

# **TRADING BOOKS**

**for  
SOLDIERS**

**The True Cost  
of JROTC**



**An American Friends  
Service Committee report**

**AFSC National Youth & Militarism Program  
by Philip Clark**

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# SOLDIERS

## The True Cost of JROTC

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## The true cost of JROTC

School districts agree to host Junior Reserve Officer Training Corps (JROTC) programs in their schools, often unaware of the true cost. School officials usually think of the program, which is partly funded by the U.S. Department of Defense, as a bargain.

The military wants school board members to believe that a school district's share of JROTC's cost is minimal. For example, the U.S. Army writes, "An austere program in one high school costs about \$30,000 for the school's part of the combined salaries of one officer and one enlisted instructor."<sup>1</sup> The U.S. Air Force writes, "Based on program experience, the average cost borne by the host school for the instructor team (one officer and one noncommissioned officer) is \$28,000 to \$32,000 annually."<sup>2</sup> The military's estimate, however, does not include significant components of instructor personnel costs, namely fringe benefits and bonus pay.

In 1998-1999, a more accurate estimate of the cost of the standard JROTC instructor team is \$76,000. JROTC's practice of hiring two (or more) teachers to do the job of one is a key reason why some studies conclude that it is more expensive than nonmilitary school programs.

Federal law requires host schools to hire a minimum of two JROTC instructors to teach at least one hundred students. The immediate consequence is that, in most cases, a minimum of two JROTC instructors are assigned the same student load that *one* nonmilitary teacher is expected to handle, which makes JROTC more costly to staff than other courses. For example, the average cost of two JROTC instructors is \$76,000, but the average cost of one high school teacher, assigned the same student load as two JROTC instructors, is approximately \$52,000.<sup>3</sup>

To make things worse, this is occurring during a time of tight school budgets when school districts nationwide are struggling to meet basic student needs. Many classrooms are in desperate need of repair; there is often an inadequate supply of teachers, and some school districts cannot afford modern libraries or textbooks. During this difficult era, school districts in the United States will spend more than \$222 million of local taxes on JROTC personnel costs alone. That is enough money to renovate hundreds of classrooms, hire or train thousands of teachers, or purchase thousands of modern library books or textbooks.

Despite the funding crises facing school districts today, JROTC thrives and has nearly doubled in size since 1992. This costly, military-sponsored program is currently in use at more than 2,500 schools. In this report, we examine the hidden factors that cause JROTC to cost far more than is normally claimed by the military.

## What JROTC personnel cost schools

Understanding three specific elements of JROTC salaries—and how costs are divided between the U.S. Department of Defense and school districts—is crucial to unraveling the actual costs of JROTC programs. We coined the terms *Base Salary* and *Instructor Bonus Salary* to make it easier for the reader

to follow our analysis. These terms are not to be confused with similar terms more generally used for civilian personnel. After defining those terms here, we will capitalize them throughout the rest of this report to make the distinction clear. They are:

- **Base Salary** is the minimum amount school districts are allowed by federal law to pay JROTC personnel. The military's standard name for Base Salary is "Minimum Instructor Pay."
- **Instructor Bonus Salary** is any amount paid to personnel beyond the Base Salary. The military refers to this as the "amount above the minimum instructor pay," in lieu of the term "Instructor Bonus Salary."
- **Fringe Benefits** include the cost of a school district's contributions to Social Security, pension plans, health and life insurance, and perquisites for JROTC personnel.

Each of these elements is paid differently: typically, school districts pay half of Base Salary, with the U.S. Department of Defense (DoD) paying the other half of Base Salary. Local school districts pay all of Instructor Bonus Salary and Fringe Benefits.<sup>5</sup>

**Base Salary**

Although JROTC instructors are classified as retired from the military, the military mandates that each JROTC instructor must receive, at minimum, the same salary he/she would receive if still a soldier. Each instructor is therefore paid a Base Salary which, when added to his/her Retirement Salary, equals what he/she would receive if still a soldier.<sup>6</sup> For example, a hypothetical JROTC instructor would receive an annual salary of \$50,000 if he/she were still a soldier. If he/she currently receives \$20,000 annually in Retirement Salary, his/her Base Salary would amount to \$30,000.

Federal law (10 USC 2031 d:1) prohibits the Defense Department from paying more than half the cost of Base Salary.<sup>7</sup> (See "The 100-percent Salary Myth" for an exception to this rule.)

A JROTC instructor's Base Salary is determined by length of military service and rank—not the school district's pay scale. In school districts with low teacher salaries, JROTC instructors can earn more than nonmilitary teachers. Two examples illustrate this situation. In 1993, the Bethlehem Education Association (the teachers' union in Bethlehem, Pennsylvania) pressured the school board to vote against adopting a Navy JROTC program primarily because the JROTC instructor's fixed Base Salary was above the

**The 100-percent Salary Myth**

School officials sometimes report that the military offered to pay "100 percent of JROTC instructor salaries" for their school districts.

The U.S. Code (10 USC 2031 d:1) has a provision that allows the military to reimburse some school districts more than *one-half the cost of Base Salary* if those districts are "educationally or economically deprived."

Only 194, or 8 percent, of the 2,542 JROTC programs in the United States at the beginning of the 1998-1999 school year are funded under this provision, known as the Enhanced Funding Initiative. According to the Office of Assistant Secretary of Defense, the military typically pays 100 percent of JROTC instructor Base Salary for the first two years, 75 percent for the next three years, and the normal 50 percent funding thereafter.<sup>4</sup> After five years of enhanced funding, schools that receive it will pay the full personnel cost of JROTC as described in this report—approximately \$76,000 for two instructors and \$36,000 for each additional instructor.

