the Mess operations--particularly room service for senior staff--seems undesirable and unnecessary to me.
Agree
4. If any service is to be retained, the most appealing candidate is the provision of carry-out service for secretaries. That the privileges of the Mess are extended not only to "high executives" but to virtually everybody working in the White House is more publicly appealing.
Agree

My instinct

- Make sure purchasing is regular
- Reduce room service etc.
- Let the word go out that the mess supplies executives etc.
- Resist disclosing personnel budget on the grounds that appointment is too complex in view of the Stewards' Presidential and mobilization functions.



Phil A:

Do you have any
thoughts on what to
do with this problem.

P.

December 5, 1974

MEMORANDUM FOR: AMBASSADOR DONALD RUMSFELD

FROM: GENERAL RICHARD L. LAWSON

SUBJECT: White House Staff Mess

As I have noted to you in previous discussions, the requirement for the assignment of Navy Stewards to the Office of the Military Assistant to the President is derived from two basic support missions -- the support of normal day to day operations of the White House Staff Mess, Camp David, the Sequoia and the residence, and the support of the White House Emergency Plan (WHEP). Although this paper deals primarily with the operation of the White House Staff Mess, you should note that any decisions made regarding current Staff Mess operations might dictate corresponding changes in the means of supporting the WHEP.

The basis for the continued existence of the White House Staff Mess and its present method of operation remains that of the admittedly tenuous "precedent" discussed in Lieutenant Commander Todd's memorandum to me of October 1, 1973 (copy attached). Defense has been unable to provide any additional justification. The Staff Mess is not unique regarding overhead, operating expenses and salaries paid from appropriated funds. This is common practice for all military "closed" messes. Primarily, because of civilian membership, the White House Staff Mess is in a less defensible position.

The Staff Mess is a non-profit operation, thus does not generate a profit from its food service operation to cover overhead, salaries and operating costs. It is not billed for utilities and other costs directly related to its facilities; and, it is doubtful if GSA could extrapolate this information from total White House operating expenses.



Support for operating costs (china, glassware, flatware, service items, uniforms, laundry and drycleaning, etc.) are paid from Camp David appropriated funds and are budgeted at \$32,000 annually. All personnel are paid by the Navy from appropriated funds. Total annual costs for those directly involved in the Mess operation on a daily basis are \$569,539. Therefore, the annual dollar amount to operate the Mess on a reimbursable basis to the Navy would be \$601,539. This figure, of course, would represent "overhead" costs only. Obviously, inclusion of this cost in unit meal charges would necessitate a drastic increase in prices, driving a large number of customers away; again, forcing another increase to cover volume loss.

Approximately 50% of all food items served in and from the Mess are purchased from military commissary stores in the area, with the balance obtained from commercial wholesalers, etc. This enables the Mess to purchase basic items at reduced costs and serve meals to its patrons at a lesser price. This feature of the operation appears to be the one drawing the most lightning and is least defensible. It does have the effect of allowing individuals not entitled to commissary privileges to benefit from commissary prices, thereby raising the spectre of the American taxpayer "subsidizing" lunch for White House officials. It is also the one feature that could most easily be changed and, possibly, defuse the issue. Of course, this too would force a price increase, but it would be of more manageable proportions.

In weighing options concerning possible changes in the future operation of the Mess, consideration should be taken of those other functions performed by its personnel in addition to their normal duties in the dining rooms:

- WHEP Support
- Stewards detailed to support the President in the residence
- Support of the President's West Wing office, Cabinet Room and other working spaces utilized by the President
- Special services and catering to the White House offices on a case basis
- Room service for senior White House staff



- Food and beverage service for the President, First Family and their guests at:

Camp David
Presidential yacht SEQUOIA
Presidential trip sites (overnight hotel stops)
Reciprocal state luncheons and dinners (Tokyo, Martinique)

- Food and beverage service for the Vice President, Cabinet officers, Presidential assistants, key White House staff and support personnel at Camp David and on board the SEQUOIA

Regardless of the decision, certain of these functions would remain and would have to be performed by someone.

It would appear that the following are the options available with regard to the Staff Mess:

- Continue the operation as it now exists.
- Terminate purchases from military commissary stores and put the Mess on a self-sustaining basis.
- Reduce the scope and services provided (tray carry-out, room service, etc.) and thus reduce the number of military personnel assigned.
- Reimburse the Navy \$601,539 annually.
- Staff the Mess with civilians instead of military personnel.
- Turn the operation over to a civilian contractor service (similar to the one in EOB).
- Close the White House Staff Mess.

Copy to:
Mr. Buchen ✓

October 1, 1973

MEMORANDUM FOR: GENERAL LAWSON

FROM: LCDR TODD

SUBJECT: Navy stewards assigned to Presidential support

I. HISTORY.

The first Presidential yacht, USS DESPATCH, was assigned to President Rutherford B. Hayes in 1880. Although it may have occurred earlier, this is the first recorded instance of Navy steward support for the Commander-in-Chief. Since that time a boat or a number of boats and, hence, stewards, have been assigned almost continuously to Presidential support. (There was a gap, 1890 - 1897, during which no boat was assigned.)

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D. Carry-out service. Using stewards to prepare food for secretary carry-out service is, again, not easily justified. On the other hand, if we can serve civilians in the Mess, we can provide carry-out service to secretaries. Ron Jackson prefers to retain this service since the volume assists the economics of his operation. Previous experience indicates that it must either be eliminated or open to all; enforcement problems and irritated sensibilities make any other alternative unacceptable.

III. RECOMMENDATIONS.

A. Civilian members of the Mess. Although the strongest argument for this arrangement is precedent, and legal justification is tenuous at best, it is recommended that we retain the status quo. We should continue to answer all inquiries in a straightforward and open manner. The White House Navy Mess, as the press calls it, is a matter of common knowledge.

B. Food procurement. Ron Jackson should continue in his role of food coordinator, buying from both commercial and commissary sources. It is recommended that he continue to cater official functions and provide food and beverages at cost plus a reasonable service charge. Doing otherwise complicates his bookkeeping and raises legal questions of commissary resale.

C. Security. It is recommended that we retain permanent stewards at Key Biscayne and San Clemente. Presidential security in the area of food service is absolutely essential. I will obtain for the record precise figures from Ron Jackson detailing the economic advantages of permanent stewards at the residences.

D. Carry-out service. Retain carry-out service with the understanding that should a reduction in the messing operation be required, this will be the first casualty.



* RADM R. L. Dennison letter to the Chief of Naval Personnel
dtd 24 April 1951

Copy to:
Reading File
TST:wfc



DEPARTMENT OF THE NAVY
BUREAU OF NAVAL PERSONNEL
WASHINGTON 25, D. C.

IN REPLY REFER TO
Pers-G12-MEB

From: Chief of Naval Personnel

To: Naval Aide to the President
The White House
Washington, D.C.

Subj: Establishment of the Commissioned Officers' Mess CLOSED (Flag),
Naval Aide to the President, The White House, Washington, D.C.;
approval of

Ref: (a) Naval Aide to the President ltr of 24 Apr 1951
(b) BuPers Regs for CommOff and WarrOff Messes Ashore, 1947
(NavPers 15732)

Encl: (1) Two copies of ref (b) with changes thereto

1. In accordance with the request contained in reference (a), the establishment of the Commissioned Officers' Mess CLOSED (Flag), Naval Aide to the President, The White House, Washington, D.C., is hereby approved.

2. The Mess shall be operated in accordance with reference (b) and amplifying directives.

F. W. McMahon
Deputy Chief of Naval Personnel



TAB A

19 APR 1951

MEMORANDUM

From: Director, Division II
To: Judge Advocate General

Subj: Commissioned Officer's Mess in The White House

Ref: (a) Act of August 2, 1946, C. 756, Sec. 16(b), 60 Stat. 855
34 U.S.C. 915b)
(b) Article 0441-6 U.S. Navy Regulations, 1948

Encl: (1) Bureau of Naval Personnel Regulations For Commissioned
Officers and Warrant Officers' Messes Ashore, 1947

1. You have orally requested the opinion of this Division as to whether Admiral Dennison may establish a Navy Mess in the White House and, if so, in what manner.
2. By telephone Admiral Dennison supplied the following information:
 - (a) There are at present only two naval officers regularly assigned to the White House.
 - (b) The Mess would be limited to the serving of lunch.
 - (c) Officers of the other military services would be invited to participate.
 - (d) There would be approximately 20 individuals participating in the mess, a majority of whom would be civilians.
 - (e) There is at present an informal mess (luncheon) in operation.
 - (f) It would be necessary to have assigned three or four steward's mates.
 - (g) Some additional galley equipment and gear would be necessary.
3. Reference (a) impliedly prohibits the assignment of enlisted naval personnel to duty in a service capacity except in a duly authorized officers' mess and reads in pertinent part:
 - "(b) Enlisted naval personnel may be assigned to duty in a service capacity in officers' messes and public



TAB B

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. No provision of law shall be construed as preventing the voluntary employment in any such capacity of a retired enlisted person or a transferred member of the Fleet Reserve without additional expense to the Government."

4. By reference (b) the Secretary of the Navy delegated to the Chief of Naval Personnel "technical control" over "Officers', midshipmen's, aviation cadet's and chief petty officer's messes ashore; and all clubs of the Navy". Under such delegation of authority the Chief of Naval Personnel issued Regulations for Commissioned Officers' Messes Ashore (enclosure (1)). A Commissioned Officers' Mess may be established only with the approval of the Chief of Naval Personnel and a request for authorization to establish a mess should be forwarded via official channels in accordance with section 204 of the Regulations.

5. Section 103 of enclosure (1) reads as follows:

"Official character. All commissioned officers' organizations covered by these regulations shall be officially designated as Commissioned Officers' Messes, but no organization shall be so designated unless three or more officers are regular members thereof."



As stated in paragraph 2(a) above, there are only two naval officers who would be regular members of the proposed mess. However, this Division has been informed by telephone (LCDR Clayton, Head of the Officers' Messes Branch of BuPers) that the term "officer" may be construed to include an officer of another military service, but not a civilian.

