



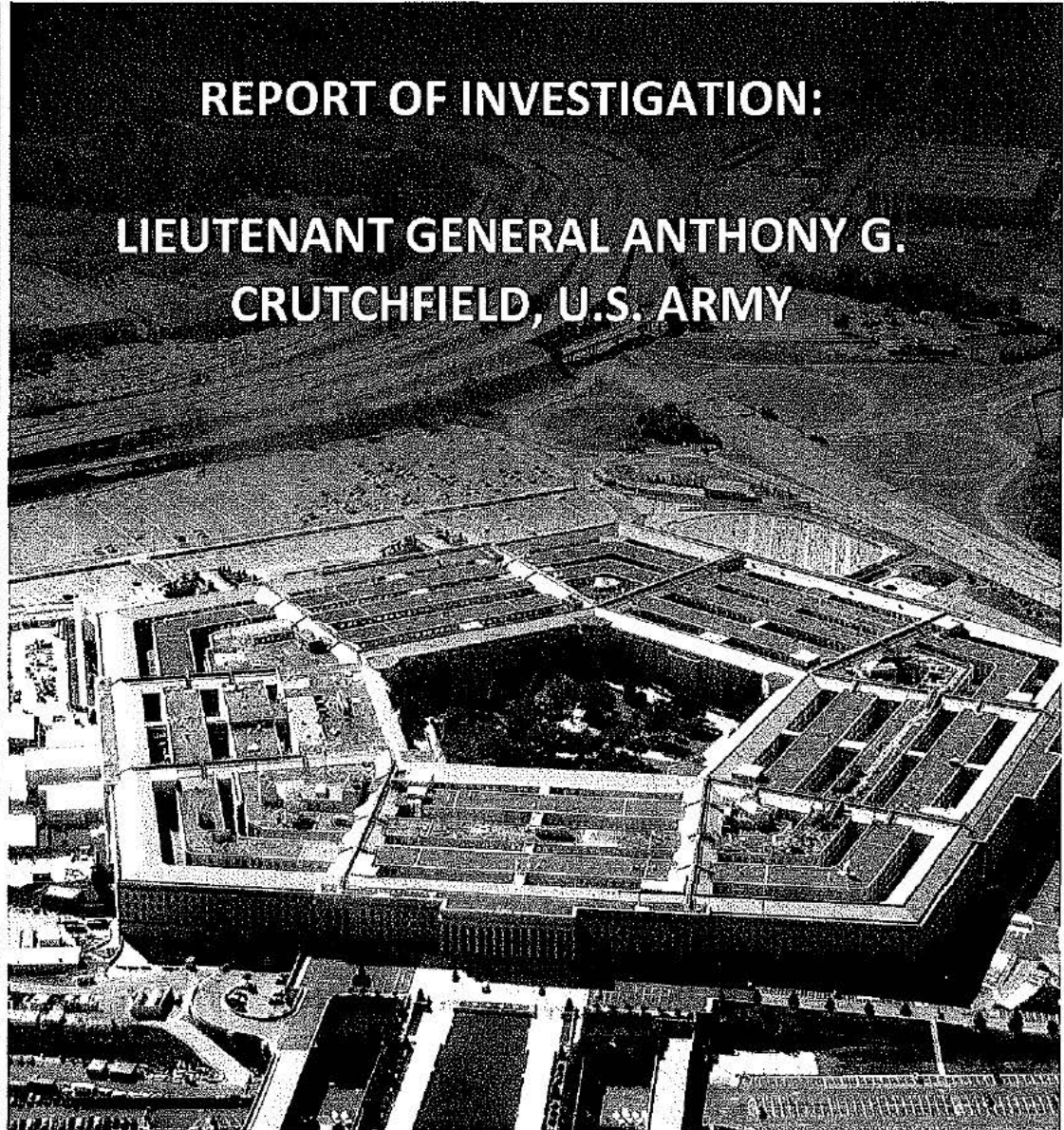
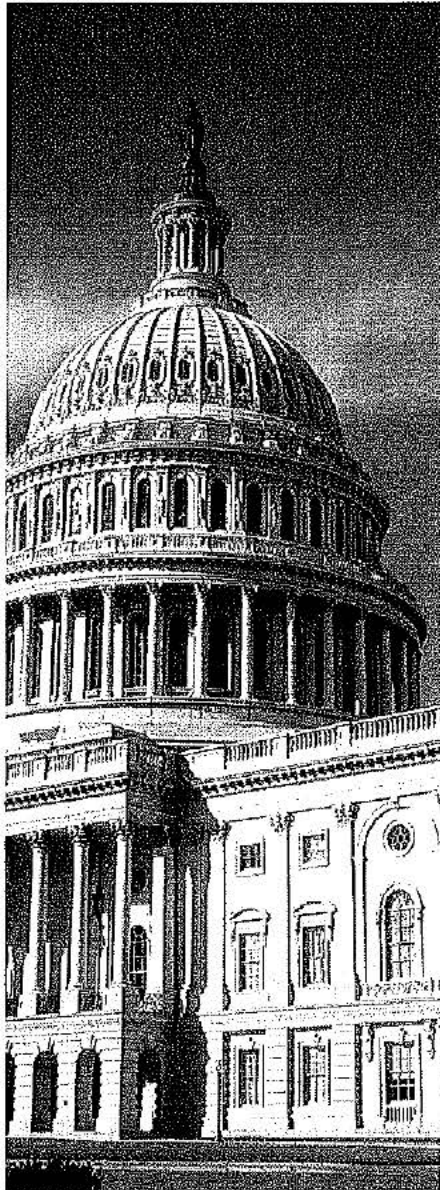
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INVESTIGATIONS OF SENIOR OFFICIALS

INSPECTOR GENERAL

U.S. Department of Defense

June 15, 2015



REPORT OF INVESTIGATION:

**LIEUTENANT GENERAL ANTHONY G.
CRUTCHFIELD, U.S. ARMY**

INTEGRITY ★ EFFICIENCY ★ ACCOUNTABILITY ★ EXCELLENCE

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INSPECTOR GENERAL
DEPARTMENT OF DEFENSE
4800 MARK CENTER DRIVE
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JUN 15 2015

MEMORANDUM FOR INSPECTOR GENERAL

SUBJECT: Report of Investigation Concerning Lieutenant General Anthony G. Crutchfield, U.S. Army (Case Number 20140815-027029)

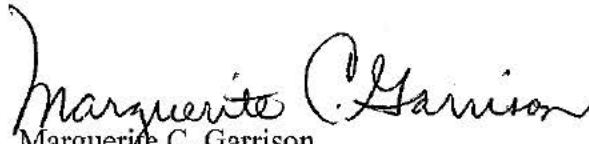
We recently completed our investigation to address an allegation that Lieutenant General (LTG) Anthony G. Crutchfield, U.S. Army, conducted official travel for predominantly personal reasons, which resulted in a waste of Government resources.

We substantiated the allegation. We conclude LTG Crutchfield conducted official travel to Alabama for predominantly personal reasons, specifically to have his promotion ceremony at Fort Rucker rather than at his duty station in Hawaii. We also conclude that LTG Crutchfield's travel to his preferred promotion ceremony location resulted in a waste of Government resources.

We found LTG Crutchfield desired to hold his promotion ceremony at Fort Rucker rather than in Hawaii. We determined that although a promotion ceremony is an authorized activity when conducted according to applicable regulations, LTG Crutchfield arranged a 7-day detour to Alabama at Government expense en route to Washington, D.C., to accommodate his preference to hold his promotion ceremony at Fort Rucker.

In accordance with our established procedure, we provided LTG Crutchfield the opportunity to comment on the initial results of our investigation. In his response, dated April 8, 2015, LTG Crutchfield contested our preliminary findings and conclusions. After carefully considering LTG Crutchfield's response, we stand by our conclusions. The report of investigation is attached.

We recommend the Secretary of the Army consider appropriate corrective action with regard to LTG Crutchfield.


Marguerite C. Garrison
Deputy Inspector General for
Administrative Investigations

**REPORT OF INVESTIGATION:
LIEUTENANT GENERAL ANTHONY G. CRUTCHFIELD, U.S. ARMY**

I. INTRODUCTION AND SUMMARY

We initiated this investigation to address an allegation that Lieutenant General (LTG) Anthony G. Crutchfield, U.S. Army, Deputy Commander, U.S. Pacific Command (USPACOM), conducted official travel for predominantly personal reasons, which resulted in a waste of Government resources.¹ An anonymous complaint alleged LTG Crutchfield "invented a way to get a free plane ticket" to travel from USPACOM in Hawaii to Fort Rucker, Alabama, for his promotion ceremony. If substantiated, this conduct would violate the Joint Federal Travel Regulations, Volume 1, "Uniformed Service Members," and DoD 5500.07-R, "Joint Ethics Regulation (JER)."