The Assistant Secretary of Defense's memorandum made it clear that the military is only referring to the Base Salary when it promises enhanced funding. Fringe Benefits and Instructor Bonus Salary are still entirely paid by the school district hosting JROTC, even with extra funding. The military's occasional promise to pay "100 percent of instructors' salary" is misleading and refers to a temporary situation.

**JROTC Base Salary cost to local school districts, 1998-1999\***  
(for a typical two-person instructor team)

	<b>Army</b>	<b>Navy</b>	<b>Air Force</b>	<b>Marines*</b>	<b>Average</b>
Enlisted	\$16,200	\$14,634	\$13,709	\$14,848	\$15,280
Officer	\$21,000	\$20,196	\$19,756	\$20,317	\$20,536
<b>Total</b>	<b>\$37,200</b>	<b>\$34,830</b>	<b>\$33,465</b>	<b>\$35,165</b>	<b>\$35,816</b>

Source: Army, Navy, and Air Force data acquired in 1998 under the Freedom of Information Act. The Marine Corps figures are averages of the other three branches.



school district's normal pay scale. As a result, JROTC instructors would have been paid more than other teachers with the same education and experience. A similar situation developed in Wichita, Kansas, where the average JROTC instructor salary is about \$6,000 more than a Wichita teacher would receive with 14 years of teaching experience and a doctoral degree.

During 1998-1999, local school districts will pay on average approximately \$35,800 in JROTC instructor Base Salary for a two-instructor team. (See Appendix A for a copy of the military's calculation of Base Salary. In that appendix, which is provided by the U.S. Army, Base Salary is referred to as "Minimum due the instructor for the school.")

### **Instructor Bonus Salary (IBS)**

The Instructor Bonus Salary (IBS) is additional compensation paid to JROTC personnel, beyond Base Salary and Fringe Benefits. It is optional, and is the sole responsibility of the school district.

Instructors are encouraged by the military to negotiate IBS from their school districts. According to one Air Force presentation kit, school districts in the United States spent a total of \$10.8 million on Air Force Instructor Bonus Salaries alone during the 1995-1996 school year. Most Air Force JROTC instructors—85 percent of all the officers and 92 percent of all the enlisted men—were paid IBS.<sup>10</sup>

The Army's JROTC information packet suggests that instructors receive IBS because they perform school-related duties in addition to their JROTC duties (e.g., teaching physical education classes or coaching sports teams). Furthermore, if Army JROTC personnel sign a contract for employment with a school district that has a term less than twelve months—for example, a nine-month contract—but continue to perform school-related duties after the term has expired, the extra salary due these instructors would be paid in IBS.<sup>11</sup>

In other instances, instructors receive IBS because they are hired as regular teaching staff. Federal law (10 USC 2031 d) states that JROTC instructors are employees of the school districts that hire them. Their salaries may be subject to the same policies as those of the regular teacher staff. If the school district tends to pay a higher average salary than JROTC's required minimum, the school district may augment the JROTC salary. In those instances, the school district pays 100 percent of the additional costs.

This occurred in Lansing, Michigan, where, to satisfy potential union concerns, JROTC instructors were put into the labor bargaining unit and were paid the same salary as experienced teachers. This led to JROTC personnel

**Estimated JROTC Instructor Bonus Salary (IBS) cost to local school districts, 1998-1999<sup>12</sup>** (for a typical two-person instructor team)

	Army	Navy	Air Force	Marines	Average
Enlisted	\$ 9,427	\$ 8,591	\$ 8,489	\$ 8,837	\$ 9,033
Officer	\$ 8,052	\$ 7,932	\$ 7,972	\$ 7,984	\$ 8,009
<b>Total</b>	<b>\$17,479</b>	<b>\$16,523</b>	<b>\$16,461</b>	<b>\$16,821</b>	<b>\$17,042</b>

Source: Air Force presentation materials; data from the Army and Navy. In the case of the Army, Navy, and Marine Corps, the actual figures were not provided but were extrapolated based on other data they provided.

costs that were greater than the school board expected—a realization that in 1995 motivated them to vote to discontinue the program.

During 1998-1999, an average school district paid approximately \$17,000 in Instructor Bonus Salary for a two-instructor team.

**Fringe Benefits**

U.S. public secondary school instructional staff benefits will cost school districts an average of \$11,750 per teacher in 1998-1999.<sup>13</sup> JROTC instructors are hired by school districts as full-time instructional staff and receive the same fringe benefits as other members of the instructional staff. Districts will pay a JROTC instructor team an average of \$23,500 this school year in fringe benefits. School board members are often unaware of this obligation.

This is illustrated in the case of the Vista Unified School District in Vista, California. In fall 1995, the first year of the district's Air Force JROTC program, the school board thought that the only significant cost of the JROTC program would be one-half of Base Salary, or \$28,305. However, four months after the program began, analysis of their JROTC budget revealed that an additional \$18,571 was projected as the cost for the instructor's Fringe Benefits. This cost made the program approximately 65 percent more expensive than the school board expected.