6. It would appear from the above stated facts that Admiral Dennison is desirous of establishing a "Closed" Mess (which provides food service) as distinguished from an "Open" Mess (which provides for social and recreational needs). (See section 300 and 400 of enclosure (1)). Moreover, section 405 of enclosure (1) states that in an "Open" Mess the detailing of enlisted personnel or employment of civil service personnel paid from appropriated funds is prohibited. If it is to be a "Closed" Mess, section 302 and 303 of enclosure (1) would limit the participation by civilians to that of "guests" and then only if they are in a transient status. This Division is further informed that a new set of Officers' Mess Regulations have been prepared and will be placed in effect within a month. Such Regulations further define a "transient civilian" as one present on the station not to exceed 5 days.

7. In view of the foregoing, it is the opinion of this Division that there is no statute or regulation prohibiting the establishment of a Commissioned Officers' Mess in the White House if established in accordance

with enclosure (1) for the benefit of military personnel solely. Since it appears that there are more than three officers (counting all branches of the Defense Establishment) who may be regular members of a mess at the White House, the requirements of section 103, supra, would be fulfilled. It is the further opinion of this Division, however, that, if civilians are to participate in the mess, it would be in conflict with the Act of August 2, 1946 (reference (a)) and the above Regulations for 'Commissioned Officers' Messes Ashore (enclosure (1)). An extension of the mess aboard the President's Yacht "Williamsburg" would be in conflict with the same statute and regulations as above unless it was to benefit solely military personnel.

3. In any event, the final authorization to establish a Commissioned Officers' Mess will be made by the Chief of Naval Personnel upon formal request made by Admiral Dennison pursuant to section 204 of the Regulations. It would appear that the Chief of Naval Personnel may, in his discretion, make an exception to his own Regulations but may not legally waive the requirements of the Act of August 2, 1946, supra.

Very respectfully,


ROBERT D. POWERS, JR.

94
11/19

THE WHITE HOUSE

WASHINGTON

November 19, 1974

MEMORANDUM FOR

PHILIP BUCHEN

FROM

BILL GULLEY *BS*

I have attached a memo prepared by the Naval Aide as a result of a newspaper article on the Staff Mess in the fall of 1973. It provides a little history as to how it got started.

Navy regulations for closed messes prohibit profit making when food is purchased from commissaries and since we are still operating under the title of "closed mess" that would appear to justify lower prices.

I hope to have in your hands by 12 noon the Department of Defense's position on the legality of the mess as it is presently operating.



attachment

October 1, 1973

MEMORANDUM FOR: GENERAL LAWSON

FROM: LCDR TODD

SUBJECT: Navy stewards assigned to Presidential support

I. HISTORY.

The first Presidential yacht, USS DESPATCH, was assigned to President Rutherford B. Hayes in 1880. Although it may have occurred earlier, this is the first recorded instance of Navy steward support for the Commander-in-Chief. Since that time a boat or a number of boats and, hence, stewards, have been assigned almost continuously to Presidential support. (There was a gap, 1890 - 1897, during which no boat was assigned.)

In 1942 President Roosevelt established "Shangri-La" as a Presidential retreat. He directed that messing facilities at Camp be provided by Navy stewards from his yacht, WILLIAMSBURG. This established the precedent of stewards serving the President and his staff ashore.

In 1951 the Naval Aide to the President, Rear Admiral R. L. Dennison, established a Commissioned Officers' Mess (CLOSED)(Flag) at the White House. (Authorizing letter attached at TAB A.) Admiral Dennison's rationale follows:

"The Mess is necessary to provide suitable luncheon facilities for the military aides to the President and the immediate members of their staffs on duty at the White House. It is expected that the President may lunch in the Mess occasionally, and also other members of his staff." *



Original Mess membership was thirty-three, eight military and twenty-five civilians. It was staffed by three stewards detailed to the White House from the yacht WILLIAMSBURG.

As the Mess expanded, so did the steward complement. Examples of Mess membership are:

January 1954	(Eisenhower)	- 60 members
July 1956	(Eisenhower)	- 100 members
April 1957	(Eisenhower)	- 87 members
January 1961	(Kennedy)	- 44 members
January 1963	(Kennedy)	- 114 members
August 1965	(Johnson)	- 140 members
January 1969	(Nixon)	- 108 members
September 1973	(Nixon)	- 178 members

Originally all were full Mess members, but categories varied over the years according to administration, with privileges varying by grouping.

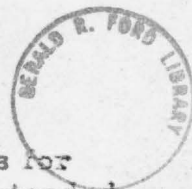
The secretary carry-out service first started during the Johnson Administration when certain secretaries were so indispensable that they could not be released for lunch. At first it was only a handful, then one per office as it became something of a status symbol to have an indispensable secretary. The Macke machines in the west wing were installed in an effort to reduce the infighting, but then it became an issue of nutrition and hot, balanced meals. As it stands today, all secretaries in the West Wing are entitled to carry-out service. We serve as many meals to secretaries (75 per day) as staff members and guests combined.

As far as it can be determined, President Nixon is the first to have stewards permanently assigned to other residences. Other presidents have had considerable steward support when travelling. President Johnson had a guest house at his ranch staffed by Air Force stewards; Navy stewards remained at the ranch to assist Mrs. Johnson with social obligations on her extended visits.

The practice of private parties sponsored by the Mess has a rather obscure origin. It was most likely done informally from the inception of the Mess; formalized procedures were established during this Administration coincident with the opening of the Conference Dining Room. The service has never been advertised, but it has been available at the Assistant/Counsellor level. Stewards were never paid in the White House until recently when you directed that they be paid after working hours for other than official functions. They have always been paid for unofficial functions outside the White House.

II. DISCUSSION.

A. Civilian members of the Mess. There is no legal basis for civilian members of a Navy Closed Mess. Privileges may be extended



to civilians in certain overseas or hardship areas or to some personnel in a transient status (NAVPERS 15951, para 402). Justification for civilian participation was attempted from the beginning, but with little apparent success. An internal document from the Office of the Judge Advocate General (TAB B) treats this matter and arrives at no definite conclusion. A recent verbal opinion solicited from JAG via the Secretary of the Navy's office indicates that there is no change from the 1951 opinion, except that we now have 22 years of precedent on our side.

B. Food procurement. When LCDR Jackson first reported to the White House, there was little or no coordination among the Staff Mess, the household, SEQUOIA or Camp David concerning food procurement. To assure standardized quality and to benefit from the economics of volume buying, LCDR Jackson was named Food Coordinator for the White House. The Mess is required (NAVPERS 15951, para 1221(a)) to take maximum advantage of the Navy's purchasing system, including commissaries. When catering an event, the Mess charges the sponsor for food and beverages at cost. This practice has the effect of allowing an individual not entitled to commissary privileges to indirectly benefit from commissary prices. Raising prices to approximately equal civilian retail prices would place the Mess in the position of reselling commissary goods at a profit, a legally questionable tactic.

C. Security. When the President travels it is imperative that cleared personnel are readily available to prepare and serve his food and, in some cases, that of his staff. Other arrangements would complicate already difficult security procedures. Permanent assignment of stewards at Key Biscayne and San Clemente is justified from both a security and economical point of view. According to Mr. Jackson, it is less expensive to have a man assigned full time than to pay travel and per diem to the numbers of stewards necessary for preparation prior to Presidential visits.

D. Carry-out service. Using stewards to prepare food for secretary carry-out service is, again, not easily justified. On the other hand, if we can serve civilians in the Mess, we can provide carry-out service to secretaries. Ron Jackson prefers to retain this service since the volume assists the economics of his operation. Previous experience indicates that it must either be eliminated or open to all; enforcement problems and irritated sensibilities make any other alternative unacceptable.



III. RECOMMENDATIONS.

A. Civilian members of the Mess. Although the strongest argument for this arrangement is precedent, and legal justification is tenuous at best, it is recommended that we retain the status quo. We should continue to answer all inquiries in a straightforward and open manner. The White House Navy Mess, as the press calls it, is a matter of common knowledge.

B. Food procurement. Ron Jackson should continue in his role of food coordinator, buying from both commercial and commissary sources. It is recommended that he continue to cater official functions and provide food and beverages at cost plus a reasonable service charge. Doing otherwise complicates his bookkeeping and raises legal questions of commissary resale.

C. Security. It is recommended that we retain permanent stewards at Key Biscayne and San Clemente. Presidential security in the area of food service is absolutely essential. I will obtain for the record precise figures from Ron Jackson detailing the economic advantages of permanent stewards at the residences.

D. Carry-out service. Retain carry-out service with the understanding that should a reduction in the messing operation be required, this will be the first casualty.

* RADM R. L. Dennison letter to the Chief of Naval Personnel
dtd 24 April 1951

Copy to:
Reading File
TST:wfc





DEPARTMENT OF THE NAVY
BUREAU OF NAVAL PERSONNEL
WASHINGTON 25, D. C.

IN REPLY REFER TO
Pers-G12-123

From: Chief of Naval Personnel

To: Naval Aide to the President
The White House
Washington, D.C.

Subj: Establishment of the Commissioned Officers' Mess CLOSED (Flag),
Naval Aide to the President, The White House, Washington, D.C.;
approval of

Ref: (a) Naval Aide to the President ltr of 24 Apr 1951
(b) BuPers Regs for CommOff and WarrOff Messes Ashore, 1947
(NavPers 15732)

Encl: (1) Two copies of ref (b) with changes thereto

1. In accordance with the request contained in reference (a), the establishment of the Commissioned Officers' Mess CLOSED (Flag), Naval Aide to the President, The White House, Washington, D.C., is hereby approved.
2. The Mess shall be operated in accordance with reference (b) and amplifying directives.

F. W. McMillan
Deputy Chief of Naval Personnel



TAB A



DEPARTMENT OF THE NAVY
OFFICE OF THE JUDGE ADVOCATE GENERAL
WASHINGTON 25, D. C.