We substantiated the allegation.

We conclude LTG Crutchfield conducted official travel to Alabama for predominantly personal reasons, specifically to have his promotion ceremony at Fort Rucker rather than at his duty station in Hawaii. We also conclude that LTG Crutchfield's travel to his preferred promotion ceremony location resulted in a waste of Government resources.

LTG Crutchfield testified he desired to hold his promotion ceremony at Fort Rucker rather than in Hawaii. We found the Secretary of Defense signed LTG Crutchfield's nomination on January 2, 2014, and the White House received it on January 6, 2014. On the same date, LTG Crutchfield's staff contacted Squadron Officer School (SOS) personnel to request an invitation for LTG Crutchfield to speak at the SOS at Maxwell Air Force Base (AFB), Alabama (AL), at the end of May 2014. We found LTG Crutchfield had declined a previous invitation to speak at the SOS in 2013. The SOS could not accommodate LTG Crutchfield's request to speak in May 2014.

On February 5, 2014, the President forwarded LTG Crutchfield's nomination to the Senate. We found that on the following day, February 6, 2014, LTG Crutchfield's staff contacted SOS and requested an invitation for LTG Crutchfield to speak on a date during June 3-5, 2014. The SOS agreed to host LTG Crutchfield in early June and sent him the requested invitation.

We found that in early 2014, LTG Crutchfield and his staff contacted Fort Rucker personnel to arrange his promotion ceremony for June 6, 2014. We found LTG Crutchfield's Aide-de-Camp (Aide) emailed the Fort Rucker Secretary of the General Staff (SGS) on February 20, 2014, discussing several details of the promotion ceremony, including: use of the Army Aviation Museum for the ceremony; invitation list; delivery of invitations; ceremony

¹ Events at issue in this investigation began while Lieutenant General (LTG) Crutchfield was a Major General and Chief of Staff, U.S. Pacific Command. We will refer to him in this report by his current rank.

participants; purchasing gifts and flowers; identifying a person to give the invocation; the order of a receiving line; and planning the ceremony reception. Two months later, LTG Crutchfield's Aide requested Fort Rucker add several informal and "hasty meetings" with Soldiers to LTG Crutchfield's Fort Rucker itinerary.

We found LTG Crutchfield departed Hawaii on June 2, 2014, for travel to Maxwell AFB, AL; Fort Rucker, AL; and Washington, D.C. The purpose of his travel to Washington, D.C., was to attend meetings with DoD and Joint Staff principals at the Pentagon. We found LTG Crutchfield's travel to Maxwell AFB and Fort Rucker consisted of 7 days in a temporary duty (TDY) status in Alabama, incurring per diem, lodging, and rental car costs for himself and his Aides.² We found LTG Crutchfield conducted approximately 7 hours of meetings at Maxwell AFB and Fort Rucker. We found that on Friday, June 6, 2014, LTG Crutchfield held his promotion ceremony, and on Saturday and Sunday, June 7-8, 2014, his itinerary reflected "Executive Time." He departed Fort Rucker on Monday, June 9, 2014, for travel to Washington, D.C. We found no other meetings, briefings, or official business that he conducted during the 7 days of TDY in Alabama en route to Washington, D.C.

The Joint Federal Travel Regulations (JFTR) authorizes travel when necessary to conduct official Government business. An Office of Government Ethics (OGE) decision supplements the guidance by adding that a "bona fide official activity" must be the predominant purpose of a trip for travel to be official. A Comptroller General Decision adds that official business cannot be only remotely or incidentally associated with a particular trip.

DoD 5500.07-R, "Joint Ethics Regulation (JER)," states Government employees have an affirmative responsibility to protect and conserve Federal resources. Failure to do so is waste. Comptroller General guidance defines waste as mismanagement, inappropriate action, or inadequate oversight of Government funded activities by those who have control over or access to Government resources.

LTG Crutchfield testified he "desired" to hold his promotion ceremony at Fort Rucker, AL, rather than his duty station in Hawaii. We determined the predominant purpose of LTG Crutchfield's travel to Alabama was to accommodate his personal preference to hold his promotion ceremony thousands of miles from his duty station using Government funded travel. LTG Crutchfield directed his staff to schedule and arrange his promotion ceremony at Fort Rucker, and he personally contacted Fort Rucker to communicate his preferences. In order to secure an official purpose and therefore Government funding for travel to Fort Rucker, LTG Crutchfield's staff solicited an invitation to speak at Maxwell AFB in Alabama near Fort Rucker only after his nomination was forwarded to the White House. His staff solicited the speaking invitation to coincide with his projected promotion ceremony date.

² LTG Crutchfield was accompanied by his Aide-de-Camp (Aide) and the Aide's incoming replacement. His current Aide assumed duty in May 2014 and transitioned with her predecessor (former Aide) who left the position in June 2014.

The ceremony was the only stated purpose for his visit until April 2014 when LTG Crutchfield directed his staff to add informal and "hasty meetings" with Fort Rucker personnel to his itinerary.

We determined that LTG Crutchfield's speaking engagements at Maxwell AFB and Fort Rucker were only remotely and incidentally associated with his travel to Alabama. Although a promotion ceremony is a bona fide official activity when conducted according to applicable regulations, we determined LTG Crutchfield's choice to hold his promotion ceremony away from his duty station was a personal preference and not based on an official purpose. Accordingly, the purpose of LTG Crutchfield's travel to Alabama was predominantly personal. We determined LTG Crutchfield arranged speaking engagements in an attempt to characterize his travel to those locations as official Government business in order to secure Government-funded travel to Alabama for his promotion ceremony.

LTG Crutchfield was expected to attend briefings in Washington, D.C., following his promotion. We determined LTG Crutchfield's travel to Washington, D.C., was for an official purpose. However, LTG Crutchfield's 7-day detour to Alabama at Government expense en route to Washington, D.C., to accommodate his preference to hold his promotion ceremony at Fort Rucker, was not an official purpose.

We further determined LTG Crutchfield wasted Government resources when he conducted predominantly personal travel to Alabama for his promotion ceremony. LTG Crutchfield's detour to Maxwell AFB and Fort Rucker while en route to Washington, D.C., consisted of 7 days in a TDY status in Alabama, incurring per diem, lodging, and rental car costs for himself and his two Aides. We determined LTG Crutchfield conducted only 7 hours of meetings at Maxwell AFB and Fort Rucker combined over his 7-day TDY travel in Alabama. He also remained in a TDY status at Lake Tholocco Lodging at Fort Rucker at Government expense over the weekend of June 7-8, 2014. His itinerary reflected only "Executive Time." He did not continue his travel to Washington, D.C., until Monday, June 9, 2014.

By letter dated March 9, 2015, we provided LTG Crutchfield the opportunity to comment on the results of our investigation. In his response, via his counsel, dated April 8, 2015, LTG Crutchfield disagreed with our preliminary findings and conclusions. He asserted that he did not conduct travel to Alabama for predominantly personal reasons and he was "not guilty of wasting government resources."³

After reviewing the matters LTG Crutchfield presented, obtaining additional testimony, and reexamining the evidence, we stand by our conclusions.

We recommend that the Secretary of the Army consider appropriate corrective action with regard to LTG Crutchfield.

³ While we have included what we believe is a reasonable synopsis of Lieutenant General (LTG) Crutchfield's response, we recognize that any attempt to summarize risks oversimplification and omission. Accordingly, we incorporated LTG Crutchfield's comments where appropriate throughout this report and provided a copy of his response to the Secretary of the Army together with this report.

This report sets forth our findings and conclusions based on a preponderance of the evidence.

II. BACKGROUND

USPACOM is a combatant command that integrates 360,000 U.S. Army, Navy, Air Force, and Marine Corps forces and civilian personnel to achieve U.S. national security objectives while protecting national interests. USPACOM's area of responsibility (AOR) encompasses about half the earth's surface from the west coast of the United States to India and from Antarctica to the North Pole. LTG Crutchfield served as USPACOM Chief of Staff from September 2012 to June 2014. On June 6, 2014, he assumed duties as Deputy Commander, USPACOM, and received his promotion to his current rank. As Deputy Commander, LTG Crutchfield assists the Commander, USPACOM, in executing duties as the senior U.S. military authority in the AOR.

