

DCN: 3667

Congress of the United States

Washington, DC 20515

July 1, 2005



The Honorable Anthony Principi
Chairman
BRAC Commission
2005 Defense Base Closure and Realignment Commission
2521 S. Clark St., Ste. 600
Arlington, VA 22202

Dear Chairman Principi,

We are writing today as a follow-up to the Alabama BRAC regional hearing held yesterday in Atlanta, Georgia. During our delegation's testimony, we recommended that Navy rotary wing training should have been relocated to Fort Rucker, AL from Whiting Field, FL in the BRAC recommendation.

Fort Rucker is already home to the Army and Air Force rotary wing training and is now slated to receive enlisted aviation training through the recommendations. Unfortunately, Navy rotary wing training was not included in this consolidation. The Army and Air Force have been successfully training together for 30 years. It makes perfect sense to train all three Services at the same location.

Attached is additional data that will further support why Navy rotary wing training should be consolidated with Army and Air Force rotary training and relocated to Fort Rucker, as requested by the Commissioners during Alabama's testimony. We request that the Commission seriously consider this consolidation.

Thank you for your consideration of this request and your service on the Commission.

Sincerely,

A handwritten signature in black ink that reads "Richard Shelby".

Richard Shelby

A handwritten signature in black ink that reads "Jeff Sessions".

Jeff Sessions

A handwritten signature in black ink that reads "Terry Everett".

Terry Everett

Attachments

GAO Analysis of DoD's 2005 Selection Process and Recommendations for Base Closures and Realignment, July 1, 2005

Results for Undergraduate Flight Training: Rotary Wing Pilots, BRAC Analysis, May 16, 2005

Education and Training JCSG Flight Training Subgroup, Undergraduate Rotary Wing Pilot, BRAC Analysis, May 16, 2005

Chairman of the Joint Chiefs of Staff Report on the Roles, Missions, and Functions of the Armed Forces of the United States, February 1993

Testimony of General Colin Powell, Chairman of the Joint Chiefs of Staff, Before the House Armed Services Committee, March 30, 1993

Audit Report, Office of the Inspector General, Acquisition of Common Aircraft for Navy and Air Force Undergraduate Pilot Training, March 27, 1992

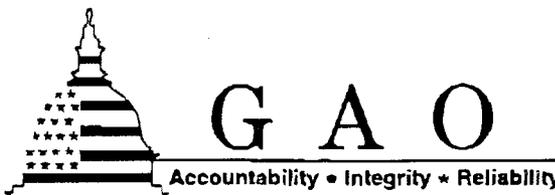
GAO

United States Government Accountability Office
Report to Congressional Committees

July 2005

MILITARY BASES

**Analysis of DOD's
2005 Selection
Process and
Recommendations for
Base Closures and
Realignments**



Appendix VI
Education and Training Joint Cross-Service
Group Selection Process and
Recommendations

Proposals Eliminated from
Consideration

The proposed recommendations do little to reduce the significant excess capacity (see table 20) that was identified in undergraduate pilot training for both fixed and rotary wing aircraft. The Education and Training Joint Cross-Service group identified several scenarios to consolidate undergraduate pilot training that could have enabled some base closures, but the group was unable to get the military services to agree to a joint solution. As a result, the Air Force made a proposal to realign its undergraduate pilot training and consolidate its navigator training with the Navy, which DOD adopted. However, the approved recommendation did not include rotary wing flight training. According to the chairman of the flight training subgroup, the capacity and military value analysis clearly showed that sufficient space is available at Fort Rucker for the Navy undergraduate rotary wing program to relocate from Naval Air Station Whiting Field, Florida, to Fort Rucker with limited renovation or military construction. However, the chairman noted that his group could not get the Navy to agree to the consolidation because of the Navy's concerns over how such actions would affect other training schedules, so it was not pursued.

The Education and Training Joint Cross-Service group also developed a proposal to privatize graduate education that was conducted at the Naval Postgraduate School at Monterey, California, and the Air Force Institute of Technology at Wright-Patterson Air Force Base, Ohio. The group estimated that the proposal would produce \$14 million in 20-year savings, with payback in 13 years, and enable the closure of the Monterey location. However, the IEC removed this recommendation late in the process because they believed that relying on the private sector to fulfill this requirement is too risky. According to the Navy's Special Assistant for BRAC, the Chief of Naval Operations did not want to lose the synergy and interaction between U.S. and foreign students who attended the postgraduate school, and there were questions over whether all graduate-level courses would be available at civilian institutions.

The group also developed a recommendation to consolidate all the military services' senior war colleges at Fort McNair, Washington, D.C., making them one college of the National Defense University. The group estimated that the proposal would produce \$213 million in 20-year savings, with payback in 2 years. All of the military services voiced concerns about this recommendation. The Air Force believed that this recommendation would significantly degrade its Center of Excellence for Professional Military Education that includes extensive curriculum for air centric studies located at Maxwell Air Force Base, Alabama. The Navy believed that the existing