IN REPLY REFER TO
JAP:II:HBC:SPJ:asj

15 APR 1951

MEMORANDUM

From: Director, Division II
To: Judge Advocate General
Subj: Commissioned Officer's Mess in The White House
Ref: (a) Act of August 2, 1946, C. 756, Sec. 16(b), 60 Stat. 855
34 U.S.C. 915b)
(b) Article 0441-6 U.S. Navy Regulations, 1948
Encl: (1) Bureau of Naval Personnel Regulations For Commissioned
Officers and Warrant Officers' Messes Ashore, 1947

1. You have orally requested the opinion of this Division as to whether Admiral Dennison may establish a Navy Mess in the White House and, if so, in what manner.
2. By telephone Admiral Dennison supplied the following information:
 - (a) There are at present only two naval officers regularly assigned to the White House.
 - (b) The Mess would be limited to the serving of lunch.
 - (c) Officers of the other military services would be invited to participate.
 - (d) There would be approximately 20 individuals participating in the mess, a majority of whom would be civilians.
 - (e) There is at present an informal mess (luncheon) in operation.
 - (f) It would be necessary to have assigned three or four steward's mates.
 - (g) Some additional galley equipment and gear would be necessary.
3. Reference (a) impliedly prohibits the assignment of enlisted naval personnel to duty in a service capacity except in a duly authorized officers' mess and reads in pertinent part:

"(b) Enlisted naval personnel may be assigned to duty in a service capacity in officers' messes and public



TAB B

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. No provision of law shall be construed as preventing the voluntary employment in any such capacity of a retired enlisted person or a transferred member of the Fleet Reserve without additional expense to the Government."

4. By reference (b) the Secretary of the Navy delegated to the Chief of Naval Personnel "technical control" over "Officers', midshipmen's, aviation cadet's and chief petty officer's messes ashore; and all clubs of the Navy". Under such delegation of authority the Chief of Naval Personnel issued Regulations for Commissioned Officers' Messes Ashore (enclosure (1)). A Commissioned Officers' Mess may be established only with the approval of the Chief of Naval Personnel and a request for authorization to establish a mess should be forwarded via official channels in accordance with section 204 of the Regulations.

5. Section 103 of enclosure (1) reads as follows:

"Official character. All commissioned officers' organizations covered by these regulations shall be officially designated as Commissioned Officers' Messes, but no organization shall be so designated unless three or more officers are regular members thereof."

As stated in paragraph 2(a) above, there are only two naval officers who would be regular members of the proposed mess. However, this Division has been informed by telephone (LCDR Clayton, Head of the Officers' Messes Branch of BuPers) that the term "officer" may be construed to include an officer of another military service, but not a civilian.

6. It would appear from the above stated facts that Admiral Dennison is desirous of establishing a "Closed" Mess (which provides food service) as distinguished from an "Open" Mess (which provides for social and recreational needs). (See section 300 and 400 of enclosure (1)). Moreover, section 405 of enclosure (1) states that in an "Open" Mess the detailing of enlisted personnel or employment of civil service personnel paid from appropriated funds is prohibited. If it is to be a "Closed" Mess, section 302 and 303 of enclosure (1) would limit the participation by civilians to that of "guests" and then only if they are in a transient status. This Division is further informed that a new set of Officers' Mess Regulations have been prepared and will be placed in effect within a month. Such Regulations further define a "transient civilian" as one present on the station not to exceed 5 days.

7. In view of the foregoing, it is the opinion of this Division that there is no statute or regulation prohibiting the establishment of a Commissioned Officers' Mess in the White House if established in accordance



with enclosure (1) for the benefit of military personnel solely. Since it appears that there are more than three officers (counting all branches of the Defense Establishment) who may be regular members of a mess at the White House, the requirements of section 103, supra, would be fulfilled. It is the further opinion of this Division, however, that, if civilians are to participate in the mess, it would be in conflict with the Act of August 2, 1946 (reference (a)) and the above Regulations for 'Commissioned Officers' Messes Ashore (enclosure (1)). An extension of the mess aboard the President's Yacht "Williamsburg" would be in conflict with the same statute and regulations as above unless it was to benefit solely military personnel.

8. In any event, the final authorization to establish a Commissioned Officers' Mess will be made by the Chief of Naval Personnel upon formal request made by Admiral Dennison pursuant to section 204 of the Regulations. It would appear that the Chief of Naval Personnel may, in his discretion, make an exception to his own Regulations but may not legally waive the requirements of the Act of August 2, 1946, supra.

Very respectfully,



ROBERT D. POWERS, JR.



NY TIMES

Nov 17, 1974

Gen. Lawson
Ron Jackson

WHITE HOUSE MESS BARGAIN FOR FEW

Top Officials Dine With Help
of Taxpayers, Apparently
Violating Pentagon Rule

By JOHN W. FINNEY

Special to The New York Times

WASHINGTON, Nov. 16 — While President Ford urges Americans to economize on their food budgets, senior White House officials are dining on food subsidized by the taxpayer and purchased in apparent violation of Defense Department regulations.

Because of the subsidies, the White House Mess—the private dining room restricted to higher ranking members of the White House staff—can offer luncheons at prices considerably lower than those charged by most restaurants in downtown Washington.

For \$2, a White House official can have a complete luncheon, from soup to dessert, that includes a selection of meat or fish entrees. In most restaurants within walking distance of the White House, he would pay at least twice that for a comparable meal.

The White House menu for last Tuesday, for example, featured a \$2 "special" of baked stuffed pork chops with scalloped apples, buttered fresh green beans and tossed garden salad, with hot fudge or hot butterscotch sundae for dessert. If the "special" was not acceptable, the official could lunch for the same price on broiled halibut steak with crabmeat butter or chicken chow mein.

"From our char-broiler," the menu offered New York sirloin steak or double loin lamb chop for \$2.75 or rock lobster tail for \$4—all served with French fried potatoes, buttered fresh green beans and salad, plus appetizer and dessert.

The Economy Offering

If the official wanted to economize or diet, for \$1.30 he could have his choice of a chef salad bowl, club sandwich, beef taco, "two-alarm" chili, tuna salad sandwich or hamburger—again with appetizer and dessert included.

In an anti-inflation speech last month in Kansas City, Mo., President Ford urged Americans to "make economizing fashionable." He advised "shop wisely, look for bargains, go for the lowest-cost item, and most importantly, brag about the fact that you are a bargain hunter."

One way the White House Mess, run by a retired navy commander, is economizing is by purchasing some food from military commissaries that, in principle, were set up to provide food at a discount to military families. In response to inquiries, a White House spokesman confirmed that the mess was purchasing some of its food from military commissaries—the exact amount could not be specified—and the rest from private wholesalers.

Food prices in the military commissaries, according to Pentagon studies, average 32 per cent less than in civilian supermarkets, largely because the Defense Department is subsidizing their operations by paying for their labor and construction costs. Purchases in the commissaries, however, are supposed to be limited to military families.

Privately, Pentagon officials acknowledge that White House purchases in the commissaries violate a Defense Department regulation specifying that "authorized personnel will not sell or give away commissary purchases to individuals or groups not entitled to commissary store privileges." Members of the White House staff are not entitled to commissary store privileges.

Discounts at Pentagon

It is a point, however, that Defense Department officials will not state publicly, presumably for fear of offending the White House. Perhaps another reason they do not want to raise the issue is that executive dining rooms in the Pentagon, which offer discount luncheons to top military officials, are also purchasing food from the commissaries in apparent violation of the Defense Department regulation.

There is no tipping in the White House Mess in contrast to the practice in a private restaurant. However, private "clubs" usually make a Christmas gift of money to employees from initiation fees, a practice presumably followed at the White House.

Not all White House employees, however, can enjoy the prestige and economies of dining in the mess. The dining room is run as a restricted, invitation-only club, with the members now totaling around 130, paying a \$50 initiation fee.

For those White House employees without senior mess privileges, there is a cafeteria available in the Executive Office Building next door, plus public cafeterias, snack bars, sandwich bars and restaurants near to the White House. But all these have prices for a full meal higher than the White House facilities.



29, 71 (Encl 1)

Armed Services Commissary Store
Reg. ASCSR - Oct 29, 1971

1330.17 (Encl 1)

Oct 29, 71 #

1-109 Restriction on Purchases. Authorized personnel will not sell or give away commissary purchases to individuals or groups not entitled to commissary store privileges. This prohibition does not apply to food served guests in the homes of authorized personnel. Violations of this restriction by individuals subject to military law may result in disciplinary action under the Uniform Code of Military Justice, in addition to the loss of commissary store privileges. Violation by authorized persons not subject to military law will provide a basis for suspension of commissary store privileges for a specified period or permanent revocation of commissary store privileges in addition to such disciplinary measures as may be taken in accordance with civil service or other pertinent regulations/agreements.

Part 2 - Definition of Terms

1-201 Definition. As used throughout these regulations, the following terms shall have the meanings set forth below.

1-201.1 Military Department. The term "Military Department" means the Department of the Army, the Department of the Navy, the Department of the Air Force, and the Marine Corps.

1-201.2 Armed Services. The terms "Armed Services" and "Services" means the Army, Navy, Air Force, Marine Corps, and Coast Guard.

1-201.3 Uniformed Services. The term "Uniformed Services," unless otherwise qualified, means the Army, Navy, Air Force, Marine Corps, Coast Guard, Commissioned Officers of the Public Health Service, and Commissioned Officers, ship's officers, and members of the crews of vessels of the National Oceanic and Atmospheric Administration.

1-201.4 United States. The term "United States," means the 50 states and the District of Columbia.

1-201.5 Continental United States. The Term "Continental United States (CONUS)" means the 48 states and the District of Columbia.

1-201.6 Commissary Store. The term "Commissary Store" means Army Commissary Store, Navy Commissary Store, Air Force Commissary Store, and Marine Corps Commissary Store.





October 29, 1971
NUMBER 1330.17

ASD(M&RA)

Department of Defense Directive

SUBJECT Armed Services Commissary Store Regulations

I. PURPOSE AND CANCELLATION

- A. This Directive incorporates into the DoD Directives System revised Armed Services Commissary Store Regulations (ASCSR) which have been approved by the House Armed Services Committee and the Department of Defense, and which will govern the uniform operation of Armed Services Commissary Stores.
- B. Armed Services Commissary Store Regulations dated August 1, 1949, are hereby superseded and cancelled.

II. APPLICABILITY AND SCOPE

The provisions of this Directive apply to the Military Departments and cover the operation of Army, Navy, Air Force and Marine Corps Commissary Stores, worldwide.

III. EFFECTIVE DATE AND IMPLEMENTATION

- A. This Directive is effective immediately. It will be distributed without change to all organizational elements required to comply with its provisions.
- B. The Military Departments may issue supplementary instructions not inconsistent with the ASCSR. Two copies of any such instructions issued will be forwarded to Assistant Secretary of Defense (Manpower and Reserve Affairs) upon publication.