Before serving at USPACOM, LTG Crutchfield was the Commanding General of the United States Army Aviation Center of Excellence (USAACE) at Fort Rucker. The mission of USAACE is to train, educate, and develop Army aviation professionals and integrate aviation assets in support of commanders and Soldiers on the ground.

III. SCOPE

We interviewed LTG Crutchfield and 15 witnesses. We also reviewed Government emails, travel documents, and applicable regulations.

IV. FINDINGS AND ANALYSIS

Did LTG Crutchfield conduct official travel for predominantly personal reasons and waste Government resources?

Standards

Joint Federal Travel Regulations, Volume 1, Uniformed Service Members, dated April 1, 2014

Chapter 4, "Temporary Duty Travel," Part A: "General, U4000 Justification," Paragraph A "Authorization/Approval," states a temporary duty assignment may be authorized only when necessary to conduct official Government business.

Comptroller General Decision

In applying the above standard, we also considered a decision by the Comptroller General of the United States, which states:

For employees of the Government to be entitled to the expenses or allowance authorized by statute and regulation, the travel must be essentially for the furtherance of Government business, and it is not enough that official business is remotely or incidentally associated with the particular trip. Comptroller General B-121118 (March 22, 1955)

Office of Government Ethics Guidance

We also considered guidance from the Director, OGE, regarding this matter. An OGE memorandum, dated March 23, 1992, required that a "bona fide official activity" be the predominant purpose of travel for the trip to be official.

DoD 5500.07-R, "Joint Ethics Regulation," August 30, 1993, including changes 1-7 (November 17, 2011)

The JER provides a single source of standards of ethical conduct and ethics guidance for DoD employees. Chapter 2 of the JER, "Standards of Ethical Conduct," incorporates Title 5, Code of Federal Regulations, Part 2635, "Standards of Conduct for Employees of the Executive Branch," in its entirety.

Subpart A, "General Provisions," Section 2635.101, "Basic obligation of public service," states in paragraph (b)(9) employees shall protect and conserve Federal property and shall not use it for other than authorized activities.

Section 2635.704, "Use of Government property," states: "An employee has a duty to protect and conserve Government property and shall not use such property, or allow its use, for other than authorized purposes." The section defines Government property as "any right or other intangible interest that is purchased with Government funds." Under these provisions, employees have an affirmative responsibility to conserve resources. In most instances, an allegation that an employee has failed in that responsibility is presented as an allegation of waste.

Comptroller General Definition

The Comptroller General has defined "waste" as follows:

Waste involves the taxpayers as a whole not receiving reasonable value for money in connection with any Government funded activities due to an inappropriate act or omission by players with control over or access to Government resources. Importantly, waste represents a transgression that is less than fraud and abuse and most waste does not involve violation of law. Rather, waste relates to mismanagement, inappropriate actions, or inadequate oversight. Comptroller General GAO-07-788CG (April 16, 2007)

Facts

Promotion Events

On September 25, 2013, the Secretary of Defense (SECDEF) approved the nomination of LTG Crutchfield to his current rank. LTG Crutchfield submitted information in support of his nomination to the Senate Armed Services Committee (SASC) on October 16, 2013.

On January 2, 2014, SECDEF signed the formal recommendation to nominate LTG Crutchfield and forwarded the recommendation to the White House. On January 6, 2014, the White House received the recommendation. On February 5, 2014, the President of the United States nominated LTG Crutchfield for his current rank and forwarded the nomination to the SASC. On February 10, 2014, the SASC received the nomination. On May 21, 2014, the SASC submitted the nomination to the U.S. Senate for a vote. The U.S. Senate approved LTG Crutchfield's appointment to LTG and assignment as Deputy Commander on May 22, 2014. On June 6, 2014, LTG Crutchfield was promoted to his current rank and assumed duties as Deputy Commander, USPACOM.

LTG Crutchfield testified that he learned he would assume duties as the PACOM Deputy Commander during winter 2014. He stated, "... I found out that the day that I would assume duties as the PACOM Deputy Commander would be on 6 June 2014 ... my confirmation to three-star notification occurred on 3 June 2014." LTG Crutchfield also testified:

Until a few days before 6 June, I was still not confirmed for my third star ... there was a chance that my promotion could not take place ... On 6 June I was the Deputy Commander regardless of my rank as a two- or three-star; that date was firm ... I was notified by the Army's General Officer Management Office that my nomination promotion was confirmed and I received my orders on 3 June 2014.

Trip Planning, Travel Documents, and Itinerary

LTG Crutchfield explained the purpose of his travel to Alabama and Washington, D.C. He stated:

Sometime in April 2014, we began to plan a trip and I wanted to bundle several of the engagements together. I decided to go to Huntsville, Alabama for the invited AMC [Army Materiel Command] visit; to speak by invitation at the course in Maxwell Air Force Base in Montgomery, Alabama, and travel to the Pentagon as the new Deputy Commander... If confirmed, I desired to be promoted at Fort Rucker, Alabama, instead of returning to Hawaii to do so.

LTG Crutchfield's former Aide testified, "The consent for the overarching concept of the operation was given by [LTG Crutchfield] but the details of the arrangements were left to me." He added, "I made the arrangements for all of his trips assisted by our admin NCO."

A DD Form 1610, "Request and Authorization for TDY⁴ Travel of DoD Personnel," dated April 14, 2014, requested "Routine TDY" for LTG Crutchfield to travel to Montgomery, AL; Fort Rucker, AL; and Washington, D.C., for a period of 11 days beginning on June 2, 2014. We note the request did not include travel to the AMC. LTG Crutchfield's Administrative Assistant approved the TDY request on April 14, 2014.

On May 28, 2014, the USPACOM Ethics Counselor (Ethics Counselor) drafted a legal review of LTG Crutchfield's travel that discussed lodging allowances for Washington, D.C. The Ethics Counselor opined (b)(5)

[REDACTED]. The Ethics Counselor attached a document entitled, "Travel Worksheet" (Worksheet), to the legal opinion. The USPACOM Deputy Staff Judge Advocate (DSJA) testified the Worksheet accompanied the legal opinion and that a traveler "checks and certifies that he's reviewed the trip."

The Worksheet, which LTG Crutchfield signed, did not include travel to AMC. It listed travel dates, destination, transportation, lodging, rental car, support staff accompanying the traveler, potential gifts, whether conference travel was involved, and the purpose of the trip. The section regarding purpose stated, "Guest Speaker at the Squadron Officer School ... Professional Development session with students in the Aviation Basic Officer Leadership Course, Aviation Captain Career Course, and Warrant Officer Career College Course at Fort Rucker ... Senior Leader engagements with DoD and Joint Staff principals at the Pentagon."

The DSJA also testified (b)(5) [REDACTED] with her and the former USPACOM Staff Judge Advocate (SJA) "around the April timeframe." The DSJA recalled discussing the trip with LTG Crutchfield "in his office." The DSJA stated:

(b)(5)

[REDACTED]

The DSJA testified that based on LTG Crutchfield's representation, (b)(5) [REDACTED] The DSJA also provided the written legal opinion dated May 28, 2014. The

⁴ TDY is Temporary Duty. The Federal Travel Regulation, Part 300-3 defines a TDY location as a place, away from an employee's official station, where the employee is authorized to travel.

legal opinion, discussed above, was limited to allowable lodging expenses in Washington, D.C., and did not address any other aspect of the trip.

LTG Crutchfield testified he did not have any discussions with the SJA or DSJA regarding his trip but conveyed his intent regarding the Alabama and Washington, D.C., trip through his staff. He stated, "... my staff takes the information, we have a trip planning meeting, I give them the guidance and they work with the SJA."

In an email to our office dated September 10, 2014, the former SJA wrote he did not recall giving LTG Crutchfield advice regarding the trip. He explained, "I was out of the office most of April. At the end of April/beginning of May I was on travel to (b)(6), (b)(7)(C). I returned the week of 5 May and detached 9 May. I don't believe LTG Crutchfield was present at the command my last week there."

LTG Crutchfield's itinerary reflected his departure from USPACOM on June 2, 2014, and arrival in Montgomery, AL, the following morning, June 3. (b)(6), (b)(7)(C) and his Aides accompanied him. The former Aide explained (b)(6), (b)(7)(C) was not on orders, and her ticket was "privately purchased."

After arriving in Montgomery, AL, LTG Crutchfield rented a car and checked into lodging (b)(6), (b)(7)(C) at a Holiday Inn Express. The Aides had separate rooms at the same hotel. On June 4, 2014, LTG Crutchfield departed Montgomery, AL, for the SOS at Maxwell AFB, AL, where he gave a 60-minute presentation to students, after which he departed for Fort Rucker.