\*\*\*\*\*

The estimated personnel cost (Base Salary, IBS, and Fringe Benefits) to a school district with a standard two-instructor JROTC program is \$76,000. Each additional enlisted instructor costs a school district another \$36,000. For example, a three-instructor JROTC program would cost a district \$112,000.<sup>14</sup>

School districts nationwide spent an estimated \$222 million in local taxes on JROTC instructor personnel costs during the 1998-1999 school year.<sup>15</sup> The Department of Defense contributed approximately an additional \$167.8 million in federal taxes.<sup>16</sup> Given that local and federal tax dollars are used to finance JROTC programs, the public, in effect, pays the program's entire personnel cost.

**Estimated JROTC personnel costs to school districts, 1998-1999**  
(for a typical two-person team)

	Army	Navy	Air Force	Marines	Average
<b>Base Salary</b>	\$37,200	\$34,830	\$33,465	\$35,165	\$35,816
<b>Fringe Benefits</b>	\$23,500	\$23,500	\$23,500	\$23,500	\$23,500
<b>IBS (optional)</b>	\$17,479	\$16,523	\$16,461	\$16,821	\$17,043
<b>Total</b>	<b>\$78,179</b>	<b>\$74,853</b>	<b>\$73,426</b>	<b>\$75,486</b>	<b>\$76,359</b>

The salary figures presented are averages—instructors' actual salaries depend on length of service, rank, location, and length of employment contract with the host school. Furthermore, although the military operates JROTC programs internationally, the analysis in this report applies only to programs in the United States and U.S. territories. Personnel costs for JROTC instructors at private schools may differ from these estimates.



## **Hidden JROTC costs**

JROTC programs are expensive. In addition to personnel costs, school districts also pay the following costs, discussed in detail below:

- insurance;
- facilities renovation;
- transportation;
- multiple JROTC unit supervision.

### **Insurance**

The Navy, Marine Corps, and Army JROTC programs offer marksmanship courses that carry the obvious risk of accidental injury or death. The standard contracts of both the Navy and Marine Corps JROTC programs require school districts to provide health insurance policies for students enrolled in JROTC. The Army does not have the same requirement.

The military also holds school districts responsible for protecting government property used by JROTC, such as rifles, measurement devices, computer equipment, and so forth. All four JROTC programs require schools to either purchase a bond covering the cost of equipment or appoint a Military Property Specialist (sometimes entitled Military Property Custodian) to be responsible for the equipment. Unless a JROTC instructor is assigned this responsibility, the Military Property Specialist receives a salary, fringe benefits package, and, in some cases, is bonded, all at the expense of the school district. For example, the Military Property Specialist of Walker County School District in LaFayette, Georgia, will cost the district \$18,000 in the 1998-1999 school year. *(See Appendix B for additional information and overview of costs on Walker County.)*

### **Facilities renovation and maintenance**

School facilities must sometimes be renovated when a JROTC program comes to campus. Some school districts construct new buildings or renovate wings of existing ones. For example, the Brownsville, Texas, school board approved \$312,000 in 1992 for construction of an Air Force JROTC building at a local high school.<sup>17</sup>

JROTC programs typically require exclusive use of classroom and storage space. School districts that host JROTC may need to build new classroom space, make necessary renovations to existing classroom space, and pay for all utilities, including telephone installation and service. They must also pay any costs related to properly securing JROTC storage rooms. For Army JROTC units, this includes paying the costs of double lock security, window treatments, rifle racks, and padlocks.

### **Transportation**

It is common for JROTC units to go on field trips or to participate in activities away from school grounds. Transportation costs for JROTC cadets are not always paid by the military. Some school districts, for example, have to pay for extra bus runs for students participating in JROTC activities. In 1995, the school board of Lansing, Michigan, investigated the cost of these extra bus runs and found that this service cost the district \$8,402. Your school district may also be paying for JROTC-related transportation. Policies vary widely.

### **Multiple JROTC unit supervision**

School districts with multiple Army JROTC programs may be required to hire a retired officer to supervise them. This officer's title is Director of Army Instruction (DAI), and the cost sharing arrangement that applies to the regular JROTC instructors also applies to him or her. As of June 1998, there were a total of fifty Director of Army Instruction positions; their cost to U.S. school districts would be approximately \$1,851,500 for the 1998-1999 school year.

### **Is JROTC more expensive than nonmilitary educational programs?**

No nationwide studies comparing the cost of JROTC to other nonmilitary educational programs have been done. The Project on Youth and Non-Military Opportunities (Project YANO) and the Harrisonburg School District have used two different but useful methods to investigate the comparative cost of JROTC. Their reports found that more financial resources were used for JROTC than other programs, such as math and English. School districts hosting JROTC should investigate its cost-effectiveness, especially during periods when some school programs must be cut.

Federal law (10 USC 2031 b:1, c:1) requires host schools to hire a minimum of two instructors and enroll at least 100 students or 10 percent of the school's student body, whichever is less. Two things result: First, the personnel costs of a JROTC instructor team should be calculated together—as if they were one teacher—since the team teaches the same group of students. Second, one JROTC instructor team usually has a lighter teaching load than one nonmilitary teacher. (*See Appendix C for JROTC student/teacher ratios.*)

For example, at Vista High School in Vista, California, only 95 students were assigned to the JROTC instructor team while 250 students were assigned to one physical education teacher. (We use a physical education teacher as a comparison because students are often allowed to take JROTC in place of physical education.) The lighter teaching load created by the two-instructor minimum requirement has caused some to question if JROTC is more expensive than nonmilitary educational programs. Using two different cost analyses, a school district and community group both arrived at this conclusion. Below are highlights of their investigations.