Deputy Secretary of Defense

Enclosure - 1
Armed Services Commissary Store Regulations



ARMED SERVICES COMMISSARY STORE REGULATIONS

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SECTION I

GENERAL PROVISIONS

Part 1 - Introduction

1-100 Scope of Part. This part sets forth introductory information pertaining to the regulations, purpose of the regulations, their applicability, effective date, arrangement and instructions for amending, implementing and deviating from the regulations.

1-101 Purpose. These regulations establish uniform policies relating to the operation of Army, Navy, Air Force and Marine Corps commissary stores.

1-102 Applicability and Distribution. These regulations shall govern the operation of Army, Navy, Air Force and Marine Corps commissary stores. (Supplementary rules, regulations, and directives of the Military Departments, not in conflict with these regulations as from time to time amended, shall remain in full force and effect (see III. B of DoD Directive 1300.13)). These regulations are not intended to cover detailed procedures or instructions of the respective Military Departments; these may be prescribed as provided in paragraph 1-107.

1-103 Effective Date. The regulations shall be effective upon approval by the Secretary of Defense.

1-104 Numbering. The numbering of individual paragraphs and pages is not necessarily consecutive and is designed to permit subsequent insertion of additional paragraphs and pages within the appropriate section and part. The number of a particular paragraph indicates the section and part where it is set forth and also indicates whether it is subordinate to a preceding paragraph. The first portion of a paragraph number indicates the section, and the first digit of the second portion, preceded by a dash, indicates the part in which the particular paragraph is set forth; thus, paragraph 1-104 indicates Section I, Part 1, paragraph 4. Where the number of a paragraph ends with a digit preceded by a decimal point (as 1-201.1), this indicates that it is part of the general subject covered by the basic paragraph (as 1-201). The scope of any Section, when given, will be set forth in a separate introductory paragraph, the second

portion of which number will be 000 (as 1-000); and the scope of any Part, when given, will be set forth in a separate paragraph at the beginning of that Part but with the second portion of its number being 100, 200, 300, etc., depending upon the number of the part (for example, paragraph 1-100 sets forth the scope of Part 1 of Section I). The first digit of the number of a particular page indicates the Section to which the page relates. This facilitates the removal of old pages and insertion of revised pages when revisions are promulgated.

1-105 Citation of Regulations. These regulations shall be referred to as "The Armed Services Commissary Store Regulations", and any paragraph may be cited as "ASCSR" followed by the paragraph number; thus, this paragraph would be cited as: ASCSR 1-105.

1-106 Amendment of Regulations. Recommendations for amendment may be submitted by any Military Department to the Assistant Secretary of Defense (Manpower and Reserve Affairs). The Assistant Secretary of Defense (Manpower and Reserve Affairs), upon receipt, will forward the recommendations to the other Military Departments for comments. Upon receipt of such comments, it will be determined if these regulations should be amended. If affirmative, the proposed amendment will be forwarded to the House Armed Services Committee for consideration. If approved, then these regulations will be amended accordingly.

1-107 Supplementation of Regulations. The Military Departments may supplement these regulations by prescribing detailed procedures which are consistent with these regulations. Copies of such procedures shall be forwarded to the Assistant Secretary of Defense (Manpower and Reserve Affairs) and the other Military Departments.

1-108 Deviations from Regulations. Deviations from the requirements of these regulations shall be made only in cases of emergency and such deviations shall be effective only until the termination of such emergency, or until a proposed amendment can be submitted to the Assistant Secretary of Defense (Manpower and Reserve Affairs) for consideration. A report of any deviation shall be furnished to the Assistant Secretary of Defense (Manpower and Reserve Affairs) and to the other Military Departments.

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1-109 Restriction on Purchases. Authorized personnel will not sell or give away commissary purchases to individuals or groups not entitled to commissary store privileges. This prohibition does not apply to food served guests in the homes of authorized personnel. Violations of this restriction by individuals subject to military law may result in disciplinary action under the Uniform Code of Military Justice, in addition to the loss of commissary store privileges. Violation by authorized persons not subject to military law will provide a basis for suspension of commissary store privileges for a specified period or permanent revocation of commissary store privileges in addition to such disciplinary measures as may be taken in accordance with civil service or other pertinent regulations/agreements.

Part 2 - Definition of Terms

1-201 Definition. As used throughout these regulations, the following terms shall have the meanings set forth below.

1-201.1 Military Department. The term "Military Department" means the Department of the Army, the Department of the Navy, the Department of the Air Force, and the Marine Corps.

1-201.2 Armed Services. The terms "Armed Services" and "Services" means the Army, Navy, Air Force, Marine Corps, and Coast Guard.

1-201.3 Uniformed Services. The term "Uniformed Services," unless otherwise qualified, means the Army, Navy, Air Force, Marine Corps, Coast Guard, Commissioned Officers of the Public Health Service, and Commissioned Officers, ship's officers, and members of the crews of vessels of the National Oceanic and Atmospheric Administration.

1-201.4 United States. The term "United States," means the 50 states and the District of Columbia.

1-201.5 Continental United States. The Term "Continental United States (CONUS) means the 48 states and the District of Columbia.

1-201.6 Commissary Store. The term "Commissary Store" means Army Commissary Store, Navy Commissary Store, Air Force Commissary Store, and Marine Corps Commissary Store.

1-201.7 Uniformed Personnel. The term "Uniformed Personnel" means members of the Army, Navy, Air Force, Marine Corps, Coast Guard, Cadets and Midshipmen of the United States Army, Navy, Air Force, and Coast Guard Academies, commissioned officers, ships officers, and members of the crews of vessels of the National Oceanic and Atmospheric Administration, commissioned officers of the Public Health Service, and members of the Reserve Components as defined in paragraph 1-201.8 on extended active duty or undertaking active duty for training in excess of 72 hours.

1-201.8 Reserve Components. The term "Reserve Components" means the Army National Guard and Air National Guard of the United States, the Army Reserve, the Naval Reserve, the Air Force Reserve, the Marine Corps Reserve, the Coast Guard Reserve, and Reserve Officers of the Public Health Service.

1-201.9 Dependent. The term "dependent" means the following:

a. A lawful spouse.

b. Children who are under 21 years of age and unmarried and who are either legitimate, adopted children, stepchildren or wards and who are in fact dependent for over half of their support from the sponsor.

c. Children who are 21 years of age or over and unmarried and who are in fact dependent for over half of their support from the sponsor and who are either legitimate or are adopted children, stepchildren or wards and who are (1) incapable of self-support because of a mental or physical handicap or (2) have not passed their 23rd birthday and are enrolled in a full-time course of study at an approved institute of higher learning.

d. Parents, including father, mother, father-in-law, mother-in-law, stepparent and parent by adoption who are in fact dependent for over half of their support from the sponsor.

1-201.10 Surviving Spouse. The term "Surviving Spouse" means a widow or widower who has not remarried, or if remarried has reverted through divorce or the demise of the spouse to an unmarried status of the following:

a. Members of the Regular Army, Navy, Air Force, Marine Corps, and Coast Guard.

b. Retired personnel of the Army, Navy, Air Force, Marine Corps, and Coast Guard as defined in paragraph 1-201.11.

c. Nonregular personnel of the Army, Navy, Air Force, and Marine Corps entitled to disability benefits pursuant to 10 USC 3687, 6148 and 8687.

d. Members of the Army of the United States, Air Force of the United States, inductees of the United States Navy, and inductees of the United States Marine Corps who died in line of duty while on active duty.

e. Members of the Reserve Components who died in line of duty while on active duty, including active duty for training and inactive duty training, such as drills.

f. Personnel of all Reserve Components retired with pay pursuant to 10 USC Chapters 67, 367, 571, and 867.

g. Members of the Fleet Reserve and Fleet Marine Corps Reserve.

h. Personnel of the emergency officers' retired lists of the Army, Navy, Air Force, and Marine Corps who have been retired pursuant to Section II, Act of September 2, 1958, P. L. 85-857.

i. Active duty and retired officers and crews of vessels, light keepers, and depot keepers of the former Lighthouse Service.

j. Veterans separated under honorable conditions who are eligible for compensation due to a one hundred percent service-connected disability.

k. Active duty and retired commissioned officers of the Public Health Service.

l. Retired commissioned officers, ship's officers and members of the crews of vessels of the Coast and Geodetic Survey (33 USC 868a).

m. Retired commissioned officers of the Environmental Science Services Administration.

* n. Active duty and retired commissioned officers, ship's
* officers, and members of the crews of vessels of the National Oceanic
* and Atmospheric Administration. *

* o. Recipients of the Medal of Honor. *

1-201.11 Retired Personnel. The term "retired personnel" means the following:

a. All personnel carried on the official retired lists of the uniformed services as defined in paragraph 1-201.3, who are retired with pay or granted retirement pay for physical disability.

b. All members of the Reserve Components as defined in paragraph 1-201.8 retired with pay or granted retirement pay for physical disability pursuant to 10 USC Chapter 61 and 10 USC 3687, 6148, and 8687.

c. Personnel of the Reserve Components retired with pay or granted retirement pay pursuant to 10 USC 1331, 3911, 6323, and 8911.

d. Personnel of the emergency officers' retired list of the Army, Navy, Air Force, and Marine Corps who were retired pursuant to Section II, Act of September 2, 1958, P. L. 85-857.

e. Retired officers and crews of vessels, light keepers and depot keepers of the former Lighthouse Service (33 USC 754a).

f. Retired commissioned officers, ship's officers and members of the crews of vessels of the Coast and Geodetic Survey.

g. Retired commissioned officers of the Environmental Science Services Administration.

1-201.12 Civilian Employees of the Coast Guard. The term "civilian employees of the Coast Guard" is defined as former officers or employees of the Lighthouse Service, who as such on 30 June 1939 were serving as officers or crew on Lighthouse Service vessels, lightkeepers, or depot keepers in the Lighthouse Service, and are now civilian employees of the Coast Guard serving as lighthouse keepers or on board lightships or other Coast Guard vessels (33 USC 754a).

1-201.13 Agents. In the case of individual patrons, an "agent" is defined as a member of a household maintained by or for an authorized commissary store patron who has designated such individuals to act in his/her behalf. In addition, an agent must qualify as a dependent, as defined in paragraph 1-201.9. In extreme hardship cases and when no adult dependent member is capable of shopping, due to sponsor being stationed away from his/her household or due to a physical disability or when the spouse is unable to shop due to sickness, temporary designation as agent of persons not meeting the dependent criteria may be made at the discretion of the Commanding Officer at the command level designated by the respective Military Department for periods not to exceed one year. Authorization may be extended in instances where hardship continues to exist. In the case of organization or activities, an agent is defined as a representative designated by the person responsible therefor.