In an email dated February 20, 2014, the Fort Rucker SGS acknowledged to LTG Crutchfield's former Aide that Fort Rucker would hold five cabins at Lake Tholocco, the Fort Rucker lodging facility, in LTG Crutchfield's name from June 5-9, 2014, all in the same area.

LTG and (b)(6), (b)(7)(C) arrived at Fort Rucker on the evening of June 4, 2014, and checked into a cabin at Lake Tholocco guest housing. The former Aide occupied his own cabin at Lake Tholocco. The incoming Aide checked into a Hampton Inn near Fort Rucker. (b)(6), (b)(7)(C) occupied the other reserved cabins at Lake Tholocco.

The Lake Tholocco website described the accommodations as:

Situated on a 640-acre lake on the North West Perimeter of Fort Rucker. Lake Tholocco Lodging transports guests to a world of rustic luxury amid the wilderness that flanks the Home of Army Aviation. Boating, water skiing, hiking, biking, and swimming are among the favorite sports at the lake, which boasts excellent fishing and hunting opportunities as well. Lake Tholocco Lodging is convenient to the Army Aviation Museum, Silver Wings Golf Course, Rucker Lanes, and many other local attractions.

LTG Crutchfield's itinerary reflected a June 5, 2014, meeting with the Commandant of the Warrant Officer Career College (WOCC) and three presentations to students at Fort Rucker: a 60-minute presentation at the WOCC, a 75-minute presentation to the Aviation Captain Career Course (AVC3), and a 60-minute presentation to the Aviation Basic Officer Leadership Course (BOLC). The itinerary also revealed that LTG Crutchfield met with the Fort Rucker Commanding General for lunch and a discussion involving Army aviation.

The following events appeared on LTG Crutchfield's itinerary for June 6, 2014: his promotion ceremony at the Fort Rucker Army Aviation Museum, a promotion reception luncheon at a nearby restaurant, and executive time at Lake Tholocco for the remainder of the day.

The itinerary indicated that LTG Crutchfield scheduled executive time for the weekend of June 7-8, 2014. LTG Crutchfield testified he remained at Lake Tholocco Lodging over the weekend "awaiting travel" to Washington, D.C.

LTG Crutchfield's itinerary reflected his departure from Fort Rucker to Washington, D.C., on Monday, June 9, 2014, accompanied by his Aides. In Washington, he conducted several meetings at the Pentagon and the Department of State on June 10 and 11, 2014. He departed Washington for Hawaii on June 12, 2014. (b)(6), (b)(7)(C)

Maxwell AFB

In a February 12, 2013, email, a member of the SOS staff invited LTG Crutchfield to speak at a symposium at the school on October 2, 2013. LTG Crutchfield's Aide declined the invitation and stated:

I'll keep this on our scope. However, travel back to the mainland is being heavily scrutinized because of the current fiscal environment. As the Chief of Staff, MG Crutchfield is dropping the hammer on travel budgets. We'll see what the optics are and if we can tie your symposium to some other events when we get closer to October. What is the drop-dead date for an RSVP?

The SOS staff member replied that the invitation had "no drop-dead date or RSVP." The SOS staff member then stated, "The dates previously mentioned work best, but pretty much it's just an open invite." After this reply, the SOS and LTG Crutchfield's office had no further communication regarding the symposium.

On January 6, 2014, almost 1 year after LTG Crutchfield declined the invitation to the SOS symposium, LTG Crutchfield's Aide emailed the SOS and asked if the school would be interested in inviting LTG Crutchfield to be a guest speaker at the end of May 2014. A staff member at the SOS responded, "I would be grateful ... Let me know what dates he is available and I can pass you over to our protocol officer to start making arrangements for his visit."

LTG Crutchfield's Aide replied and asked whether the SOS invited LTG Crutchfield for a graduation or "an open ended invitation to come and speak." The SOS staff member provided two options for a speaking engagement. In one, LTG Crutchfield could speak at a symposium in May. In the other, the SOS staff member offered to ask a Maxwell AFB Wing Commander "for an open slot for [LTG Crutchfield] to speak ... because it is very rare to get general officers from other services to come speak to us."

LTG Crutchfield's Aide replied, "I just updated MG C and he said he will make himself available to you and your students on Tuesday, 20 May ... If 20 May works, please send a formal request."

The SOS staff member told the Aide, "class will not be in session on 20 May ... please let me know if you can make [an] earlier date or later date." The Aide responded:

Since he will be in the area, he would still like to support his joint brethren at the Air University. I would ask that you open the aperture and see if perhaps the Air Command and Staff College, Air War College, Etc., are interested in MG C coming to speak to their students on either 19 or 20 May. He said he won't forget about the Squadron Officer School invite and we'll continue to work towards another date.

Ultimately, the SOS and LTG Crutchfield's office could not schedule a speaking engagement for LTG Crutchfield's desired dates of May 19 or 20.⁵

One month after the request for the May speaking engagement, LTG Crutchfield's Aide contacted the SOS on February 6, 2014, and stated, "MG Crutchfield's travel dates have slipped right approximately 2 weeks. He is now available 3-5 June for a speaking engagement at Maxwell AFB. Please let me know if there is an interest in hosting him during these new dates."

A staff member from the SOS agreed to invite LTG Crutchfield and responded, "Squadron Officer School (SOS) will be in its first week, and I bet we could carve out some time for this event." A speaking engagement was set for June 4, 2014.

LTG Crutchfield's Aide testified that the invitation to the SOS was "on for probably 12 to 14 months" and although they wanted to "honor the request ... we weren't going to make a special trip." The Aide added that the invitation had "no locked-in time ..." and that "one of the instructors ... a company or field grade officer" invited LTG Crutchfield to speak at the SOS.

Regarding the SOS speaking engagement in June, LTG Crutchfield testified, "They reached out to me, and asked me to do that ... this is a joint command, and ... that is ... one of

⁵ LTG Crutchfield traveled to Andrews Air Force Base, Maryland; Huntington, West Virginia; and Fort Carson, Colorado, from May 2-15, 2014.

our Services' schools of course, and [I] believe it was a good opportunity to get the PACOM message to them."

Fort Rucker

A former Fort Rucker Chief of Staff (CoS) testified that LTG Crutchfield's "front office" contacted him in February or March 2014 to reserve the Fort Rucker Army Aviation Museum for LTG Crutchfield's promotion ceremony. The CoS stated, "They requested ... access to the museum, if it would be okay if they could utilize the museum for his promotion ... That was pretty much all it focused on, was the promotion."

The CoS explained that the Army Aviation Museum was a "premier location" for several events including promotion ceremonies and believed that LTG Crutchfield wanted his ceremony at the Army Aviation Museum because he was the former Commander of USAACE. The CoS also testified that although he treated LTG Crutchfield's request to use the Army Aviation Museum as routine, it was "the one and only time I received a request for an outside element to use the museum for a promotion."

The CoS also testified that he spoke to LTG Crutchfield about the promotion ceremony. He stated:

I know I personally spoke to General Crutchfield at one point during that series of phone conversations. I can't tell you the date of that. I just don't recall. It was early on in the process, that I had a very brief conversation with him about the event, and about

(b)(6), (b)(7)(C)

The CoS explained that (b)(6), (b)(7)(C) He added that (b)(6), (b)(7)(C) bordering Fort Rucker. He also testified that LTG Crutchfield and (b)(6), (b)(7)(C) (b)(6), (b)(7)(C), and LTG Crutchfield wanted his post-promotion reception dinner (b)(6), (b)(7)(C). The CoS stated, "[LTG Crutchfield] asked if I would just reach out to her to put them in contact with his front office so they could work out the details."

In an email to LTG Crutchfield's Aide, dated February 20, 2014, the Fort Rucker SGS stated, "I wanted to touch base with you and talk some of the specifics for MG Crutchfield's promotion ceremony at Fort Rucker on 6 June." On the same day, the Aide emailed the SGS and directed her to coordinate lodging at Fort Rucker and reserve a time at the Army Aviation Museum for the promotion ceremony. The Aide also discussed other actions that needed to be completed for the promotion ceremony including the invitation list, delivery of invitations, identifying ceremony participants, purchasing gifts and flowers for ceremony participants, identifying a person to give a ceremony invocation, requesting a Master of Ceremonies, determining the order of a receiving line, and planning the ceremony reception.

On April 7, 2014, the SGS emailed the Aide and requested additional information for LTG Crutchfield's promotion ceremony. The Aide responded the following day. He wrote,

"We've been maintaining a low profile pending his final Congressional confirmation vote. MG Crutchfield didn't want to get too far ahead of the process. We expect the final vote any day now."

