

DOCUMENT RESUME

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Review of ROTC Consortium Agreement. FPCD-78-17; B-146947.
February 23, 1978. 4 pp. + 3 enclosures (5 pp.).

Report to Rep. George H. Mahon, Chairman, House Committee on
Appropriations; by Elmer B. Staats, Comptroller General.

Issue Area: Personnel Management and Compensation (300).

Contact: Federal Personnel and Compensation Div.

Budget Function: National Defense; Department of Defense -
Military (except procurement & contracts) (051).

Organization Concerned: Department of the Air Force; Department
of the Army; Department of the Navy; Department of Defense;
Department of Defense; Reserve Officer Training Corps.

Congressional Relevance: House Committee on Appropriations;
House Committee on Armed Services; Senate Committee on Armed
Services. Rep. George H. Mahon.

Authority: Defense Appropriation Act [of] 1978.

A review of the military services' Reserve Officer
Training Corps (ROTC) program involved: reduced costs resulting
from the establishment of consortium agreements, the closing of
unproductive ROTC units, and the number of ROTC military support
positions which have been civilianized. The Army is the only
service which uses the consortium approach as one alternative to
closing unproductive units. Since the 1975-76 school year, 10
consortiums composed of a total of 22 Army ROTC units have been
established. The staff level of the 22 units dropped from 196 to
161 after formation of the consortiums, and enrollment
increased, reducing the costs of providing ROTC training. The
1978 Defense Appropriation Act established minimum enrollment
criteria which ROTC units had to meet in order to continue
receiving funds. In school year 1977-78, four ROTC units failed
to meet the enrollment criteria and are being disbanded. Within
the next 2 years, the Army will be civilianizing 384 positions,
192 of which are scheduled to be converted in the first year.
The Air Force has civilianized 55 positions and plans no further
action. The Navy does not plan to convert any ROTC support
positions to civilian employment. (RBS)



FEB 23 1978

B-146947

The Honorable George H. Mahon
Chairman, Committee on Appropriations
House of Representatives

Dear Mr. Chairman:

In response to your request of October 14, 1977 (see enc. I), and subsequent contact with your office, we have reviewed several aspects of the services' Reserve Officer Training Corps (ROTC) programs. Specifically, we reviewed (1) the reduced costs resulting from the establishment of consortium agreements, (2) the closing of unproductive ROTC units, and (3) the number of ROTC military support positions which have been civilianized. The last item was a followup of action taken on a recommendation made in a prior report, "Reserve Officer Training Corps: Management Deficiencies Still To Be Corrected" (FPCD-77-15, Mar. 15, 1977).

REDUCED COSTS RESULTING FROM
CONSORTIUM AGREEMENTS

Section 855 of the fiscal year 1978 Defense Appropriation Act requires that funding be denied to "unproductive" ROTC units. Such units are defined by the act as those which have failed to enroll, at any time over a 5-year period, at least 17 students in the junior year for schools having a 4-year program and at least 12 students for schools with a 2-year program. There are two exceptions specified in the act, as follows:

--Funds will be available to maintain one ROTC unit in each State.

--State-operated maritime academies will be excluded from the requirements of the act.

For the purpose of ascertaining compliance, units that consolidate to form a consortium are treated as a single unit.

FPCD-78-17
(962106)

The Army is the only service which uses the consortium approach as one alternative to closing unproductive units. Since school year 1975-76, 10 consortiums, made up of a total of 22 Army ROTC units, have been established. For the current school year, junior year enrollment in these consortiums ranges from a low of 32 to a high of 92. (See enc. II for a list of the consortiums and their enrollments.)

To evaluate whether the consortium approach resulted in reduced costs, we gathered data on staffing levels both before and after the consortiums were formed. We also examined enrollment trends as an indication of the viability of this approach. We found:

- Prior to formation of the 10 consortiums, the 22 units involved had a total military and civilian authorized staff of 196. After their formation, the staff level dropped to 161, a decrease of 35.
- There has been an increase in enrollments as follows:

| <u>School year</u> | <u>Junior class enrollment</u> |
|--------------------|--------------------------------|
| 1975-76 | 412 |
| 1976-77 | 457 |
| 1977-78 | 486 |

On the basis of the savings resulting from the staff reductions and taking into account the increasing enrollments, we believe that the consortiums do reduce the costs of providing ROTC training.