1-201.14 Extended Active Duty. The term "extended active duty" means full time duty in the active military service of the United States, entered into with the original expectation of serving for an indefinite or stated period of time, other than active duty for training.

1-201.15 Active Duty for Training. The term "active duty for training" means full time duty in the active military service of the United States for training purposes. The full time training or other full time duty performed by members of the Army National Guard and the Air National Guard of the United States while in their status as members of the Army National Guard or Air National Guard of the several states, territories or the District of Columbia, pursuant to law, for which they are entitled to receive pay from the United States, shall be considered active duty for training in the service of the United States as members of the Reserve Components of the Armed Forces. Commissary privileges are authorized such members when on active duty for training, providing such period of active duty for training is in excess of seventy two (72) hours.

Part 3 - Establishment, Continuance and
Disestablishment of Commissary Stores

1-301 General Policy. The establishment of commissary stores shall be authorized within the United States only in accordance with the criteria set forth in Section V of this regulation. Each Military Department shall reexamine on an individual basis the commissary stores that have been certified for operation by the Secretary of Defense. The Secretary of Defense in conjunction with each Military Department will establish a schedule for reexamination of all commissary stores triennially. Whenever it is found that the necessity for a commissary store no longer exists the authority for its operation shall be withdrawn.

1-302 Disestablishment of Commissary Stores. Commissary stores in operation in the United States in areas where it has been determined that adequate commercial facilities are available at a reasonable distance and a reasonable price in satisfactory quality and quantity shall be disestablished within ninety days from such date of such determination. Whenever it has been determined that a commissary store is to be disestablished for any reason, the Secretary of Defense shall be informed.

1-303 Continuation of Commissary Stores. Subsequent to the reexamination referred to in paragraph 1-301, the Secretary of each Military Department shall forward to the Secretary of Defense recommendations as to those commissary stores which should be certified by him for continued operation, prior to 1 January 1973 and thereafter on a triennial basis. In addition, on 1 January of each year, between triennial survey certifications, an administrative certification will be made to DoD without survey to ensure that a current listing of operational activities is adequately maintained and recorded. Reports Control Symbol DD-M(AR) 1187 is assigned these reports.

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SECTION II

AUTHORIZED PATRONS

2-000 Scope of Section. This section lists the individuals, organizations and activities entitled to commissary store privileges, except in foreign countries where prohibited by treaty or other international agreements, and sets forth instructions regarding the identification of authorized patrons.

Part 1 - Patrons

2-101 List of Patrons. Commissary store privileges are authorized for the classes of individuals, organizations and activities set forth below.

2-101.1 Uniformed Personnel. All uniformed personnel, as defined in paragraph 1-201.7.

2-101.2 Retired Personnel. All retired personnel, as defined in paragraph 1-201.11.

2-101.3 Fleet Reserve Personnel. Enlisted personnel transferred to the Fleet Reserve of the Navy and the Fleet Marine Corps Reserve, after sixteen (16) or more years of active service. (These personnel are equivalent to Army and Air Force retired enlisted personnel.)

* 2-101.4 Surviving Spouse. A surviving spouse as defined in *
* paragraph 1-201.10. *

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2-101.5 Armed Services Personnel of Foreign Nations.

Officers and enlisted personnel of the Armed Services of foreign nations as follows:

a. When on duty with United States Armed Services under competent orders issued by the United States Army, Navy, Air Force or Marine Corps.

b. Officers and crews of naval vessels of friendly nations visiting United States Ports where commissary stores are located (quantities shall be limited to the immediate needs of the purchaser).

c. In overseas areas when determined by the major overseas commander or commandant that the granting of such privileges is in the best interests of the United States and such persons are connected with, or their activities related to the performance of functions of the United States Military establishment.

d. Excluded are officers and enlisted personnel of foreign nations, retired or on leave in the United States or when attending United States schools, but not under orders issued by the United States Army, Navy, Air Force or Marine Corps.

2-101.6 Official Organizations and Activities of the Armed Services. Official organizations and other resale activities of the United States Armed Services, except concessionaires, which are operated for uniformed personnel on active duty.

2-101.7 Government Departments or Agencies Outside the Department of Defense. Government departments or agencies outside the Department of Defense when supplies can be furnished without unduly impairing the service to commissary store patrons and when the local commanding officer determines that the desired supplies cannot be conveniently obtained from civilian agencies.

*	<u>2-101.8 Hospitalized Veterans.</u> Veterans discharged under	*
*	honorable conditions from the Uniformed Services of the United States,	*
*	including the Coast Guard when hospitalized where commissary store	*
*	facilities are available. (Does not include veterans discharged under	*
*	honorable conditions receiving out-patient treatment). (10 USC 4621e,	*
	7603, and 9621e).	

* 2-101.9 Totally Disabled Veterans. Veterans discharged under *
* honorable conditions from the Uniformed Services of the United States *
* with a one hundred percent (100%) service-connected disability. *

2-101.10 Civilian Officers and Employees of the United States
Government Stationed Outside of the United States. Under the direc-
tion of the overseas commander or the commandant, privileges may
be extended to civilian officers and employees of the United States
Government and to such other persons as may be specifically author-
ized by the Secretary of the Military Department concerned.

2-101.11 Civilian Officers and Employees of the Armed
Services Within the United States. Privileges may be extended to
civilian officers, including contract surgeons and employees of the
Armed Services and to other persons when specifically authorized
by the Secretary of the Department concerned and when it is imprac-
ticable for the said civilian officers and employees and other persons
to procure such commissary store supplies from civilian agencies
without impairing the efficient operations of the installation. Privi-
leges will not be extended to civilian officers and employees of the
Armed Services and other persons who do not reside within the mili-
tary installation. The term "military installation" is defined as the
installation at which the civilian officers, employees or other persons
reside. Privileges will not include the purchase of tobacco products
in those states, including the District of Columbia, which impose a
tax on such products.

2-101.12 American National Red Cross Personnel Stationed
Outside the United States. Privileges may be extended to all uniformed
and nonuniformed, full time, paid professional and headquarters staff
personnel and uniformed, full time, paid secretarial and clerical
workers of the Red Cross, who are assigned to duty with the Armed
Services by the Red Cross. Extension of such privileges will be
determined by the major overseas commander or commandant upon
the capability and without detriment to his ability to fulfill his military
mission.

2-101.13 American National Red Cross Personnel Stationed Within the United States. Privileges may be extended to all uniformed and nonuniformed, full time, paid professional and headquarters staff personnel of the Red Cross who are assigned to duty with the Armed Services by the Red Cross and who reside within the military installation as defined in paragraph 2-101.11.

2-101.14 Retired Personnel of the Former Lighthouse Service. Retired officers and crews of vessels of the former Lighthouse Service and retired lightkeepers and depot keepers of the former Lighthouse Service.

2-101.15 Civilian Employees of the Coast Guard. Civilian employees of the Coast Guard as defined in paragraph 1-201.12.

2-101.16 Retired Civilian Employees of the Coast Guard. Retired civilian employees of the Coast Guard who on 30 June 1939, were serving as officers or crew on Lighthouse Service vessels, lightkeepers or depot keepers of the former Lighthouse Service and who after 30 June 1939, and at the time of retirement were civilian employees of the Coast Guard serving as lighthouse keepers or on board lightships or other Coast Guard vessels.

2-101.17 United Service Organization Including Young Men's Christian Association. At installations where Young Men's Christian Association buildings have been constructed pursuant to 10 USC 4778, the duly appointed secretaries of the Young Men's Christian Association, when serving at the installation, will be permitted to purchase subsistence supplies as are necessary for use in connection with official activities. Where it is within the capability as determined by the major overseas commander or commandant and without detriment to his ability to fulfill his military mission, commissary store privileges may be extended to United Service Organization and its member agencies clubs to purchase subsistence supplies for use in such club snackbars. For the purpose of this paragraph "overseas area" is defined as concerning all areas other than the United States, Puerto Rico, and Guam.

2-101.18 United States Nongovernmental, Nonmilitary Agencies and Individuals in Overseas Commands. Commissary store support may be authorized in overseas commands by the Secretary of the Military Department concerned, on a reimbursable basis, when such agencies and individuals are serving the United States Forces exclusively and when it has been determined that the granting of the privilege would be in the best interest of the United States and failure to grant such privileges would impair the efficient operation of the United States military establishment.

2-101.19 Agents. Under regulations prescribed by the Military Department each authorized patron shall be permitted to designate his/her spouse and other dependent member(s) as defined in paragraph 1-201.9 who are entitled to DD Form 1173 (Uniformed Services Identification and Privilege Card) as his/her agent(s) for the purpose of making purchases on his/her behalf. If the designated agent(s) of the authorized member is incapable of shopping at the commissary store, temporary designation of an additional agent of persons not authorized above, may be made at the discretion of the local commanding officer. Authorization format will be such as to permit positive identification and will be effective for periods as determined by the Military Departments but not to exceed one year in duration. Authorization periods may be extended in instances where hardship continues to exist as determined by the local commanding officer. Individuals currently authorized to make purchases in their own right, or their authorized agent(s), may under circumstances as outlined above, also purchase subsistence supplies for authorized commissary patrons.

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2-101.20 Recipients of the Medal of Honor. All recipients of the Medal of Honor.

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Part 2 - Identification of Patrons

2-201 Positive Identification Required. Any individual who seeks to make a purchase from a commissary store shall be positively identified as an authorized patron prior to entering or prior to consummation of sale. United States Armed Services personnel, on active duty, for periods in excess of 72 hours, who present themselves in the prescribed military uniform may be identified thereby when in the judgement of the Military Commander concerned, such procedure is justified. The prescribed identification of nonuniformed patrons shall be carefully checked to insure that each individual is entitled to the privileges which he/she seeks.

2-202 Types of Identification Required. Subject to the instructions contained in paragraph 2-203 authorized patrons of commissary stores shall be identified by the complete regulation uniform, by an official Armed Services Identification Card, by an official Uniformed Services Identification and Privilege Card, by an official identification card issued by the service of which the patron is a member or as prescribed in paragraph 2-101.19 or 2-204. All identification media shall bear the signature of the person to whom issued.