The Aide also conveyed LTG Crutchfield's preferences for the ceremony. The Aide wrote on April 8, 2014:

... LTG(Ret) Anthony R. Jones has accepted MG Crutchfield's invitation to preside over the ceremony ... the USAACE Protocol Office will mail hard copy invitations and gather the RSVPs. Protocol should use the invite list from MG Crutchfield's 2012 USAACE Change of Command Ceremony ... [The following] people will be participating in the actual pinning ceremony ...

(b)(6), (b)(7)(C)

... MG Crutchfield's concept of the operation is that participants 1 thru 4 will remove and replace his shoulder boards, participant 5 will hand him his beret, and participants 6 and 7 will uncase his new GO flag with [*sic*] serving as the flag bearer.

In the email, the Aide identified the individuals to whom LTG Crutchfield wanted to give flowers during the ceremony, the individual he wanted to conduct the ceremony invocation, the receiving line participants, and gave guidance about the post-ceremony luncheon.

The Aide ended his email with "MG Crutchfield would also like to visit with Soldiers while at Fort Rucker ... He doesn't want any briefings or formal events. He just wants to conduct some hasty meetings with students."

The Fort Rucker Protocol Chief (Protocol Chief) testified that planning for the promotion ceremony was underway when she assumed her duties as Protocol Chief in February 2014. She testified that the request for speaking engagements came after the Protocol Office was "tracking on the promotion piece" of LTG Crutchfield's visit to Fort Rucker. She added that as the promotion date approached, LTG Crutchfield's office "told us who [LTG Crutchfield] wanted to address" while visiting Fort Rucker, and the requests for the speaking engagements were made in the "April or May time frame, about a month or so out" from LTG Crutchfield's visit.

The Protocol Chief testified that LTG Crutchfield arrived at Fort Rucker on June 4, 2014. She added that on June 5, 2014, LTG Crutchfield had an office call with the Commandant of the WOCC and addressed the WOCC students. Next, he spoke to the AVC3 students, after which he had a briefing with the USAACE Commanding General, followed by lunch. In the afternoon, he addressed the BOLC students.

The Protocol Chief also testified that Fort Rucker staff did not invite LTG Crutchfield to meet with the Commandant or the students, but LTG Crutchfield requested the visits through his Aide. She added that the lunch between LTG Crutchfield and the USAACE Commanding General did not require planning or coordination by her office.

The WOCC Commandant testified he did not extend a specific invitation to LTG Crutchfield to speak to the WOCC but had instructed his staff to request speaking engagements through the Fort Rucker Protocol Office for any General Officer traveling to Fort Rucker. The Commandant indicated that he received LTG Crutchfield's itinerary a couple of weeks before LTG Crutchfield's arrival at Fort Rucker and was "pleasantly surprised" that LTG Crutchfield was to visit him and the WOCC.

The WOCC Commandant believed LTG Crutchfield traveled to Fort Rucker for his promotion ceremony. He stated, "... everybody was talking about it, that the former Commanding General was coming back to get promoted." He also believed that the primary purpose of LTG Crutchfield's visit to Fort Rucker was the promotion ceremony and not to visit the WOCC. He stated:

I will tell you that he wasn't coming to Fort Rucker just to see me ... and see the Warrant Officer Career College ... that would be kind of ridiculous ... for a three-star to come that distance just to spend an hour-and-a-half with the Warrant Officer Career College ... to me, there would have to be, you know, bigger reasons for him to visit than just that.

Regarding the presentation LTG Crutchfield made to the AVC3 students, the Protocol Chief testified that LTG Crutchfield requested the speaking engagement. She stated, "He requested who he wanted to see while he was here, what group of students, and then we just coordinated with those units and made that happen."

An AVC3 Instructor testified that he was the escort for LTG Crutchfield during his visit to the AVC3. The Instructor explained that he did not know who invited LTG Crutchfield or arranged his visit. The Instructor also testified that his chain-of-command told him to serve as LTG Crutchfield's "greeter" and that he learned of the tasking on June 1 or 2. The Instructor added that the school "shuffled a couple of classes around" to accommodate the visit but did not "postpone or cancel anything."

The Protocol Officer added that in addition to the WOCC and AVC3 speaking engagements, LTG Crutchfield requested to visit with the BOLC students. The Protocol Officer testified, "General Crutchfield's Aide requested" the speaking engagement on behalf of LTG Crutchfield.

LTG Crutchfield's Aide testified that the purpose of LTG Crutchfield's trip to Fort Rucker was "the combination of the office calls and talk with the courses and then to do his promotion there as well."

LTG Crutchfield testified the purpose of his travel to Fort Rucker was to "conduct the same leadership training [as at the SOS] and other official business." He also testified, "I thought it would be a good use of time to engage the students with an OPD [Officer Professional Development] similar to the one I did at Maxwell." LTG Crutchfield added he "also had an office call with the current Aviation Branch Chief, BG [Brigadier General], now MG [Major General] Mike Lundy. I asked for his support so I could engage the Army on getting one of the Army's most advanced AH-64 Apache Helicopter Units stationed in the 25th Infantry Division in Hawaii."

LTG Crutchfield could not identify or recall anyone inviting him to speak at Fort Rucker. He stated, "when you're at a place like that, you try to take advantage of ... doing things for the purpose of helping. I did let them know that I'm available to do that."

Washington, D.C.

Travel documents disclosed that LTG Crutchfield traveled from Fort Rucker to Washington, D.C., on Monday, June 9, 2014. However, LTG Crutchfield could not recall whether he traveled on Sunday, June 8 or Monday, June 9. He stated:

The meetings that we scheduled which started on Monday—I think they went Monday, Tuesday, and Wednesday ... I was awaiting travel until I could travel to DC and do the meetings ... it was travel on Mondays ... and start the meetings at the times that they were scheduled.

The Director of the USPACOM Washington Liaison Office (Director) testified LTG Crutchfield's Aide scheduled the series of office calls in Washington, D.C. The Director stated:

Primarily we dealt with the Aide, which is very typical for the PACOM senior leaders. Their Aides or Execs will own their itinerary and make all the phone calls. And then we track it both for our situational awareness—or, if for some reason, they had trouble setting up a meeting, then I might actually walk down there and see if an in-person request might facilitate the meeting. But generally, somewhere over 90 percent of the scheduling is done by the Aide, and that was the case this time as well.

Regarding the purpose of LTG Crutchfield's trip to Washington, D.C., the Director testified:

[LTG Crutchfield] had been the Chief of Staff and was moved up to the Deputy. He pinned on ... around the 6th of June and originally he was coming into town to do that first series of meet-and-greets with the senior Joint Staff and OSD folks. However ... my understanding is the PACOM Commander elected

to have LTG Crutchfield attend a meeting or a series of meetings ... in Burma. And then the tone of his trip quickly changed from, essentially, the first series of meet-and-greets to a Burma focus with heavy State Department and OSD engagements.

LTG Crutchfield's Aide testified the USPACOM Commander's guidance to LTG Crutchfield was to "work the Washington, D.C., relationships and to continue to get as many face-to-face office calls with the right people." She added that the Washington, D.C., trip also included meetings for LTG Crutchfield's visit to Burma.

Travel Summary

Table 1 summarizes LTG Crutchfield's travel and activities at the SOS, Fort Rucker, and Washington, D.C.

Table 1. Travel and Activities at the SOS, Fort Rucker, and Washington, D.C.

DATE 2014	ACTIVITY
Monday, June 2	Travel from Hawaii to Montgomery, AL
Tuesday, June 3	Morning arrival in Montgomery, AL; no other activities scheduled
Wednesday, June 4	6:00 a.m.-2:25 p.m. - Executive Time 2:25-2:45 p.m. - Travel to Maxwell AFB, AL, SOS 3:00-4:00 p.m. - Presentation to SOS students 4:00 p.m. - Depart Maxwell AFB to Lake Tholocco Lodging, Fort Rucker, AL
Thursday, June 5	~8:00-8:30 a.m. - Office call with WOCC Commandant, Fort Rucker, AL 8:30-9:30 a.m. - WOCC presentation 10:00-11:15 a.m. - AVC3 presentation 11:15 a.m.-1:20 p.m. - Lunch and meeting with USAACE CG 1:30-2:30 p.m. - BOLC presentation
Friday, June 6	8:40-11:00 a.m. - Travel time from lodging to museum, ceremony rehearsal, and Executive Time, Fort Rucker, AL 11:00 a.m.-12:00 p.m. - Promotion ceremony and receiving line 12:00-1:30 p.m. - Promotion luncheon 1:30-6:00 p.m. - Executive Time at Lake Tholocco lodging
Saturday, June 7	Executive Time at Lake Tholocco
Sunday, June 8	Executive Time at Lake Tholocco
Monday, June 9	Traveled from Fort Rucker, AL, to Washington, D.C.
Tuesday, June 10	8:00 a.m.-3:30 p.m. - Meetings at Department of State and the Pentagon
Wednesday, June 11	8:00 a.m.-5:00 p.m. - Meetings at the Pentagon
Thursday, June 12	Return travel to Hawaii

Canceled Army Materiel Command Visit

LTG Crutchfield's former Aide testified, "the predominant purpose of the trip was ... coordination ... for the Burma trip as well as ... coordination to [Army Materiel Command] and the guest speaker speaking at the Squadron Officer course, as well as the target of opportunity to meet with the [USAACE Commanding General]."