#### **Harrisonburg School Board, Harrisonburg, Virginia**

During 1997, Dr. Richard Yoder, a former chairman of the Harrisonburg School Board, provided the AFSC with an analysis of JROTC budget data for his school district. There were a total of 96 students in the program, 53 from Harrisonburg High School and 43 from Spotswood High School (a county school that participated in the program at no cost to Spotswood). According to figures provided by the superintendent at Dr. Yoder's request, total personnel costs were approximately \$76,500. Of this amount, approximately \$41,500 was provided from local taxes through the school board budget with the balance provided by the U.S. Department of Defense through our federal tax dollars. (*See Appendix D.*)

Cost calculations based only on local tax dollars spent on JROTC showed



that the teacher cost per student in Harrisonburg High School was higher for the JROTC program (\$781) than for the math or English programs (\$565). When the number of student class hours is factored in, the disparity in cost is even greater. English and math teachers carry a substantially heavier load (five times the number of student class hours) than JROTC instructors.

Given that a combination of local and federal tax dollars is used to fund JROTC programs, the public pays the program's entire tab. The differences between spending on JROTC and math or English programs were more striking when local *and* federal tax dollars were factored into the analysis.

### **Vista Unified School Board, Vista, California**

In 1995, students at Vista High School were allowed to take JROTC instead of their regular physical education class. Ninety-five students enrolled in JROTC. Project YANO produced a report that compared the cost of JROTC staff and physical education staff in Vista High School based on school district budget projections. The major finding was that the district would have paid physical education staff only \$19,855 to teach 95 students (personnel cost per student was \$209), but JROTC staff would be paid \$51,080 to teach the same number of students (personnel cost per student was \$538). The district anticipated paying JROTC staff nearly three times the amount it would have paid physical education staff to teach the same number of students. (*See Appendix E for YANO's analysis.*)

### **In summary**

School district investment in JROTC represents a real trade-off for students. JROTC flourishes while school-based programs, known to engage young people with schools and lead to greater self-discipline and achievement, are under-supported. A continued investment in military programs reduces funds available to support programs such as college preparatory classes, art, junior-varsity sports, and conflict resolution training, or to reduce class size and expand student counseling services.

Today, education experts strongly recommend that all students enroll in academically challenging college preparatory classes *regardless of their post-high school plans*. The expansion of JROTC runs counter to this national trend toward higher academic standards. Students are encouraged to enroll in JROTC even though it is of little or no educational value in the eyes of most colleges. They could use that class time for subjects such as algebra, lab sciences, or a foreign language to enhance their college readiness and life options.

Many students end up in JROTC because they are encouraged to do so by school officials or because it is considered by students to be an easy subject. Those who are not college-bound experience another kind of loss: they give up precious hours of class time to take JROTC, missing educational opportunities that will never be regained once they graduate and move into the working world.

Schools fail to do all they can for students when they trade books for soldiers.

## How to find the cost of the JROTC program in your school district

We have outlined the major costs of a JROTC program, but to find the cost of a particular district's JROTC program, you will need to get specific budget information from that district.

Budgets published by school districts frequently contain incomplete or misleading information about JROTC. The Rochester (New York) School District budget for 1997-1998, for example, claims that average JROTC instructor salary was \$34,671. The budget does not say whether this includes Instructor Bonus Salary. Moreover, there is no entry for fringe benefits, insurance, facilities renovation and maintenance, or transportation costs.

People are usually the best sources of JROTC budget information. Some local residents have acquired budget information by calling, writing, or meeting with their superintendent of schools, school board members, teachers unions, parent advocate groups, or school administrators. Request a copy of the JROTC application and the minutes and background materials of board meetings where the decision was made to install or renew JROTC. This information is public, and it is your right to know.

School district staff are sometimes reluctant to provide information or analyze relevant data. In Lansing, Michigan, residents requesting information were sometimes falsely told, "There's no budget; the program is free." Even well-intentioned staff members can be uncertain of how the district's JROTC expenditures are compiled. The best way to increase the likelihood of receiving accurate financial information is by asking highly detailed questions. Below is a suggested approach to obtaining information.

## Important questions related to JROTC cost

### Sample information requests: Records

1. Request copies of the contract for employment each JROTC instructor signed with the school district. (The JROTC contract for employment can be the most important document related to the program's cost. It may contain information not mentioned elsewhere. As a general rule, if a statement regarding JROTC instructors' salaries is not supported by the contract, do not assume it is valid.)
2. Request copies of all applications filled out by the school district and sent to a military region commander, including, but not limited to:
  - a. Army: DA Form 3126, Application Agreement for Establishment of a Junior Reserve Officers Training Unit
  - b. Army: DA Form 9186 (if submitted), Amendment to Application for Establishment of Army Reserve Officers Training Corps Unit
  - c. Air Force: AFROTC Form 59, Application for Establishment of Air Force Junior ROTC Unit
  - d. Navy: CNET 1533/90, Host School Application for a Navy Junior ROTC Unit
  - e. Marine Corps: MCJROTC Unit Application and School Information