2-203 Identification Procedures. Except for personnel in complete regulation uniform, commissary stores will accept the identification cards as referred to in paragraph 2-202, above, as proper identification for the following: Uniformed personnel as defined in paragraph 1-201.7; dependents as defined in paragraph 1-201.9; widows as defined in paragraph 1-201.10; retired personnel as defined in paragraph 1-201.11; civilian employees of the Coast Guard as defined in paragraph 1-201.12; and agents as defined in paragraph 1-201.13. In addition to the identification cards referred to in paragraph 2-202, above, members of the reserve components will be identified subject to instructions contained in paragraph 2-204.

2-204 Reserve Components Identification Procedures. Members of the reserve components, as defined in paragraph 1-201.8, who are ordered to active duty, as defined in paragraph 1-201.15, for periods in excess of seventy two (72) hours will be required to produce competent orders indicating their training status to include length of such training. In lieu of identification cards eligible dependents of reserve component members will be identified as follows: by a letter of authorization or indorsement on individual orders authenticated by the reserve unit commander or receiving unit commander and containing name, rank, social security number or service number of sponsor, beginning and ending dates of sponsor's tour of duty, name of individual dependent(s) and relationship to sponsor, designation of commissary store agent privileges, and signature of dependent.

SECTION III

SCOPE OF OPERATIONS

Part 1 - Authorized Facilities

3-101 List of Facilities. Commissary stores are authorized to operate the facilities indicated below. Each Military Department shall prescribe the facilities to be operated by the commissary stores of that Department.

Grocery Market (Includes subsistence and household supplies)
Meat Market
Produce Market

Part 2 - Authorized Resale Items

3-201 List of Items. Commissary stores are authorized to stock and sell items of merchandise within the categories listed below. Each Military Department may designate the number of items to be stocked in the commissary stores of that Department in each category listed below.

Bakery products
Beverages (non-alcoholic)
Cereal and cereal products
Dairy products
Fruits
Fruit and vegetable juices
Groceries, miscellaneous
Household supplies and pet foods
Meat, poultry, and seafood products
Speciality and prepared foods
Sugar and confections
Tobacco products
Vegetables

3-202 Assortment of Brands. The assortment of brands of merchandise shall be limited to those sufficient to meet the reasonable demands of the commissary store patrons.

3-203 Additional Resale Items. When exchange facilities are not available, additional items may be authorized by the Military Department concerned.

SECTION IV

MISSION, OPERATIONAL POLICIES AND INSTRUCTIONS

Part 1 - Mission

4-101 Mission. The mission of the commissary store is to provide authorized resale items for sale to authorized commissary patrons at the lowest practicable price in a facility designed and operated by the standards used in commercial food stores.

Part 2 - Organization

4-201 Organization Structure. Each Military Department shall utilize in its commissary store operation the organizational structure which it considers best adapted to its requirements.

Part 3 - Audits and Inspections

4-301 Internal Audits and Inspections. Each Military Department shall prescribe such audits and inspections as required by statute and regulations. In addition, each Military Department may prescribe such other internal audits and inspections as it may consider necessary or desirable in the management of its commissary stores.

Part 4 - Support of Commissary Stores

4-401 Statement of Policy. Commissary stores shall be operated on a self sustaining basis, except when otherwise provided by statute, with respect to the cost of purchase (including all commercial transportation in the United States to the original place of resale but excluding all transportation beyond the United States) and maintenance of operating equipment and supplies, the actual or estimated cost of utilities in the United States excluding Alaska as may be furnished by the Government, and of shrinkage, spoilage, and pilferage of merchandise under the control of the commissary stores. Those commissary store operating costs, required by statute to be reimbursed are further defined in paragraph 4-404.

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4-402 Use of Appropriated Funds. The Military Departments are authorized to use Stock Funds, Industrial Funds, Operation and Maintenance Funds, or other appropriated funds to finance commissary store supply and operating costs.

4-403 Personnel. Military (Officer and Enlisted personnel), Civil Service employees and local national employees in overseas areas, paid from appropriated funds, will be used to staff and operate commissary stores. Each Military Department may establish staffing guidelines and budgeting procedures required to support commissary store operations.

4-404 Commissary Store Operating Costs Requiring Reimbursement. Commissary store operating costs which are supported by appropriated funds and which require reimbursement by statute with funds collected from commissary store patrons are as set forth below.

4-404.1 Transportation. All commercial transportation in the United States to the original place of resale or use as pertains to commissary store supplies and equipment will be included in the cost of purchase.

* 4-404.2 Supplies and Services. All supplies consumed in or commercial contract services provided for the operation of commissary stores will be paid for by direct citation of or reimbursed from funds collected from commissary store patrons. *

4-404.3 Purchase and Maintenance of Equipment. Commissary store equipment, to include installation, and contract cost of commercial or Government maintenance (includes preventive maintenance and repair), will be paid by direct citation of or reimbursed from funds collected from commissary store patrons.

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4-404.4 Utilities. The cost of electricity, heat, steam, water, ice, gas, coal, compressed air, air conditioning, refrigeration and telephone in the United States excluding Alaska will be paid by direct citation of or reimbursed from funds collected from commissary store patrons. Utilities should be metered at the point of service to the commissary store. However, in the absence of meters, estimates may be used. Such estimates will be based on the contract cost of utilities and prorated according to the size of the commissary store. Estimates may be determined at Military Department level or at installation level.

4-404.5 Shrinkage, Spoilage and Pilferage. The actual or estimated losses due to shrinkage, spoilage and pilferage will be reimbursed from funds collected from commissary store patrons.

4-405 Commissary Store Operating Costs Not Requiring Reimbursement. Commissary store operating costs which are supported by appropriated funds and which do not require reimbursement from funds collected from commissary store patrons are as set forth below.

4-405.1 Transportation. All transportation cost of commissary store supplies and equipment outside the United States.

4-405.2 Purchase and Maintenance of Equipment. The purchase and installation of all equipment, permanently installed and other, used to initially outfit a commissary store facility financed with appropriated funds; also equipment including maintenance thereof not used in primary support of commissary store operations.

4-405.3 Services. Common services such as garbage and trash removal, sewage disposal, police and fire protection, entomology control, medical inspection, maintenance of roads, sidewalks or grounds, snow removal, and functions of procurement, merchandise handling, and supply administration performed by the parent installation on behalf of the commissary store operation.

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*

4-405.4 Major Losses. Major losses due to fire, explosion, power failure, storms, uncollectable checks, theft of funds, enemy action or acts of God.

Oct 29, 71

Part 5 - Sales

4-501 Cash and Credit Sales. All purchases by individual commissary store patrons shall be made for cash, except where charge sales are specifically authorized in overseas areas by the Secretary of the Department concerned. Charge sales may be made to organizations and resale activities of the United States Armed Services.

Part 6 - Pricing Instructions

4-601 Statement of Policy. With due regard for commissary store operational expenses as outlined in paragraphs 4-404 and 4-407, merchandise available through commissary stores shall be sold at the lowest practicable price, except in those of the Army and Air Force which are required by statute to sell at cost price.

4-602 Establishment of Surcharge and/or Mark-Up. Since operational expenses will vary, each Military Department shall prescribe the percent of surcharge and/or mark-up to be assessed for merchandise available through commissary stores of that Department, to effect reimbursements as prescribed in paragraph 4-404. However, the amount of surcharge and/or mark-up assessed on commissary store sales by each Military Department shall be uniform to the maximum extent possible.

SECTION V

CRITERIA FOR DETERMINING THE ESTABLISHMENT, CONTINUANCE AND DISESTABLISHMENT OF COMMISSARY STORES

5-000 Scope of Section. The following criteria are established for the information and guidance of all concerned in determining the establishment, continuance and disestablishment of commissary stores in the United States, under the provisions of paragraphs 1-301, 1-302, and 1-303 of these Regulations.

Part 1 - Adequate Facilities

5-101 Categories Offered. The available commercial facilities must offer to the prospective patron the same departments normally found in commissary stores: groceries, meats, meat products, sea foods, dairy products, frozen fruits and vegetables, fresh fruits and vegetables, and authorized miscellaneous household items. It is not required that all these broad categories be incorporated in any one store, but they must be available from commercial sources within the immediate shopping area.

5-102 Selection of Individual Items. The commercial facilities must offer, in each of the categories enumerated above, a reasonable selection of items from better known, nationally or locally established brands. It is not intended that the selection contain only the finest quality items.

5-103 Commercial Facility Capacity. The commercial facility or facilities must have the capacity to serve all commissary patrons quartered on the installation and those quartered closer to the commissary store than to adequate commercial facilities. Commercial facilities which do not have the floor space, are below acceptable sanitary standards as determined by the installation commander, and those which do not sell meats and poultry (including products thereof) originating from official establishments and plants operating under Meat Inspection and Poultry Inspection Divisions, Consumer and Marketing Services, United States Department of Agriculture, will be considered inadequate.

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Part 2 - Convenient Location

5-201 Travel Time by Private Transportation. The store or shopping area must be located on an adequate hard-surfaced road network that is kept open the year around. Travel time by private conveyance under normal traffic conditions should not exceed ten minutes.

5-202 Travel Time by Commercial Transportation. If any patron quartered on the installation does not have private transportation, adequate commercial or military transportation is required. A one-way trip by commercial transportation, or military, if commercial is not available, should not exceed 15 minutes, and the interval between scheduled trips should not exceed 30 minutes.

5-203 Measurement of Travel Time. Travel time by private conveyance will be measured from the center of the quarters area under the control of the installation commander to the nearest adequate commercial facility. Where there is more than one such housing area, the number of quarters in each housing area will be multiplied by the travel time from the approximate center of each area, and the combined sum will then be divided by the total number of quarters to determine average travel time. Travel time by commercial transportation will be determined on the same basis, and the average time required to walk from the quarters to the bus stop, and from the bus stop closest to the commercial facility to such store, will be added thereto.

5-204 Limitation of Convenience Criteria. When less than 50 families are quartered on the installation or immediately adjacent thereto, commercial facilities will be determined convenient if travel time does not exceed 15 minutes by private conveyance or 20 minutes by public conveyance (commercial or military) operated on an hourly schedule. When no persons are quartered on the installation or immediately adjacent thereto, commercial facilities will be determined to be convenient.