LTG Crutchfield testified:

Sometime in April 2014, we began to plan a trip and I wanted to bundle several of the engagements together. I decided to go to Huntsville, Alabama, for [an] invited AMC visit, to speak by invitation at the course in Maxwell Air Force Base in Montgomery, Alabama, and travel to the Pentagon as the new Deputy Commander to meet with a few key leaders. If confirmed, I desired to be promoted at Fort Rucker, Alabama, instead of returning to Hawaii to do so.

LTG Crutchfield also testified, "... last winter I was invited by the Commander of AMC, General Via, to receive a briefing ... General Via invited me and all the [Combatant Command] deputies individually, for the same briefing, to showcase AMC's capabilities to the joint commands." LTG Crutchfield added he did not travel to AMC because of "scheduling issues with AMC."

In response to our queries, a member of the AMC Executive Services Division (ESD Member) provided the following information in emails dated October 22 - 24, 2014. "LTG Crutchfield was scheduled to visit AMC ... on or about 2 June 2014; that visit was cancelled in May 2014. We do not have information on who initiated this visit. The visit date was a tentative date based on telephonic contact with members of his office."

The ESD Member added, "... the visit was originally scheduled via phoncon with LTG Crutchfield's staff. They initiated initial coordination. We penciled in the date of 2 June, but his office contacted us in May ... and cancelled the visit."

General (GEN) Dennis L. Via, U.S. Army, Commanding General, AMC testified he visited PACOM from April 4-15, 2014, when LTG Crutchfield was Chief of Staff, USPACOM. During that period, GEN Via had an office call with LTG Crutchfield. GEN Via explained:

In this particular case, the ... [USPACOM] Commander was on travel and so I met with General Crutchfield in his stead. And as a routine, when I visit those commands I always extend an invitation for the leadership to visit AMC because AMC is involved in every combatant command in the logistical and sustainment support that we provide to the forces. And so it's just a cordial invitation to visit to be able to have a better understanding of AMC.

GEN Via added that he did not recall a discussion about a June 2, 2014, visit by LTG Crutchfield to AMC. However, GEN Via testified that in July 2014, he sent a formal, written "open invitation" to LTG Crutchfield to visit AMC.

Payment of Travel Expenses

On June 17, 2014, LTG Crutchfield filed a DD Form 1351-2, "Travel Voucher or Subvoucher," requesting reimbursement for expenses for his 11-day TDY trip. Payment records, dated June 19, 2014, disclosed reimbursement to him of \$576.75, and to his Government Travel Charge Card account of \$3,244.86, for a total cost to the Government of \$3,821.61. This amount does not include cost to the Government for a rental car and travel expenses his Aides incurred.

Discussion

We conclude LTG Crutchfield conducted official travel for predominantly personal reasons to Alabama, specifically to have his promotion ceremony at Fort Rucker rather than at his duty station in Hawaii. We also conclude that LTG Crutchfield's travel to his preferred promotion ceremony location resulted in a waste of Government resources.

We found LTG Crutchfield testified he desired to hold his promotion ceremony at Fort Rucker rather than in Hawaii.

We found the Secretary of Defense signed LTG Crutchfield's nomination on January 2, 2014. On January 6, 2014, the White House received the nomination, and on the same date, LTG Crutchfield's staff contacted SOS personnel to request an invitation for LTG Crutchfield to speak at the SOS at Maxwell AFB, AL, at the end of May 2014. The SOS could not accommodate LTG Crutchfield's request to speak in May 2014.

We found that on February 5, 2014, the President forwarded LTG Crutchfield's nomination to the Senate. On the following day, February 6, 2014, LTG Crutchfield's staff contacted SOS to advise his anticipated travel dates had "slipped right approximately two weeks," and requested an invitation for LTG Crutchfield to speak on a date during June 3-5, 2014. The SOS agreed to host LTG Crutchfield in early June and sent him the requested invitation.

We found that in February 2014, LTG Crutchfield's staff contacted Fort Rucker personnel and scheduled the promotion ceremony for June 6, 2014. LTG Crutchfield's Aide emailed the Fort Rucker SGS on February 20, 2014, discussing several details of the promotion ceremony, including: lodging at Lake Tholocco for LTG Crutchfield and his relatives; use of the Army Aviation Museum for the ceremony; invitation list; delivery of invitations; ceremony participants; purchasing gifts and flowers; identifying a person to give the invocation; the order of a receiving line; and planning the ceremony reception. The Fort Rucker CoS testified LTG Crutchfield personally contacted him "early on in the process" to discuss the event and his post-promotion reception dinner at a local restaurant.

We found that on April 8, 2014, about 2 months into the promotion ceremony planning with Fort Rucker personnel, LTG Crutchfield's Aide asked that Fort Rucker arrange several informal and "hasty meetings" for LTG Crutchfield with Soldiers during his visit to Fort Rucker.

We found that LTG Crutchfield departed Hawaii on June 2, 2014, for travel to Maxwell AFB, AL; Fort Rucker, AL; and Washington, D.C. The purpose of his travel to Washington, D.C., was to attend meetings with DoD and Joint Staff principals at the Pentagon. LTG Crutchfield's travel to Maxwell AFB and Fort Rucker consisted of 7 days in a TDY status in Alabama, incurring per diem, lodging, and rental car costs for himself and his Aides. We found LTG Crutchfield conducted approximately 7 hours of meetings at Maxwell AFB and Fort Rucker. On Friday, June 6, 2014, LTG Crutchfield held his promotion ceremony, and on Saturday and Sunday, June 7-8, 2014, his itinerary reflected "Executive Time." He departed Fort Rucker on Monday, June 9, 2014, for travel to Washington, D.C. We found no other meetings, briefings, or official business that he conducted during the 7 days of TDY in Alabama en route to Washington, D.C.

We found LTG Crutchfield testified he decided to visit Huntsville, AL, "for [an] invited AMC visit." LTG Crutchfield's travel request, dated April 14, 2014, included travel to Montgomery, AL; Fort Rucker, AL; and Washington, D.C. The travel request did not include a visit to AMC in Huntsville, AL. LTG Crutchfield's former Aide contacted AMC regarding a tentative visit to Huntsville, AL, which AMC "penciled in" for June 2, 2014. However, LTG Crutchfield's staff cancelled the tentative visit in May 2014. We found GEN Via did not extend a formal AMC visit invitation to LTG Crutchfield until July 2014.

The Table 2 reflects the timing of LTG Crutchfield's promotion events with his concurrent travel and promotion ceremony planning and execution.

Table 2. Promotion Events with Concurrent Travel and Promotion Ceremony Planning/Execution.