**Additional information**

1. What are the JROTC instructors' names and ranks? Are they all full-time JROTC instructors? Does the school district pay a portion of their salaries?
2. Does the district receive special or "enhanced" funding from the military? If so, what is the amount of this additional funding and when is it scheduled to end?
3. What salary was contracted for each JROTC instructor? What is the length of each contract?
4. How much is the school district reimbursed per month for each JROTC instructor?
5. What is the dollar value of each instructor's fringe benefits package (including the school's contribution to Social Security, other pension plans, health and life insurance, and perquisites, such as personal use of a car)?
6. How many students are currently enrolled in the school district's JROTC program(s)? How many hours of instruction are given to these students during the school year? (Ask the school district to provide the total hours of instruction for the program.)
7. For schools with JROTC programs, how many students are enrolled in non-elective English classes? How many hours of instruction are given to these students during the school year? (Ask the school district to provide the total hours of instruction for these classes.) What do these English classes cost the school annually? (Ask for the total salary and fringe benefits figures.)
8. Was an insurance bond purchased to cover the cost of the military equipment used by the JROTC program? If yes, how much did the bond cost the school district?
9. What, if any, is the additional cost per year of providing health insurance policies for students enrolled in JROTC? (Note: both the Navy and Marine Corps require districts to provide health insurance for students in their programs.)
10. Has a Military Property Specialist (sometimes entitled "Military Property Custodian") been hired to care for government equipment? If yes, how many? What is the combined cost of his/her yearly salary and fringe benefits package? Is any of this cost reimbursed by the military? If this person is bonded, how much did the bond cost the district?
11. What is the total cost to the school district for JROTC-related facility construction or renovation, such as storage closets, shooting ranges, armories, drill areas, etc.?
12. Does the district's JROTC program require transportation not normally provided for students, such as extra bus runs or field trips? If yes, how much does this extra transportation cost the district per year?
13. Is the district employing a Director of Army Instruction? Does the school district pay a portion of his or her salary? What salary was contracted for him/her? What is the length of this contract? What amount is the school district being reimbursed per month for this position? What is the dollar value of the Director of Army Instruction's fringe benefits package, including the school's contribution to Social Security, other pension plans, health and life insurance, and perquisites such as personal use of a car?

## Appendix A

### Army's method of calculating base salary

#### Headquarters ROTC Cadet Command Examples of salary computations

##### EXAMPLE 1:

A Junior ROTC instructor agrees to instruct, administer, and operate a Junior ROTC unit for 12 months at Murray High School.

##### ACTIVE DUTY PAY AND ALLOWANCES INCLUDE:

- (1) Basic pay
- (2) Basic allowance for quarters
- (3) Variable housing allowance
- (4) Allowance for uniforms (enlisted instructors only)
- (5) Basic allowance for subsistence (BAS)
- (6) All other pay and allowances are excluded unless permitted by specific revision to Department of Defense (DoD) Directive 1205.13

##### DUE TO THE JUNIOR ROTC INSTRUCTOR

- a. From the U.S. government:
- |                                |          |          |
|--------------------------------|----------|----------|
| Annual military retirement pay | \$28,000 | \$28,000 |
|--------------------------------|----------|----------|

- b. From the school district:  
MINIMUM due the instructor from the institution is the difference between the annual retirement pay and what the instructor would earn annually if recalled to active duty.

DIFFERENCE: Active duty pay less retired pay	+ \$30,000*	
TOTAL	\$58,000	

MINIMUM due the instructor for the school		<u>\$30,000</u>
Junior ROTC instructor's total compensation		\$58,000

\* Reimbursed to the school district by U.S. Army  
(50 percent of \$30,000 = \$15,000)

**EXAMPLE 2:**

If the school district in Example 1 believes the Junior ROTC instructor should be compensated more than the minimum, they may do so.

**DUE TO THE JUNIOR ROTC INSTRUCTOR**

a. From the U.S. government:	
Annual military retirement pay	\$28,000
b. From the school district:	
Minimum annual compensation (sec computation in Example 1)	\$30,000*
Additional compensation for Junior ROTC related duties	+\$ 5,000
Junior ROTC instructor's total compensation	\$63,000

\* Reimbursed to the school district by the U.S. Army  
(50 percent of \$30,000 = \$15,000)

**EXAMPLE 3:**

If the school district in Example 1 wanted the Junior ROTC instructor to serve as the assistant football coach. A separate contract between Murray High School and the Junior ROTC instructor was written to describe any additional duties desired by the institution, beyond those connected with the instruction, administration, and operation of the Junior ROTC unit.

**DUE TO THE JUNIOR ROTC INSTRUCTOR.**

a. From the U.S. government:	
Annual military retirement pay	\$28,000
b. From the school district:	
Minimum annual compensation (sec computation table in Example 1)	\$30,000*
Additional compensation for non- Junior ROTC related duties	+\$ 5,000
Junior ROTC instructor's total compensation	\$63,000

\* Reimbursed to the school district by the U.S. Army  
(50 percent of \$30,000 = \$15,000)

**NOTE:**

- If a contract is written for less than 12 months, the Army will only cost share the cost of the instructor's salary for the duration of the contract.
- If the school district pays an instructor above the minimum, for any reason, the Army cannot cost share this additional amount.



## Appendix B

### Walker County Board of Education, LaFayette, Georgia

The superintendent of the Walker County School District provided a local parents group with a complete set of JROTC personnel cost data. The district hired three instructors who are retired from the military to administer the Army JROTC program at LaFayette High School. The personnel costs to the district are:

	<b>Base Salary</b>	<b>Fringe Benefits</b>	<b>IBS</b>	<b>Total</b>
<b>Instructor O6</b>	\$25,978.56	\$13,864.68	\$ 8,583.60	\$48,426.84
<b>Instructor E9</b>	\$14,855.52	\$ 9,559.08	\$ 4,033.20	\$28,447.80
<b>Instructor E8</b>	\$11,976.84	\$ 8,697.48	\$10,993.16	\$31,667.48
<b>Total Personnel Costs</b> .....				<b>\$108,542.12</b>

The combined personnel cost to the district for these three instructors for the 1998-1999 school year is \$108,542.12. If the district had used the Army's estimate of the cost for three JROTC instructors, it would have expected to pay only about \$45,000.