CLOSING UNPRODUCTIVE ROTC UNITS

As mentioned above, the 1978 Defense Appropriation Act set forth minimum enrollment criteria which ROTC units had to meet in order to continue receiving funds. This was the first time that such requirements had been mandated. In school year 1977-78, the following four ROTC units failed to meet the section 855 enrollment requirements and are being disestablished. (Senior year students are allowed to complete the program.)

- Oklahoma Panhandle State College, Okla. (Army)
- Tarleton State University, Tex. (Army)

--Stevens Institute of Technology, N.J. (Air Force)

--North Carolina Central University, N.C. (Navy)

Only one other unit, the University of Alaska, failed to meet the enrollment criteria for the required 5-year period. However, the University of Alaska, being the only unit in the State, was granted an exception on the basis of the section 855 provision that funds be available to maintain one ROTC unit in each State regardless of enrollment. Three other units which did not meet the enrollment criteria for the current school year had a junior year enrollment of 17 or more at least once in the 4 preceding years and, therefore, were not disestablished. (See enc. III.)

In conclusion, all of the services are disestablishing those units which did not comply with section 855 of the 1978 Defense Appropriation Act.

CIVILIANIZING MILITARY SUPPORT
POSITIONS IN ROTC

In our March 1977 report, "Reserve Officer Training Corps: Management Deficiencies Still To Be Corrected," we discussed the benefits of civilianization and recommended that the services identify and convert military support positions which could be filled by civilians. According to service officials responsible for ROTC programs, the following action has been taken:

--Army: Within the next 2 years the Army will be civilianizing a total of 394 positions with half, or 192 positions, scheduled to be converted in the first year (fiscal year 1979).

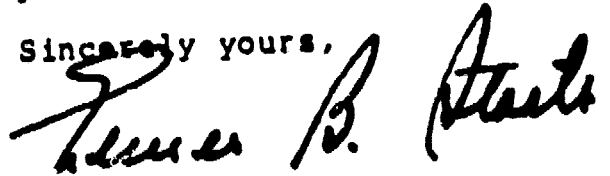
--Air Force: The Air Force has civilianized 55 positions. No further action is planned.

--Navy: The Navy reviewed military positions in ROTC units and at headquarters for possible civilianization at equal or reduced cost and has not, nor does it plan to, civilianize any positions.

B-146947

We trust that this information answers your questions and will be of assistance to you in your forthcoming budget hearings. As arranged with your office, we are sending copies of this report to the Secretaries of Defense, the Air Force, the Army, and the Navy. Copies will also be available to other interested parties upon request.

Sincerely yours,

A handwritten signature in black ink, appearing to read "Thomas B. Starks". The signature is written in a cursive style with a large, sweeping initial "T".

Comptroller General
of the United States

Enclosures - 3

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Congress of the United States
House of Representatives
Committee on Appropriations
Washington, D.C. 20515

October 14, 1977

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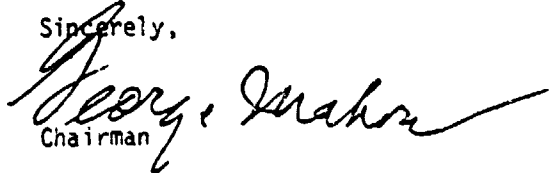
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Honorable Elmer B. Staats
Comptroller General of the
United States
General Accounting Office
Washington, D. C. 20548

Dear Mr. Staats:

The FY 1978 Defense Appropriation Act contains a general provision which for the first time requires certain minimum enrollments at ROTC detachments in order to retain federal support. The applicable provision (Section 855) allows the military departments to consider as a single unit ROTC detachments that are a part of consortium agreements.

It would be appreciated if you would direct further inquiry into these consortium arrangements in order to determine the extent to which this procedure reduces costs and thereby makes the maintenance of ROTC detachments at colleges and universities with substandard enrollments economically justifiable. Any other information which your staff may be able to provide the Committee as follow-up to previous General Accounting Office reviews of the ROTC program would also be appreciated.