Part 3 - Reasonable Prices

5-301 Competing Commercial Facilities. There should be sufficient facilities available in the community and within such distance of each other so as to permit free and open competition, which will allow prices to react in accordance with demand. There should be at least two comparable, competing facilities available. Stores belonging to the same food chain cannot be considered as competing facilities.

5-302 Determining Reasonable Commercial Prices. To determine whether commercial prices are reasonable, each commissary store will be provided with a list of standard items and quantities representing the annual food purchases of an average family, as computed by the Bureau of Labor Statistics, U. S. Department of Labor. Each commissary store will indicate thereon the unit and total cost (unit cost multiplied by weighting factor) of each item in the commissary store and in at least two commercial facilities selected as being the most adequate and convenient.

5-303 Determination of Price Differential. If the average total cost, less sales tax, of items and quantities listed in the two commercial facilities exceed by 20 percent the total cost in the commissary store, less individual store mark-up or applicable surcharge, the prices will be considered to be unreasonable.

Part 4 - Patronage Data

5-401 General. Secretaries of each Military Department shall accomplish a patronage survey to be conducted prior to completion of the Survey of Commercial Facilities and Commissary Stores. When two or more commissary stores are situated in the same geographic area, the installation commander will report only the estimated number of families, residing off the installation, who normally use the installation commissary store. Patronage Survey data required are as outlined below.

5-401.1 Military Families Quartered on the Installation. Data relating to military families quartered on the installation or residing immediately adjacent to the installation in quarters under the control of the installation commander.

5-401.2 Military Families Assigned to but Living Off the Installation. Data relating to military families assigned to, but living off the installation.

5-401.3 Active Duty Military Families Residing in the Area but Not Assigned. Data relating to estimated number of active duty military families (all Armed Forces) not assigned to the installation who regularly patronize the commissary store.

5-401.4 Civilian Personnel Quartered on the Installation. Data relating to number of civilian families authorized commissary privileges, residing on the installation in quarters under control of the installation commander.

5-401.5 Other Personnel. Data relating to estimated number of other families (e. g., retired military, widows, etc.) who are authorized commissary privileges.

5-401.6 Families Quartered on Installation Who Do Not Have Private Transportation. Data relating to the number of families quartered on the installation in quarters under the control of the installation commander who do not have a private vehicle.

Part 5 - Additional Information

5-501 Additional Information Required. The Secretary of each Military Department when requesting approval of new commissary stores for operation within the United States will provide the following information to the Assistant Secretary of Defense (Manpower and Reserve Affairs).

- a. Installation strength.
- b. Whether installation previously had a commissary store, and if so, reasons for closing.
- c. Whether an existing building will be used.
- d. Manpower requirement for operation of the store.

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- e. Capital outlay necessary for equipment.
- f. Optimum capacity of store in dollars per month.
- g. Percentage of optimum capacity at which the store will operate.
- h. Whether any other commissary store is available within a reasonable distance.
- i. Names of 2 commercial stores considered in making decision, and distance to each.
- j. Number of families who are or will be stationed on the installation.
- k. Number of potential patrons of the store.
- l. Travel time to the commissary store location computed in the same manner as travel time to commercial stores.

Phil A:

Do you have any
thoughts on what to
do with this problem.

P.



December 5, 1974

MEMORANDUM FOR: AMBASSADOR DONALD RUMSFELD

FROM: GENERAL RICHARD L. LAWSON

SUBJECT: White House Staff Mess

As I have noted to you in previous discussions, the requirement for the assignment of Navy Stewards to the Office of the Military Assistant to the President is derived from two basic support missions -- the support of normal day to day operations of the White House Staff Mess, Camp David, the Sequoia and the residence, and the support of the White House Emergency Plan (WHEP). Although this paper deals primarily with the operation of the White House Staff Mess, you should note that any decisions made regarding current Staff Mess operations might dictate corresponding changes in the means of supporting the WHEP.

The basis for the continued existence of the White House Staff Mess and its present method of operation remains that of the admittedly tenuous "precedent" discussed in Lieutenant Commander Todd's memorandum to me of October 1, 1973 (copy attached). Defense has been unable to provide any additional justification. The Staff Mess is not unique regarding overhead, operating expenses and salaries paid from appropriated funds. This is common practice for all military "closed" messes. Primarily, because of civilian membership, the White House Staff Mess is in a less defensible position.

The Staff Mess is a non-profit operation, thus does not generate a profit from its food service operation to cover overhead, salaries and operating costs. It is not billed for utilities and other costs directly related to its facilities; and, it is doubtful if GSA could extrapolate this information from total White House operating expenses.



Support for operating costs (china, glassware, flatware, service items, uniforms, laundry and drycleaning, etc.) are paid from Camp David appropriated funds and are budgeted at \$32,000 annually. All personnel are paid by the Navy from appropriated funds. Total annual costs for those directly involved in the Mess operation on a daily basis are \$569,539. Therefore, the annual dollar amount to operate the Mess on a reimbursable basis to the Navy would be \$601,539. This figure, of course, would represent "overhead" costs only. Obviously, inclusion of this cost in unit meal charges would necessitate a drastic increase in prices, driving a large number of customers away; again, forcing another increase to cover volume loss.

Approximately 50% of all food items served in and from the Mess are purchased from military commissary stores in the area, with the balance obtained from commercial wholesalers, etc. This enables the Mess to purchase basic items at reduced costs and serve meals to its patrons at a lesser price. This feature of the operation appears to be the one drawing the most lightning and is least defensible. It does have the effect of allowing individuals not entitled to commissary privileges to benefit from commissary prices, thereby raising the spectre of the American taxpayer "subsidizing" lunch for White House officials. It is also the one feature that could most easily be changed and, possibly, defuse the issue. Of course, this too would force a price increase, but it would be of more manageable proportions.

In weighing options concerning possible changes in the future operation of the Mess, consideration should be taken of those other functions performed by its personnel in addition to their normal duties in the dining rooms:

- WHEP Support
- Stewards detailed to support the President in the residence
- Support of the President's West Wing office, Cabinet Room and other working spaces utilized by the President
- Special services and catering to the White House offices on a case basis
- Room service for senior White House staff



- Food and beverage service for the President, First Family and their guests at:

Camp David
Presidential yacht SEQUOIA
Presidential trip sites (overnight hotel stops)
Reciprocal state luncheons and dinners (Tokyo, Martinique)

- Food and beverage service for the Vice President, Cabinet officers, Presidential assistants, key White House staff and support personnel at Camp David and on board the SEQUOIA

Regardless of the decision, certain of these functions would remain and would have to be performed by someone.

It would appear that the following are the options available with regard to the Staff Mess:

- Continue the operation as it now exists.
- Terminate purchases from military commissary stores and put the Mess on a self-sustaining basis.
- Reduce the scope and services provided (tray carry-out, room service, etc.) and thus reduce the number of military personnel assigned.
- Reimburse the Navy \$601,539 annually.
- Staff the Mess with civilians instead of military personnel.
- Turn the operation over to a civilian contractor service (similar to the one in EOB).
- Close the White House Staff Mess.

Copy to:
Mr. Buchen ✓



October 1, 1973

MEMORANDUM FOR: GENERAL LAWSON

FROM: LCDR TODD

SUBJECT: Navy stewards assigned to Presidential support

I. HISTORY.

The first Presidential yacht, USS DESPATCH, was assigned to President Rutherford B. Hayes in 1880. Although it may have occurred earlier, this is the first recorded instance of Navy steward support for the Commander-in-Chief. Since that time a boat or a number of boats and, hence, stewards, have been assigned almost continuously to Presidential support. (There was a gap, 1890 - 1897, during which no boat was assigned.)

In 1942 President Roosevelt established "Shangri-La" as a Presidential retreat. He directed that messing facilities at Camp be provided by Navy stewards from his yacht, WILLIAMSBURG. This established the precedent of stewards serving the President and his staff ashore.

In 1951 the Naval Aide to the President, Rear Admiral R. L. Dennison, established a Commissioned Officers' Mess (CLOSED)(Flag) at the White House. (Authorizing letter attached at TAB A.) Admiral Dennison's rationale follows:

"The Mess is necessary to provide suitable luncheon facilities for the military aides to the President and the immediate members of their staffs on duty at the White House. It is expected that the President may lunch in the Mess occasionally, and also other members of his staff." *

Original Mess membership was thirty-three, eight military and twenty-five civilians. It was staffed by three stewards detailed to the White House from the yacht WILLIAMSBURG.

As the Mess expanded, so did the steward complement. Examples of Mess membership are:



January 1954	(Eisenhower)	- 60 members
July 1956	(Eisenhower)	- 100 members
April 1957	(Eisenhower)	- 37 members
January 1961	(Kennedy)	- 44 members
January 1963	(Kennedy)	- 114 members
August 1965	(Johnson)	- 140 members
January 1969	(Nixon)	- 108 members
September 1973	(Nixon)	- 178 members

Originally all were full Mess members, but categories varied over the years according to administration, with privileges varying by grouping.

The secretary carry-out service first started during the Johnson Administration when certain secretaries were so indispensable that they could not be released for lunch. At first it was only a handful, then one per office as it became something of a status symbol to have an indispensable secretary. The Macke machines in the west wing were installed in an effort to reduce the infighting, but then it became an issue of nutrition and hot, balanced meals. As it stands today, all secretaries in the West Wing are entitled to carry-out service. We serve as many meals to secretaries (75 per day) as staff members and guests combined.

As far as it can be determined, President Nixon is the first to have stewards permanently assigned to other residences. Other presidents have had considerable steward support when travelling. President Johnson had a guest house at his ranch staffed by Air Force stewards; Navy stewards remained at the ranch to assist Mrs. Johnson with social obligations on her extended visits.

The practice of private parties sponsored by the Mess has a rather obscure origin. It was most likely done informally from the inception of the Mess; formalized procedures were established during this Administration coincident with the opening of the Conference Dining Room. The service has never been advertised, but it has been available at the Assistant/Counsellor level. Stewards were never paid in the White House until recently when you directed that they be paid after working hours for other than official functions. They have always been paid for unofficial functions outside the White House.