Our report estimates that the personnel cost for a three-instructor JROTC program is \$112,000, which is only 3 percent more than the district's actual costs.

*Source: Data from the superintendent of the Walker County School District acquired under the Georgia Open Records Act*

## Appendix C

### 1998-1999 Student/Teacher Ratios in JROTC Program

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Total instructors = 5,897  
Army = 3,216  
Air Force = 1,347  
Navy = 964  
Marines = 370

Total cadets = 411,279  
Army = 226,714  
Air Force = 98,602  
Navy = 60,465  
Marines = 25,498

Total units = 2,539  
Army = 1,338  
Air Force = 596  
Navy = 431  
Marines = 174

Average (weighted) number of cadets per instructor = 70  
Air Force = 73  
Army = 71  
Marines = 69  
Navy = 63

Average (weighted) number of instructors per unit = 2.3  
Army = 2.4  
Air Force = 2.3  
Navy = 2.2  
Marines = 2.1

Average (weighted) number of cadets per unit = 162  
Army = 169  
Air Force = 165  
Navy = 140  
Marines = 147

*Source: Army, Navy, Air Force, and Marine Corps data acquired under  
the Freedom of Information Act*

## Appendix D

### HARRISONBURG CITY SCHOOLS PRODUCTIVITY AND COST COMPARISONS BETWEEN JROTC AND MATH (OR ENGLISH, etc.) PROGRAMS

#### PRODUCTIVITY

UNIT OF ANALYSIS	JROTC		HHS math or English
	HHS+Spotswood*	HHS	
Total number of students	96.00	53.00	875.00
Total number of teachers	2.00	2.00	10.00
Number of students per teacher	48.00	26.50	87.40
Total number teacher class hours per week	5.17	5.17	39.17
Total number student class hours per week	248.64	137.27	3,430.00
Total number teacher class hours per year	186.12	186.12	1,410.12
Total number student class hours per year	8,951.04	4,941.72	123,480.00
Number of student class hours per teacher	4,475.52	2,470.86	12,348.00
Total number of classes/ week	6.00	6.00	47.00
Average class size	16.00	8.83	18.62

#### COSTS

UNIT OF ANALYSIS	JROTC		HHS math (or English)
	DoD & Local**	Local***	
Total salary costs	\$76,424	\$41,404	\$494,232
<b>Teacher cost per student</b>			
HHS students	\$ 1,442	\$ 781	\$ 565
HHS and Spotswood students	\$ 796	\$ 431	\$ 565
<b>Total number student class hours per year</b>			
HHS students	4,941.72	4,941.72	123,480
HHS and Spotswood students*	8,951.04	8,951.04	123,480
<b>Teacher cost per student class hour</b>			
HHS students	\$15.47	\$8.38	\$4.00
HHS and Spotswood students*	\$ 8.54	\$4.63	\$4.00

\* Spotswood students attend for the last period each day; HHS students attend for six sections each day.

\*\*The column entitled "DoD & Local" represents both the school district's and the U.S. Department of Defense's expenditures on the JROTC program.

\*\*\*The column entitled "Local" represents the school district's expenditures on the JROTC program.



## Appendix E

### Vista Unified School District, San Diego, California

Project on Youth and Non-Military Opportunities  
P.O. Box 230157, Encinitas, CA 92023  
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## Is JROTC more expensive for local schools?

### The impression of a financial savings

Whenever JROTC is first proposed at a school, parents and school officials are usually given the impression there will be no extra cost for having the program because it includes a federal subsidy. Details of the school district's true financial obligation are rarely scrutinized and, in some cases, are not even known when school board members vote to enter into a JROTC agreement with the Department of Defense.

An examination of facts reveals that, in reality, JROTC is more expensive to offer than most other school programs. This is largely because the subsidy is only partial, and two teachers—who are retired military officers—must be hired to teach a smaller number of students than is normally supported by a single teaching position.

Often, it is only after teachers are hired and classes have started that the true cost of JROTC becomes apparent to school officials. Then it is too late to back out of the agreement because the school district is required to give notice at least twelve months in advance before it can terminate the program.

### How JROTC uses local school district funds

Under the standard JROTC contract, the Department of Defense provides students with books, uniforms, and special equipment such as rifles. The school district must provide insurance, building facilities, and maintenance, and must pay teachers' salaries, employment taxes, and benefits. School districts commonly pay JROTC instructors the same salaries and benefits as other teachers, even though JROTC instructors rarely have college degrees in education.

The Department of Defense pays back the district for only part of the salary expense and *none* of the employment taxes or benefits. The subsidy amount is derived from a formula based on what each JROTC teacher's active-duty military salary would be, minus his or her military retirement pay. The *maximum* amount the Department of Defense will pay the school district is *half* of this difference.

The JROTC contract requires the school district to hire a minimum of *two* teachers (one a retired officer, one a noncommissioned officer) for up to 150 students. Students are able to take JROTC instead of their regular physical education class. Normally, *one* regular non-JROTC classroom teacher would teach an average of 150 students; while *less than one* Physical Education teaching position would be allocated for this many students.