Sincerely,

Chairman

ENCLOSURE II

ENCLOSURE II

ARMY ROTC CONSORTIUMS

| Consortium | Established | Under class enrollment | | | Staffing levels | | | |
|--|-------------|------------------------|------------|-----------|---------------------------|---------------|--------------------------|---------------|
| | | 76-77 | 77-78 | (note a) | Before Author- ized | As- signed | After Author- ized | As- signed |
| 1. North Central Texas Area Instruction Group: | SY 76-77 | | | | | | | |
| University of Texas, Arlington | | 17 | 29 | 28 | 10 | 10 | - | - |
| Texas Christian University | | <u>10</u> | <u>10</u> | <u>11</u> | <u>9</u> | <u>9</u> | <u>-</u> | <u>-</u> |
| | | <u>27</u> | <u>39</u> | <u>39</u> | <u>19</u> | <u>19</u> | <u>19</u> | <u>19</u> |
| 2. Houston Area Instruction Group: | SY 76-77 | | | | | | | |
| University of Houston | | 24 | 17 | 24 | 9 | 9 | - | - |
| William M. Rice University | | <u>15</u> | <u>10</u> | <u>8</u> | <u>8</u> | <u>8</u> | <u>-</u> | <u>-</u> |
| | | <u>39</u> | <u>27</u> | <u>32</u> | <u>17</u> | <u>17</u> | <u>14</u> | <u>14</u> |
| 3. Pittsburgh Area Instruction Group: | SY 75-76 | | | | | | | |
| University of Pittsburgh | | 21 | 23 | 21 | 10 | 9 | - | - |
| Carnegie-Mellon University | | 4 | 9 | 18 | 8 | 8 | - | - |
| Duquesne University | | <u>8</u> | <u>11</u> | <u>18</u> | <u>8</u> | <u>8</u> | <u>-</u> | <u>-</u> |
| | | <u>33</u> | <u>43</u> | <u>57</u> | <u>26</u> | <u>25</u> | <u>16</u> | <u>18</u> |
| 4. Tampa Area Instruction Group: | SY 75-76 | | | | | | | |
| Florida Southern College | | 18 | 21 | 12 | 8 | 8 | - | - |
| University of Tampa | | <u>68</u> | <u>81</u> | <u>80</u> | <u>10</u> | <u>11</u> | <u>-</u> | <u>-</u> |
| | | <u>86</u> | <u>102</u> | <u>92</u> | <u>18</u> | <u>19</u> | <u>21</u> | <u>21</u> |
| 5. Seattle Area Instruction Group: | SY 76-77 | | | | | | | |
| University of Washington | | 27 | 31 | 30 | 9 | 10 | - | - |
| Seattle University | | <u>17</u> | <u>23</u> | <u>20</u> | <u>9</u> | <u>7</u> | <u>-</u> | <u>-</u> |
| | | <u>44</u> | <u>54</u> | <u>50</u> | <u>18</u> | <u>17</u> | <u>14</u> | <u>15</u> |