II. DISCUSSION.

A. Civilian members of the Mess. There is no legal basis for civilian members of a Navy Closed Mess. Privileges may be extended



to civilians in certain overseas or hardship areas or to some personnel in a transient status (NAVPERS 15951, para 402). Justification for civilian participation was attempted from the beginning, but with little apparent success. An internal document from the Office of the Judge Advocate General (TAB B) treats this matter and arrives at no definite conclusion. A recent verbal opinion solicited from JAG via the Secretary of the Navy's office indicates that there is no change from the 1951 opinion, except that we now have 22 years of precedent on our side.

B. Food procurement. When LCDR Jackson first reported to the White House, there was little or no coordination among the Staff Mess, the household, SEQUOIA or Camp David concerning food procurement. To assure standardized quality and to benefit from the economics of volume buying, LCDR Jackson was named Food Coordinator for the White House. The Mess is required (NAVPERS 15951, para 1221(a)) to take maximum advantage of the Navy's purchasing system, including commissaries. When catering an event, the Mess charges the sponsor for food and beverages at cost. This practice has the effect of allowing an individual not entitled to commissary privileges to indirectly benefit from commissary prices. Raising prices to approximately equal civilian retail prices would place the Mess in the position of reselling commissary goods at a profit, a legally questionable tactic.

C. Security. When the President travels it is imperative that cleared personnel are readily available to prepare and serve his food and, in some cases, that of his staff. Other arrangements would complicate already difficult security procedures. Permanent assignment of stewards at Key Biscayne and San Clemente is justified from both a security and economical point of view. According to Mr. Jackson, it is less expensive to have a man assigned full time than to pay travel and per diem to the numbers of stewards necessary for preparation prior to Presidential visits.

D. Carry-out service. Using stewards to prepare food for secretary carry-out service is, again, not easily justified. On the other hand, if we can serve civilians in the Mess, we can provide carry-out service to secretaries. Ron Jackson prefers to retain this service since the volume assists the economics of his operation. Previous experience indicates that it must either be eliminated or open to all; enforcement problems and irritated sensibilities make any other alternative unacceptable.



III. RECOMMENDATIONS.

A. Civilian members of the Mess. Although the strongest argument for this arrangement is precedent, and legal justification is tenuous at best, it is recommended that we retain the status quo. We should continue to answer all inquiries in a straightforward and open manner. The White House Navy Mess, as the press calls it, is a matter of common knowledge.

B. Food procurement. Ron Jackson should continue in his role of food coordinator, buying from both commercial and commissary sources. It is recommended that he continue to cater official functions and provide food and beverages at cost plus a reasonable service charge. Doing otherwise complicates his bookkeeping and raises legal questions of commissary resale.

C. Security. It is recommended that we retain permanent stewards at Key Biscayne and San Clemente. Presidential security in the area of food service is absolutely essential. I will obtain for the record precise figures from Ron Jackson detailing the economic advantages of permanent stewards at the residences.

D. Carry-out service. Retain carry-out service with the understanding that should a reduction in the messing operation be required, this will be the first casualty.

* RADM R. L. Dennison letter to the Chief of Naval Personnel
dtd 24 April 1951

Copy to:
Reading File
TST:wfc





BUREAU OF NAVAL PERSONNEL
WASHINGTON 25, D. C.

IN REPLY REFER TO
Pers-G12-MEB

From: Chief of Naval Personnel

To: Naval Aide to the President
The White House
Washington, D.C.

Subj: Establishment of the Commissioned Officers' Mess CLOSED (Flag),
Naval Aide to the President, The White House, Washington, D.C.;
approval of

Ref: (a) Naval Aide to the President ltr of 24 Apr 1951
(b) BuPers Regs for CommOff and WarrOff Messes Ashore, 1947
(NavPers 15732)

Encl: (1) Two copies of ref (b) with changes thereto

1. In accordance with the request contained in reference (a), the establishment of the Commissioned Officers' Mess CLOSED (Flag), Naval Aide to the President, The White House, Washington, D.C., is hereby approved.

2. The Mess shall be operated in accordance with reference (b) and amplifying directives.

F. W. McMahon
Deputy Chief of Naval Personnel



TAB A

13 APR 1951

MEMORANDUM

From: Director, Division II
To: Judge Advocate General
Subj: Commissioned Officer's Mess in The White House
Ref: (a) Act of August 2, 1946, C. 756, Sec. 16(b), 60 Stat. 855
34 U.S.C. 915b)
(b) Article 0441-6 U.S. Navy Regulations, 1948
Encl: (1) Bureau of Naval Personnel Regulations For Commissioned
Officers and Warrant Officers' Messes Ashore, 1947

1. You have orally requested the opinion of this Division as to whether Admiral Dennison may establish a Navy Mess in the White House and, if so, in what manner.
2. By telephone Admiral Dennison supplied the following information:
 - (a) There are at present only two naval officers regularly assigned to the White House.
 - (b) The Mess would be limited to the serving of lunch.
 - (c) Officers of the other military services would be invited to participate.
 - (d) There would be approximately 20 individuals participating in the mess, a majority of whom would be civilians.
 - (e) There is at present an informal mess (luncheon) in operation.
 - (f) It would be necessary to have assigned three or four steward's mates.
 - (g) Some additional galley equipment and gear would be necessary.
3. Reference (a) impliedly prohibits the assignment of enlisted naval personnel to duty in a service capacity except in a duly authorized officers' mess and reads in pertinent part:

"(b) Enlisted naval personnel may be assigned to duty in a service capacity in officers' messes and public



TAB B

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. No provision of law shall be construed as preventing the voluntary employment in any such capacity of a retired enlisted person or a transferred member of the Fleet Reserve without additional expense to the Government."

4. By reference (b) the Secretary of the Navy delegated to the Chief of Naval Personnel "technical control" over "Officers', midshipmen's, aviation cadet's and chief petty officer's messes ashore; and all clubs of the Navy". Under such delegation of authority the Chief of Naval Personnel issued Regulations for Commissioned Officers' Messes Ashore (enclosure (1)). A Commissioned Officers' Mess may be established only with the approval of the Chief of Naval Personnel and a request for authorization to establish a mess should be forwarded via official channels in accordance with section 204 of the Regulations.

5. Section 103 of enclosure (1) reads as follows:

"Official character. All commissioned officers' organizations covered by these regulations shall be officially designated as Commissioned Officers' Messes, but no organization shall be so designated unless three or more officers are regular members thereof."



As stated in paragraph 2(a) above, there are only two naval officers who would be regular members of the proposed mess. However, this Division has been informed by telephone (LCDR Clayton, Head of the Officers' Messes Branch of BuPers) that the term "officer" may be construed to include an officer of another military service, but not a civilian.

6. It would appear from the above stated facts that Admiral Dennison is desirous of establishing a "Closed" Mess (which provides food service) as distinguished from an "Open" Mess (which provides for social and recreational needs). (See section 300 and 400 of enclosure (1)). Moreover, section 405 of enclosure (1) states that in an "Open" Mess the detailing of enlisted personnel or employment of civil service personnel paid from appropriated funds is prohibited. If it is to be a "Closed" Mess, section 302 and 303 of enclosure (1) would limit the participation by civilians to that of "guests" and then only if they are in a transient status. This Division is further informed that a new set of Officers' Mess Regulations have been prepared and will be placed in effect within a month. Such Regulations further define a "transient civilian" as one present on the station not to exceed 5 days.

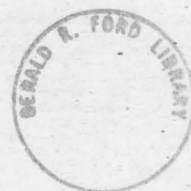
7. In view of the foregoing, it is the opinion of this Division that there is no statute or regulation prohibiting the establishment of a Commissioned Officers' Mess in the White House if established in accordance

with enclosure (1) for the benefit of military personnel solely. Since it appears that there are more than three officers (counting all branches of the Defense Establishment) who may be regular members of a mess at the White House, the requirements of section 103, supra, would be fulfilled. It is the further opinion of this Division, however, that, if civilians are to participate in the mess, it would be in conflict with the Act of August 2, 1946 (reference (a)) and the above Regulations for Commissioned Officers' Messes Ashore (enclosure (1)). An extension of the mess aboard the President's Yacht "Williamsburg" would be in conflict with the same statute and regulations as above unless it was to benefit solely military personnel.

3. In any event, the final authorization to establish a Commissioned Officers' Mess will be made by the Chief of Naval Personnel upon formal request made by Admiral Dennison pursuant to section 204 of the Regulations. It would appear that the Chief of Naval Personnel may, in his discretion, make an exception to his own Regulations but may not legally waive the requirements of the Act of August 2, 1946, supra.

Very respectfully,


ROBERT D. POWERS, JR.



W.H. Moss

THE WHITE HOUSE
WASHINGTON

Phil A:

Suggest you find
out from Cheney
if any decision
is in early prospect.
In that case, I
have made some notes
as a basis for a memo
to him.

P.



Phil B — Thoughts

PA

12/13/74

1. Can or should Defense Department regulations be changed to permit commissary sales to the White House and the White House Office? *If not, buy supplies on open market. Also, let's recommend regular purchases*
2. The propriety of Naval stewards acting as servants for the President and for his staff is not entirely clear.
Relation of size of manpower and their special training ought to be to contingency emergency ought to be clearly established though not published
3. The scope of the Mess operations--particularly room service for senior staff--seems undesirable and unnecessary to me.
Agree
4. If any service is to be retained, the most appealing candidate is the provision of carry-out service for secretaries. That the privileges of the Mess are extended not only to "high executives" but to virtually everybody working in the White House is more publicly appealing.
Agree

My instinct

- Make sure purchasing is regular
- Reduce room service etc.
- Let the word go out that the Mess supplies secretaries etc.
- Resist disclosing personnel budget on the grounds that appointment is too complex in view of the Stewards' Presidential and mobilization functions.



THE WHITE HOUSE
WASHINGTON

June 23, 1975

Eva,

**This is for champagne at the
Kennedy Center.**

PHILIP W. BUCHEN
703 CAMBRIDGE BOULEVARD, S.E.
GRAND RAPIDS, MICHIGAN 49506

No. 335

June 28 1975 $\frac{74.5}{724}$

PAY TO THE
ORDER OF

White House Staff Mass

\$16.00

Sixteen and

$\frac{00}{100}$

DOLLARS

FOR Kennedy Center, May 9, 10, & 19

OLD KENT
BANK AND TRUST COMPANY
GRAND RAPIDS, MICHIGAN

Philip W. Buchen