This means that in order to have JROTC, a school district must more than double the staff normally hired (in the case of Physical Education) for the number of students involved. And because the federal subsidy amount will

likely cover less than half the total salaries and none of the employment taxes or benefits, schools are required to use extra money from their budgets, in effect subsidizing a high school military training program for the Department of Defense.

**An example of personnel costs in one school district**

The following projected income and expenses are for a first-year Air Force JROTC program that began in fall 1995 at Vista High School (VHS) in Vista, California. [Vista School District is one of several districts in the San Diego area.] *(Source of financial and enrollment data: Vista Unified School District.)*

<b>Cost to district of JROTC personnel</b>			
Number of JROTC cadets enrolled = 95			
Number of JROTC teachers employed = 2			
<b>Expenditure</b>	<b>Expense Amount</b>	<b>Amount Reimbursed</b>	<b>Net Cost to VHS</b>
Teachers salaries	\$60,813.80	\$2,8305.05	\$32,508.75
STRS (retirement)	5,017.10	0.00	5,017.10
Medicare	881.80	0.00	881.80
Health/Welfare	11,712.00	0.00	11,712.00
Unemployment	66.90	0.00	66.90
Workers Comp	894.00	0.00	894.00
	<u>\$79,385.60</u>	<u>\$28,305.05</u>	<u>\$51,080.55</u>
<b>Comparison to cost of personnel for P.E. classes</b>			
Average number of students to one P.E. teacher = 250			
Number of P.E. teaching slots required to teach 95 students enrolled in JROTC = 0.38			
Average cost for one P.E. teacher		\$52,250.00	
		x .38	
		<u>          </u>	
Estimated staffing, cost for 95 students in P.E.		\$19,855.00	
Net cost to VHS			\$51,080.55
Staffing for P.E. teacher			- \$19,855.00
<b>Amount of extral local funds lost as a consequence of having JROTC Program at Vista High School</b>			<b>\$31,225.55*</b>

\*In another case, in 1993 the San Diego Unified School District estimated it cost an extra \$301,000 in local funds to maintain teaching personnel for the district's eight JROTC units—an average of \$37,625 per school!

## NOTES

- <sup>1</sup> "Information Packet: Establishment of an Army Junior ROTC Program." U.S. Army ROTC Cadet Command, Fort Monroe, Virginia, p. 6.
- <sup>2</sup> "Air Force Junior ROTC Application Brochure." HQ AFJROTC/DOJO, Maxwell Air Force Base, Alabama.
- <sup>3</sup> Source: *Digest of Educational Statistics 1997 and 1998*. National Center for Education Statistics, Washington, D.C. Estimate based on projected average salary for public secondary school teachers (\$40,100) in 1998-1999 and the projected average expenditure on secondary school employee benefits (\$11,750) in 1998-1999.
- <sup>4</sup> Department of Defense Memorandum 1993, "Financial Assistance for Schools Establishing New Junior Reserve Officers Training Corps Programs," Office of Assistant Secretary of Defense, Washington, D.C., February 28.
- <sup>5</sup> Military Retirement Pay is one additional component, although it is irrelevant to this report. Members of the U.S. military who are now retired receive Retirement Pay. With few exceptions, JROTC instructors are classified as retired service members and therefore receive Retirement Pay directly from the military. School districts do not pay any portion of JROTC instructor Retirement Pay.
- <sup>6</sup> The military calculates Base Salary by subtracting the instructor's annual Retirement Salary from the salary the instructor would receive if he/she were to return to active duty (determined by rank and length of service).
- <sup>7</sup> Districts usually pay the full cost of Base Salary up front, and the military reimburses the districts later for one-half of that amount.
- <sup>8</sup> Source: Freedom of Information Act requests from the Army, Navy, and Air Force.

	Army	Navy	Air Force	Marines (estimated)	Total
Enlisted	\$29,913,300	\$ 6,270,669	\$ 9,733,400	\$2,880,512	\$ 48,797,881
Officer	\$27,352,500	\$ 8,775,162	\$12,189,452	\$3,453,893	\$ 51,771,007
<b>Total</b>	<b>\$57,265,800</b>	<b>\$15,045,831</b>	<b>\$21,922,852</b>	<b>\$6,334,405</b>	<b>\$100,568,888</b>

- <sup>9</sup> Estimated, based on average of the data from Army, Navy, and Air Force.
- <sup>10</sup> "AFJROTC" (presentation kit). HQ AFROTC/DOJ, Maxwell AFB, Alabama.
- <sup>11</sup> "Information Packet: Establishment of an Army Junior ROTC Program." U.S. Army ROTC Cadet Command, Fort Monroe, Virginia, page C-2.
- <sup>12</sup> Source: *Digest of Education Statistics 1996 and 1997*. National Center for Education Statistics, Washington, D.C.; "AFJROTC" (presentation kit), AFROTC/DOJ, Maxwell AFB; Department of Army, Navy, and Air Force responses to Freedom of Information Act (FOIA) requests. This statistic includes data from a small number of military academies and private schools. The statistic was generated from salary reports compiled near the beginning of the 1998-1999 school year, but does not reflect any subsequent military salary increases approved by Congress.

