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

FEDERAL PERSONNEL AND  
COMPENSATION DIVISION

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AUGUST 15, 1980

The Honorable Edward Hidalgo  
The Secretary of the Navy

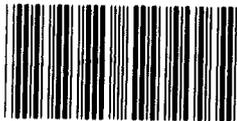
Dear Mr. Secretary:

Subject: [Recruiting Management in the United States  
Navy Recruiting Command](FPCD-80-60)

We recently reviewed recruiting management in the United States Navy Recruiting Command at the request of the Chairman, Subcommittee on Manpower and Personnel, Senate Armed Services Committee. We also reviewed recruiting management in the other services and in the National Guard and have issued separate reports to each of the other service Secretaries, the Commandant of the Marine Corps, and the Chief of the National Guard Bureau.

We are also preparing two reports to the Congress addressing (1) the recruiting decisionmaking processes in the Office of the Secretary of Defense and the service headquarters (including the Air National Guard and the Army National Guard) and (2) the extent and causes of, and the potential for, correcting recruiter malpractice. At the same time, we are sending a summary of our work to the Chairman, Senate Subcommittee on Manpower and Personnel.

We included in our review selected recruiting activities performed at command headquarters, the 3rd and 7th area commands, and selected recruiting districts located in Albuquerque, New Mexico, and Nashville, Tennessee. At these offices, we examined documentation and interviewed officials, including recruiters, concerned with management and production. We also observed your Standardization Audit Team (SAT) inspection at the Recruiting District in Louisville, Kentucky.



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We noted that the Navy had taken positive steps to improve recruiting operations, including establishing standard operational procedures and the Standardization Audit Team to insure that such procedures are being carried out effectively. We also observed that your Freeman Plan and Enlisted Tracking System appeared to be useful management tools for overseeing recruit quality results and potential incidents of recruiter malpractice.

We found some situations which, if unaddressed, could hamper effective recruiting operations. The areas in which we noted problems were:

- Recruiters' quality of life.
- Treatment of urban versus rural recruiters.
- Control operations.
- Delayed Entry Program usage.
- Recruiter training.

#### RECRUITERS' QUALITY OF LIFE

We noted some actions that the Navy and the Congress should take to improve the quality of life of recruiters. These actions include providing monetary assistance to recruiters to overcome excessive costs of such necessities as housing, utilities, automobile insurance, property taxes, and food.

Information provided by the Navy Recruiting Command shows that recruiters paid between \$4,360 and \$7,900 a year (depending on where they lived) for utilities, property taxes, auto insurance, and food.

On the average, recruiters in enlisted grades E5 to E9 receive annually about \$1,400 in special duty pay, \$1,300 in subsistence, and between \$2,200 and \$3,500 for quarters allowance. Thus, some recruiters have been "out-of-pocket" as much as \$1,700. The Department of Defense has taken several initiatives which may offset some of these differences, ranging from a proposal to accelerate special-duty pay to a proposal to increase family-based housing rental limits. These initiatives are now under congressional

consideration. A favorable congressional vote on these items would improve the quality of life for the recruiter. Other changes may be possible without congressional approval.

We urge the Navy to continue its attempts to upgrade the recruiters' quality of life. In our view, the failure to provide greater assistance is having detrimental effects on recruiter's performance and is resulting in personal hardships and in a poor image of the Navy recruiting program.

#### TREATMENT OF URBAN VERSUS RURAL RECRUITERS

The Navy may be favoring urban recruiters over rural recruiters in terms of being able to meet their assigned goals of four or more new contracts each month. At one location, our analysis showed that during fiscal year 1979 rural recruiters achieved an average of 3.33 new contracts, compared to an average of 4.75 contracts for recruiters in metropolitan areas. Other records showed that 85 percent of the metropolitan recruiters achieved assigned goals of four new contracts or more each month, whereas only 24 percent of rural recruiters achieved this goal. We recognize that the Navy Recruiting Command is attempting to counter this situation by developing more refined methods of goal allocations. We endorse this effort and believe the Navy should insure removal of such rural/urban inequities.

#### CONTROL OPERATIONS

The Navy has numerous controls for preventing and detecting recruiting irregularities. When the recruiter, recruiter-in-charge, zone supervisor, processing clerk, and classifier do their jobs properly, processing errors or irregularities may be eliminated; when they do not, the Recruiting Command's SAT is likely to discover the errors.

SAT is composed of officers and enlisted men who volunteer to serve on SAT, are functional experts, and have proven to be outstanding recruiters. The Navy closely screens and trains them.

SAT uses a standard audit program that allows it to audit about 2,500 items in each recruiting district. Not only does it formally assess recruiting performance, but it also provides informal guidance, assistance, and training to a large portion of the Navy's production and processing personnel. SAT also makes its audit approach available to higher command management.

In March 1980, we monitored a SAT audit at the Recruiting District in Louisville. We observed the thoroughness of a SAT review and became familiar with the type of discrepancies needing corrective action. These discrepancies were brought to management's attention. Some observations SAT made included:

- The Recruiting District maintained inadequate training records.
- Poor controls existed over the use of the facsimile signature stamp.
- The Recruiting District had not certified recruiters as being qualified.

As of June 1980, SAT had reviewed the operations of 40 of 43 recruiting districts and 2 of 6 area commanders' staffs. SAT will audit three additional districts by September 1980. SAT teams are doing a fine job in improving the recruiting management. But the Navy should expand its operations to allow more frequent visits (at least once a year) to the recruiting districts.

#### DEP USAGE

The Navy could eliminate some controls, especially in the post-enlistment verification program, by increasing its use of Delayed Entry Program (DEP). The post-enlistment verification program includes verifying, on a sample basis, mental test scores, physical examinations, educational attainment, and moral information recorded for enlistees during the enlistment process. If the Navy placed more emphasis on DEP, it could move these controls to the initial stages of enlistment, rather than the training phase, and thereby eliminate duplicative testing.

New enlistees who have been in DEP for several months are likely to have a better chance of completing a full contracted tour of duty than enlistees who have not been in DEP. As a Center for Naval Analyses study shows, enlistees who have been in DEP for 2 to 3 months stay longer in the service than those in DEP 1 month or less. Increased use of DEP would also reduce attrition costs.

The Navy Recruiting Command is now emphasizing DEP and expects each district and area to have 65 percent of the current months' ships (i.e., people who are entering the

service) come from DEP. Because of command emphasis, the Navy has greatly improved its DEP position over the past year. The Navy could realize more benefits, however, if it placed even greater emphasis on DEP.

RECRUITER TRAINING

In its study of the training program, the Recruiting Command identified various weaknesses in the following areas:

- Curricula development and documentation.
- Instructional materials and staff.
- Student selection and counseling.
- Testing and evaluation.
- Adequacy of training.
- Applicability of training.

From this study, the command developed an implementation plan for establishing a comprehensive recruiter orientation and training program. The program will provide for field orientation, periodic training, and evaluation to monitor and refresh recruiters throughout their tour of duty. Our discussions with personnel and our review of documentation available at the locations visited confirmed that the Navy could improve recruiter training. We urge you to consider the Recruiting Command's proposals for a revised training program.

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We are pleased with the cooperation we received during our review from people in the various organizational levels associated with Navy recruiting. Where we identified potential problems, the Recruiting Command provided an immediate response and, in many cases, took corrective action.

We look forward to a continued cooperative working relationship in the future.

Sincerely yours,



H. L. Krieger  
Director