DATE	NOMINATION EVENTS	PROMOTION CEREMONY PLANNING AND TRAVEL
February 12, 2013		SOS invited LTG Crutchfield to the Warrior Symposium on October 2, 2013; he declined
September 25, 2013	SECDEF approved nominating LTG Crutchfield to his current rank	
October 16, 2013	LTG Crutchfield submitted information in support of his nomination to the SASC	
January 2, 2014	SECDEF signed recommendation to nominate LTG Crutchfield; forwarded recommendation to the White House	
January 6, 2014	The White House received the recommendation	Aide contacted SOS and requested invitation to speak for May 20, 2014; SOS could not accommodate invitation request
~ February – March 2014		A member of LTG Crutchfield's staff contacted Fort Rucker to reserve Aviation Museum for promotion ceremony
February 5, 2014	President nominated LTG Crutchfield for current rank; forwarded nomination to the SASC	
February 6, 2014		Aide contacted SOS and requested speaking engagement for June 3-5 timeframe; speaking engagement set for June 4, 2014
February 10, 2014	SASC received the nomination	

DATE	NOMINATION EVENTS	PROMOTION CEREMONY PLANNING AND TRAVEL
February 20, 2014		Fort Rucker SGS emailed Aide regarding the specifics of the promotion ceremony at Fort Rucker on June 6, 2014
April 8, 2014		Aide requested SGS arrange informal "hasty" meetings with Soldiers
April 14, 2014		Request for TDY filed
May 21, 2014	SASC submitted the nomination to the U.S. Senate for a vote	
May 22, 2014	U.S. Senate approved appointment to LTG and assignment as Deputy Commander	
May 28, 2014		Legal review of trip
June 2, 2014		Travel from Hawaii to Alabama
June 3, 2014		Morning arrival at Montgomery, AL
June 4, 2014		60-minute presentation at SOS; travel to Fort Rucker
June 5, 2014		Presentations at WOCC, AVC3, and BOLC (3 hours, 15 minutes); briefing and lunch with USAACE CG (2 hours, 5 minutes)
June 6, 2014	Assumed duties as Deputy Commander, promoted to LTG	Promotion rehearsal and ceremony; post-ceremony luncheon; Executive Time
June 7, 2014		Executive Time at Lake Tholocco lodging
June 8, 2014		Executive Time at Lake Tholocco lodging
June 9, 2014		Travel from Fort Rucker to Washington, D.C.
June 10 – 11, 2014		Meetings at Pentagon and Department of State

Finally, we found the total cost to the Government for LTG Crutchfield's travel was \$3,821.61. This amount does not include cost to the Government for a rental car and travel expenses his Aides incurred.

The JFTR authorizes travel when necessary to conduct official Government business. An OGE decision supplements the guidance by adding that a "bona fide official activity" must be the predominant purpose of a trip for travel to be official. A Comptroller General Decision also adds that the official business cannot be remotely or incidentally associated with a particular trip.

The JER states Government employees have an affirmative responsibility to protect and conserve Federal resources. Failure to do so is waste. Comptroller General guidance defines waste as mismanagement, inappropriate action, or inadequate oversight of Government funded activities by those who have control over or access to Government resources.

We determined LTG Crutchfield desired to hold his promotion ceremony at Fort Rucker rather than in Hawaii. LTG Crutchfield declined a previous invitation in 2013 to speak to the SOS at Maxwell AFB. In January 2014, after his nomination was forwarded to the White House, he solicited an invitation to travel to Alabama to speak at Maxwell AFB. Similarly, LTG Crutchfield had no prior invitation to speak to Soldiers at Fort Rucker. He requested

informal and "hasty meetings" with Soldiers after his promotion ceremony had been scheduled and planned in detail.

We determined that LTG Crutchfield's speaking engagements at Maxwell AFB and Fort Rucker were remotely and incidentally associated with his travel to Alabama. We determined LTG Crutchfield arranged speaking engagements in an attempt to characterize his travel to those locations as official Government business in order to secure Government-funded travel to Alabama for his promotion ceremony.

We also determined that although a promotion ceremony is an authorized activity, the purpose of LTG Crutchfield's travel to Alabama was predominantly personal. LTG Crutchfield testified that he "desired" to hold his promotion ceremony at Fort Rucker instead of his duty station in Hawaii. LTG Crutchfield was expected to attend briefings in Washington, D.C., following his promotion. To accommodate his preference to hold his promotion ceremony at Fort Rucker, where he had previously served as Commander, LTG Crutchfield arranged a 7-day detour to Alabama at Government expense en route to Washington, D.C.

We determined that LTG Crutchfield's explanation in his testimony about his official purpose for travel to Alabama was unpersuasive. LTG Crutchfield testified that planning for his promotion ceremony and travel to Alabama did not begin until April 2014. However, we determined that planning for his travel and promotion ceremony began in January 2014. We found his staff, and he personally, contacted Fort Rucker regarding his promotion ceremony.

LTG Crutchfield also testified that he decided to travel to Huntsville, AL, "for [an] invited AMC visit, [and] to speak by invitation at the course in Maxwell Air Force Base in Montgomery, Alabama." We determined that although LTG Crutchfield's staff tentatively scheduled a "penciled in" visit to AMC for June 2, 2014, his staff canceled the tentative visit.

We also determined LTG Crutchfield's travel request to Alabama and Washington, D.C., dated April 14, 2014, contained no reference to an AMC visit. We further determined LTG Crutchfield contacted Maxwell AFB through his staff and solicited an invitation to speak there.

LTG Crutchfield testified the purpose of his travel to Fort Rucker was to conduct leadership training similar to his presentation at Maxwell AFB and other official business. We determined Fort Rucker did not extend an invitation for LTG Crutchfield to speak or conduct leadership training at Fort Rucker. Communications between LTG Crutchfield's staff and Fort Rucker staff from February through April 2014 focused on scheduling and planning details of his promotion ceremony. The ceremony was the only stated purpose for his visit until April 2014, when LTG Crutchfield directed his staff to add informal and "hasty meetings" with Fort Rucker personnel to his itinerary.

We further determined LTG Crutchfield wasted Government resources when he conducted predominantly personal travel to Alabama for his promotion ceremony. LTG Crutchfield's travel to Maxwell AFB and Fort Rucker consisted of 7 days in a TDY status in Alabama, incurring per diem, lodging, and rental car costs for himself and his official party.

We determined LTG Crutchfield conducted only 7 hours of meetings at Maxwell AFB and Fort Rucker over his 7-day TDY travel in Alabama. He also remained in a TDY status at Lake Tholocco Lodging at Government expense over the weekend of June 7-8, 2014. His itinerary reflected only "Executive Time." He did not continue his travel to Washington, D.C., until Monday, June 9, 2014.

Finally, we determined LTG Crutchfield's travel to Washington, D.C., was for an official purpose.

Response to Tentative Conclusions

In his response to our preliminary findings and conclusions, LTG Crutchfield wrote, "I conducted my travel in my official capacity, attended 'bona fide' activities as the predominant purpose of the travel, and had a legal opinion of all the activities on my itinerary."

LTG Crutchfield asserted that he relied on legal advice when arranging his promotion ceremony and speaking engagements in Alabama. He maintained that the written legal opinion the Ethics Counselor drafted examined all the legal issues involved in his trip, including the official purpose of travel. He stated:

The DoD IG report appears to misrepresent the legal opinion dated 28 May 14 for this trip ... the DoD IG findings states the written legal opinion was limited to the issue of allowable lodging expenses in Washington, D.C [sic] ... This is simply not the case. The legal review did cover the Maxwell AFB and Fort Rucker portions of the trip ... As is often the custom in staff judge advocate offices, if there is no legal objection to a proposed course of action, the opinion is usually very short and does not go into detail. However, if the drafter of the opinion feels it necessary to explain certain aspects or clarify matters ... the drafter will go into the degree of detail ... necessary to explain the facts ... the Ethics Counselor was indicating his intent to clarify some matters about the D.C. hotel expenses for any future reviews of this trip, but was still stating there was no legal objection to the entire trip.

After obtaining additional testimony, we do not agree with LTG Crutchfield's assertions that the opinion examined all legal issues involved in his trip to Alabama and Washington, D.C. We interviewed the author of the legal opinion, the Ethics Counselor. The Ethics Counselor stated, "The primary purpose of the legal review ... was to review the actual expense authorized.⁶ So in my position, I'm not the approving official, so I don't make a determination as to the official nature of the travel order as long as it reads as an official nature." He added that

⁶ The Joint Travel Regulations, Chapter 4, Part C explains that an Authorizing Official may authorize or approve the Actual Expense Allowance, also known as the Actual Expense Authorized for travel when the per diem rate is insufficient for part, or all of a travel assignment. In this case, the per diem rate for lodging in Washington, D.C., was insufficient to cover the cost of lodging there.

the approving official for LTG Crutchfield's travel makes the determination regarding the official purpose of travel. By email, dated September 29, 2014, LTG Crutchfield's Administrative Assistant, (b)(6), (b)(7)(C), confirmed she was the approving official for LTG Crutchfield's travel.

The Ethics Counselor testified that (b)(5)

(b)(5) He explained that the information in the Travel Worksheet was (b)(5) The Ethics Counselor admitted that he assumed that the information provided in the Travel Worksheet was accurate, and he relied on the representations in the Travel Worksheet regarding the official purpose of travel.

The Ethics Counselor also testified he would have "ask[ed] additional questions to identify the primary purpose of the trip" had he been aware that LTG Crutchfield and his staff began coordinating the promotion ceremony before Fort Rucker extended an invitation for speaking engagements.