Calculations are based on the aggregate annual expenditures on Air Force



officer and non-commissioned officer IBS for 1995-1996 (\$10,776,939); the estimated growth rate of IBS (1.02081894743 percent), which was taken from the rate of growth of annual expenditures on secondary public school teacher salaries between 1959 and 1997; the projected 1998-1999 expenditure on IBS for Air Force officer instructors (\$4,998,546) and enlisted instructors (\$6,111,814); and the 1998-1999 average military branch Retirement Pay and Minimum Instructor Pay deviations from Air Force Retirement Pay and Minimum Instructor Pay (Army: Officer = 1.00 percent, Enlisted = 11.05 percent, Navy: Officer = -0.50 percent, Enlisted = 1.20 percent; Marine Corps: Officer = 0.15 percent, Enlisted = 4.10 percent). Minimum Instructor Pay and Retirement Pay data were acquired under the Freedom of Information Act at the beginning of the 1998-1999 school year.

**Projected U.S. School Expenditures on Air Force IBS, 1995-1999**

	1995-1996	1996-1997	1997-1998	1998-1999
Enlisted	\$ 5,928,399	\$ 5,988,917	\$ 6,050,053	\$ 6,111,814
Officers	\$ 4,848,540	\$ 4,898,035	\$ 4,948,035	\$ 4,998,546
<b>Total</b>	<b>\$10,776,939</b>	<b>\$10,886,952</b>	<b>\$10,998,088</b>	<b>\$11,110,360</b>
<b>Average IBS (USAF) per instructor, 1998-1999</b>				
Enlisted				\$ 8,489
Officer				\$ 7,972

**Estimated U.S. school district expenditures on IBS (by branch), 1998-1999**

	Number of instructors (U.S.)	Estimated 1998-1999 Avg. IBS	Dev. (%) from USAF	Average IBS after Dev.	Aggregate
<b>Army</b>					
Enlisted	1,880	\$8,489	11.05%	\$ 9,427	\$17,722,760
Officers	1,382	\$7,972	1.00%	\$ 8,052	\$11,127,864
<b>Sub-Total</b>				<b>\$17,479</b>	<b>\$28,850,624</b>
<b>Navy</b>					
Enlisted	479	\$8,489	1.20%	\$ 8,591	\$ 4,115,089
Officers	485	\$7,972	-0.50%	\$ 7,932	\$ 3,847,020
<b>Sub-Total</b>				<b>\$16,523</b>	<b>\$ 7,962,109</b>
<b>Marines</b>					
Enlisted	197	\$8,489	4.10%	\$ 8,837(est.)	\$ 1,740,889
Officers	173	\$7,972	0.15%	\$ 7,984(est.)	\$ 1,381,232
<b>Sub-Total</b>				<b>\$16,821</b>	<b>\$ 3,122,121</b>
<b>Total</b>					<b>\$39,934,854</b>

<sup>13</sup> Source: *Digest of Education Statistics 1996 and 1997*. National Center for Education Statistics, Washington, D.C., Tables 4, 77, 163, and unpublished data from the National Center for Education Statistics. Estimate based on projected expenditures on public school instructional staff benefits in 1998-1999, which was \$35,216,528,805 (the average rate of growth in these

expenditures between school year 1992 and 1997 was 5.14 percent); projected number of public secondary school teachers in 1998-1999, which was 1,123,838 (the average rate of growth in the number of secondary teachers between school year 1992 and 1997 was 2.54 percent), and the amount of this expenditure allocated to public secondary school teachers, which was \$13,206,198,302, or 37.5 percent. This group of teachers comprise 36 percent to 39 percent of annual expenditures on public school instructional staff salaries and, most likely, benefits.

	<b>Army</b>	<b>Navy</b>	<b>Air Force</b>	<b>Marines</b>	<b>Total</b>
Enlisted	\$22,090,000	\$ 5,628,250	\$ 8,460,000	\$2,314,750	\$38,493,000
Officers	\$15,698,000	\$ 5,698,750	\$ 7,367,250	\$2,032,750	\$30,796,750
<b>Total</b>	<b>\$37,788,000</b>	<b>\$11,327,000</b>	<b>\$15,827,250</b>	<b>\$4,347,500</b>	<b>\$69,289,750</b>

<sup>14</sup> These figures are for instructors retired from active duty who have signed twelve-month contracts; some have shorter terms.

<sup>15</sup> The statistic was generated from salary reports compiled near the beginning of the 1998-99 school year, but does not reflect any subsequent military salary increases approved by Congress.

	<b>Army</b>	<b>Navy</b>	<b>Air Force</b>	<b>Marines</b>	<b>Total</b>
Base Salary	\$57,265,800	\$ 15,045,831	\$21,922,852	\$ 6,334,405	\$100,568,888
Fringe Benefits	\$37,788,000	\$ 11,327,000	\$15,827,250	\$ 4,347,500	\$ 69,289,750
IBS	\$28,850,624	\$ 7,962,109	\$11,110,360	\$ 3,122,121	\$ 51,045,214
DAI	\$ 1,851,500				\$ 1,851,500
<b>Total</b>	<b>\$125,755,924</b>	<b>\$ 34,334,940</b>	<b>\$48,860,462</b>	<b>\$ 13,804,026</b>	<b>\$ 222,755,352</b>

<sup>16</sup> *Digest of Education Statistics 1997*. National Center for Education Statistics, Washington, D.C.; Table 359.

<sup>17</sup> *The Brownsville Herald*, Sunday, April 18, 1993, page 13A: "A question of teen-age soldiers: Junior officer training."



### **About the Author**

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