ENCLOSURE II

ENCLOSURE II

| Consortium | Established | Junior class enrollment | | | Staffing levels | | | |
|--|-------------|-------------------------|------------|-------------------|----------------------|---------------|----------------|------------------------|
| | | 75-76 | 76-77 | 77-78 (note a) | Before Authorized | As- signed | Autno- used | After As- signed |
| 6. North Bay Area Instruction Group: University of California-Berkeley | SY 76-77 | 27 | 24 | 24 | 9 | 8 | - | - |
| University of San Francisco | | <u>19</u> | <u>21</u> | <u>23</u> | <u>9</u> | <u>9</u> | <u>-</u> | <u>-</u> |
| | | <u>46</u> | <u>47</u> | <u>47</u> | <u>18</u> | <u>17</u> | <u>14</u> | <u>15</u> |
| 7. South Bay Area In- struction Group: San Jose State University | SY 76-77 | 19 | 16 | 17 | 9 | 10 | - | - |
| University of Santa Clara | | <u>14</u> | <u>15</u> | <u>17</u> | <u>9</u> | <u>8</u> | <u>-</u> | <u>-</u> |
| | | <u>33</u> | <u>31</u> | <u>34</u> | <u>18</u> | <u>18</u> | <u>14</u> | <u>16</u> |
| 8. Cincinnati Area In- struction Group: Xavier University | SY 76-77 | 15 | 21 | 20 | 9 | 9 | - | - |
| University of Cincinnati | | <u>16</u> | <u>20</u> | <u>17</u> | <u>8</u> | <u>8</u> | <u>-</u> | <u>-</u> |
| | | <u>31</u> | <u>41</u> | <u>37</u> | <u>17</u> | <u>17</u> | <u>15</u> | <u>15</u> |
| 9. Columbia/Rolla Area Instruction Group: University of Missouri-Columbia | SY 76-77 | 31 | 22 | 30 | 9 | 9 | - | - |
| University of Missouri-Rolla | | <u>9</u> | <u>9</u> | <u>14</u> | <u>9</u> | <u>9</u> | <u>-</u> | <u>-</u> |
| | | <u>40</u> | <u>31</u> | <u>44</u> | <u>18</u> | <u>18</u> | <u>13</u> | <u>14</u> |
| 10. Fox Valley Area In- struction Group: University of Wisconsin-Oshkosh | SY 76-77 | 18 | 12 | 21 | 9 | 9 | - | - |
| Rippon College | | 8 | 13 | 15 | 9 | 8 | - | - |
| Saint Norbert College | | <u>7</u> | <u>17</u> | <u>18</u> | <u>9</u> | <u>9</u> | <u>-</u> | <u>-</u> |
| | | <u>33</u> | <u>42</u> | <u>54</u> | <u>27</u> | <u>26</u> | <u>21</u> | <u>21</u> |
| Total | | <u>412</u> | <u>457</u> | <u>486</u> | <u>196</u> | <u>193</u> | <u>161</u> | <u>168</u> |

a/As of December 1, 1977.

ENROLLMENT IN UNITSWITH HISTORICALLY LOW ENROLLMENT (note a)

| | School year 1977-78 | |
|--|---------------------|--------------------|
| | <u>enrollment</u> | |
| | <u>Total</u> | <u>Junior year</u> |

Air Force:

| | | |
|---|------------------------|----|
| Illinois Institute of Technology, Ill. | 85 | 23 |
| Tulane University, La. | Terminated summer 1977 | |
| Massachusetts Institute of Technology, Mass. | 142 | 24 |
| University of Mississippi, Miss. (note b) | 80 | 15 |
| Lamar University, Tex. (note c) | 76 | 14 |

Navy:

| | | |
|---|-----|----|
| Massachusetts Institute of Technology, Mass. | 151 | 21 |
| Northwestern University, Ill. | 98 | 19 |
| Rice University, Tex. | 90 | 17 |

Army:

| | | |
|--|-----|----|
| University of Alaska, Alaska | 46 | 3 |
| East Central Oklahoma State College, Okla. | 98 | 17 |
| Missouri Western State College, Mo. | 70 | 17 |
| Nicholls State University, La. | 184 | 24 |
| University of North Alabama, Ala. | 290 | 19 |
| Southeastern Louisiana University, La. (note d) | 262 | 11 |
| Southern State College, Ark. | 137 | 17 |
| Southwestern Oklahoma State University, Okla. | 135 | 21 |
| Wheaton College, Ill. | 88 | 17 |
| University of Wisconsin, Stevens Pt., Wis. | 224 | 17 |
| Idaho State University, Idaho | 116 | 24 |
| Kansas State College of Pittsburg, Kan. | 295 | 20 |

- a/ROTC single school units having, since school year 1972-73, continuously failed to enroll 20 or more cadets in junior year. Source: Department of Defense Appropriation Bill 1977-79, Full Committee Print.
- b/Had a junior year enrollment of 18 in school year 1974-75, according to figures supplied by the Chief, ROTC Programs, Headquarters, U.S. Air Force.
- c/Had 17 junior year students enrolled in school year 1975-76, according to the Chief, ROTC Programs, Headquarters, U.S. Air Force.
- d/Had 17 junior year students enrolled in school year 1976-77. The Acting Chief of Army Precommissioning Programs told us that six additional junior year students were scheduled to enroll in the winter semester. He told us that if all six did not sign on, Southeastern would go on evaluative status.