Finally, LTG Crutchfield stated, "I sought the legal opinion of the entire concept of this trip early in the planning process." However, the Ethics Counselor testified that he conducted review of the trip at the end of May. The Ethics Counselor issued the opinion on May 28, 2014—7 days before LTG Crutchfield departed for Alabama from Hawaii. We reviewed the evidence and note that LTG Crutchfield's staff submitted a Travel Request on April 14, 2014, after they arranged the promotion ceremony and speaking engagements and 6 weeks before they obtained legal advice.

LTG Crutchfield also contended that he "conducted ... travel in my official capacity [and] attended 'bona fide' activities as the predominant purpose of the travel." He asserted that he accepted an "open invitation" to speak at the SOS and "decided to try and work the engagement with SOS on the way to Washington, D.C., with a trip we were planning to Huntsville, Alabama." He also disputed our conclusion that he directed his staff to set-up "hasty meetings" at Fort Rucker.

LTG Crutchfield explained that the motivation for his trip to Alabama was an open invitation to speak at the SOS and discussed the timeline for his travel planning. He stated, "the DoD IG investigators concluded, after the President forwarded my nomination to the Senate, that my staff contacted the Squadron Officers School (SOS) and requested an invitation to speak at SOS in early June. This is a mischaracterization of the events because I had an existing open invitation to speak at the SOS." He added, "Because it was an open invite, I decided to try and work the engagement with SOS on the way to Washington D.C. with a trip we were planning to Huntsville, Alabama."

LTG Crutchfield failed to provide new or additional evidence demonstrating that the predominant purpose of his trip was not personal. Nor did he show that the June 2014 trip to the SOS was necessary for the conduct of official Government business. Evidence demonstrated that LTG Crutchfield achieved several milestones toward his nomination before his staff

contacted the SOS to arrange a speaking engagement at Maxwell AFB. After accepting the SOS invitation for a time that closely coincided with his promotion date and that justified his presence in Alabama, LTG Crutchfield's staff coordinated a detour to Fort Rucker for his June 6, 2014, promotion ceremony. Evidence also demonstrated LTG Crutchfield's staff solidified the details for the promotion ceremony before they requested Fort Rucker personnel arrange speaking engagements with students.

Although we agree that LTG Crutchfield had an "open invitation" to speak at the SOS, in his response he did not explain the reason travel to the SOS was necessary at the time he chose or the reason fulfilling the invitation required a 7-day detour from his Washington, D.C., trip. In his testimony, LTG Crutchfield explained that he declined a previous invitation to speak at the SOS in the February 2013 because "[he] did not think it was [a] good expenditure of TDY funds to fly to Maxwell Air Force Base to speak for only a couple hours." LTG Crutchfield failed to articulate the reasons his trip to Maxwell Air Force Base in June 2014 was an appropriate expenditure of TDY funds.

The timeline and LTG Crutchfield's response to our findings also demonstrated that he added the Fort Rucker speaking engagements and the meeting with MG Lundy after planning his promotion ceremony. LTG Crutchfield wrote:

... my intent was to address Army Aviators at Fort Rucker because I was there and already on official travel ... I also used this opportunity to speak to the current Aviation Branch Chief, MG Mike Lundy.

LTG Crutchfield also disputed that he conducted "hasty meetings" at Fort Rucker. An April 8, 2014, email, subject "MG Crutchfield's Promotion Ceremony," disclosed LTG Crutchfield's Aide discussed details of the planned promotion ceremony. At the end of the email, the Aide requested Fort Rucker arrange "hasty meetings" with students during LTG Crutchfield's time at Fort Rucker. The Aide wrote, "MG Crutchfield would also like to visit with Soldiers while at Fort Rucker. He has mentioned AVC3 and ABOLC. He doesn't want any briefings or formal events. He just wants to conduct some hasty meetings with students." We determined the meetings with students lasted 3 hours 15 minutes. LTG Crutchfield also met with the commander of the WOCC for approximately 30 minutes and MG Lundy for 2 hours 5 minutes.

LTG Crutchfield asserted that our accounting of his activities in Alabama is "misleading." He argued we did not properly account for activities such as his travel between Hawaii and Alabama, preparation for meetings, email, phone calls, physical training, personal hygiene, and meetings with his staff.

We disagree. We determined his presence at Maxwell AFB and Fort Rucker was only remotely and incidentally associated with the primary purpose of his travel to Alabama—holding his promotion ceremony at his preferred location. We determined LTG Crutchfield arranged speaking engagements at Maxwell AFB and Fort Rucker in order to characterize his travel to those locations as official Government business to secure Government-funded travel to Alabama

for his promotion ceremony. Further, LTG Crutchfield accounted for his time in Alabama, other than 7 hours of official meetings in 7 days, by asserting he spent it preparing for meetings, using email, making phone calls, conducting physical training, maintaining his personal hygiene, and holding meetings with his staff. We note LTG Crutchfield can perform all of these activities at his permanent duty station in Hawaii, and TDY travel to Alabama is not needed to accomplish them. Accordingly, the amount of time LTG Crutchfield spent for official meetings in Alabama that he could not perform at his permanent duty station in Hawaii is a more compelling measure of whether 7 hours of official business in a 7-day TDY period was wasteful.

The primary purpose of his travel to Fort Rucker was to have his promotion ceremony there. His staff arranged his speaking engagements and his meeting with the Fort Rucker Commanding General to justify his presence at Fort Rucker. Absent those events, which LTG Crutchfield's staff arranged after they initiated detailed promotion ceremony planning with Fort Rucker staff, LTG Crutchfield had no requirement to be at Fort Rucker.

LTG Crutchfield also attempted to justify his trip to Alabama by arguing he had an invitation to visit AMC. Testimony from GEN Via and information from LTG Crutchfield's April 14, 2014, Travel Request do not support LTG Crutchfield's contention that he intended to visit AMC. GEN Via testified he extended a verbal invitation to USPACOM leadership for a visit sometime during his visit to USPACOM during April 4-15, 2014. LTG Crutchfield's staff filed his Travel Request on April 14, 2014. The Travel Request did not include travel to AMC. Furthermore, on May 22, 2014, LTG Crutchfield's staff contacted AMC to schedule a visit on June 2, 2014. However, LTG Crutchfield's staff cancelled the visit after their request. LTG Crutchfield provided no evidence showing that he planned to visit AMC as part of his trip.

After reviewing the matters LTG Crutchfield presented, obtaining additional testimony, and reexamining the evidence, we stand by our conclusions.

V. CONCLUSIONS

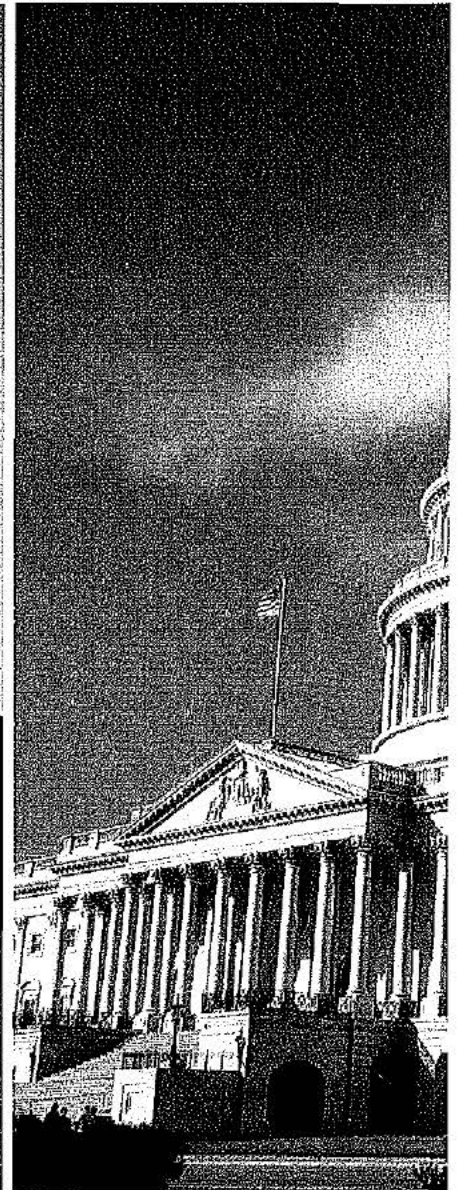
We conclude LTG Crutchfield conducted official travel to Alabama for predominantly personal reasons, specifically to have his promotion ceremony at Fort Rucker rather than at his duty station in Hawaii. We also conclude that LTG Crutchfield's travel to his preferred promotion ceremony location resulted in a waste of Government resources.

VI. RECOMMENDATION

We recommend that the Secretary of the Army consider appropriate action with regard to LTG Crutchfield.

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