ii. Results for Undergraduate Flight Training: Rotary-Wing Pilots

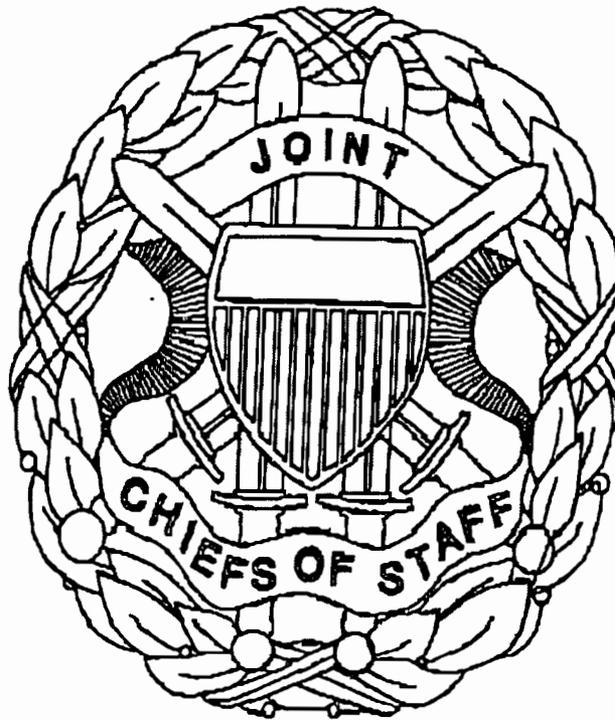
	Runway Capacity (Annual runway operations)		Apron Space (Square yards)	
	Fort Rucker	NAS Whiting Field (RW)	Fort Rucker	NAS Whiting Field (RW)
Max Potential Capacity	21,281,250	3,787,009	1,827,741	430,365
Current Capacity	14,213,000	2,518,220	1,827,741	430,365
Current Usage	2,250,588	1,038,220	728,217	172,787
% Usage	16%	41%	40%	40%
Usage + Surge	2,700,708	1,248,864	875,080	207,320
% (Usage + Surge)	13%	49%	48%	48%
Excess Capacity	11,512,294	1,272,358	852,891	223,045
% Excess	81%	51%	52%	52%
	Classroom Capacity (Annual Student Hours)		Simulator Capacity (Annual Student Hours)	
Max Potential Capacity	7,358,400	4,064,640	1,581,180	135,780
Current Capacity	3,279,360	1,811,458	704,872	60,512
Current Usage	998,265	188,281	127,652	58,628
% Usage	29%	10%	18%	83%
Usage + Surge	1,159,518	225,913	153,195	87,833
% (Usage + Surge)	38%	12%	32%	112%
Excess Capacity	2,119,842	1,585,543	561,477	-7,321
% Excess	85%	88%	78%	-12%

From the Military Value Analysis Report: Education and Training Joint
Cross-Service Group

Education and Training JCSG							
Flight Training Subgroup							
<i>Undergraduate Rotary-wing Pilot</i>							
Installation	MIVal Score	Airfield	Weather	Environment	QoL	Managed Training	GT Facilities
Fort Rucker, AL	81.37	23.59	11.49	7.81	5.21	22.87	10.40
NAS Whiting Field, FL	67.50	16.92	9.84	6.72	5.53	20.39	8.10

From the Military Value Analysis Report: Education and Training Joint
Cross-Service Group

Chairman of the Joint Chiefs of Staff Report on the



Roles, Missions, and Functions of the Armed Forces of the United States

February 1993

RECOMMENDATION: Marine Corps tactical aircraft are an integral part of the Marine air-ground team and should not be eliminated. Marine Corps aircraft will be reduced from nine to four aircraft types and deploy more frequently aboard aircraft carriers.

Flight Training

During the Cold War, America's national security requirements led to the development of several organizations to train flight crews for the four military Services and the Coast Guard. While some reduction of these training organizations has already occurred, significant capacity still exists beyond what is needed for the years ahead.

Reductions in excess capacity can be achieved when training is combined or consolidated, which is practical when Services can use the same type of aircraft in similar phases of training. Such consolidation reduces costs through use of common maintenance and training facilities, and management organizations. The advent of new training aircraft and helicopters to be used by all Services, together with planned reductions in pilot training requirements, means we now have an opportunity to consolidate our flight training programs further.

Currently the Army, Navy, and Air Force each operate their own initial or undergraduate flight training program using 12 bases and various types of aircraft. Because of commonality inherent in certain portions of this training, some consolidation has already taken place. Two Services (Navy and Air Force) provide all fixed-wing aircraft pilot and navigator training, and two Services (Army and Navy) provide all helicopter training. Two training bases, one Navy and one Air Force, were closed in 1992.

Flight training is divided into two major phases, an introductory or primary phase that teaches basic skills and an advanced phase that integrates these skills and introduces the student pilot to military flying techniques. For the primary phase, training goals are similar for all Services. To take advantage of this commonality of purpose, all Air Force, Navy, Marine Corps, and Coast Guard flight students will begin training using a common fixed-wing training aircraft that is being jointly developed. At a specified point, pilots will be selected for Service advanced training in one of four specific follow-on specialties or "tracks": Navy Fighter/Attack, Air Force Fighter/Bomber, Navy and Air Force Tanker/Transport/Maritime Patrol, or Helicopter. While the 1991 Joint Interservice Training Review Organization (ITRO) report provided analysis that helicopter training consolidation would not

provide cost savings, a workable alternative may be to provide a common helicopter for basic helicopter training for all services. Continued study is warranted for both consolidation of helicopter training and development of a common training helicopter.

This initiative will reduce costs by combining flight training at the minimum number of installations and by reducing the types of aircraft flown. Training advantages and cost reductions will be gained when all activities are collocated, while still affording the Services a means for selecting students for advanced flying tracks and teaching Service-unique skills such as shipboard landings.

The objective is to have this training consolidation plan fully implemented by the year 2000. Near-term objectives are as follows:

- ❑ A joint Service team will meet in early 1993 to plan this transition and determine both costs and savings. This team will also oversee the development of training curricula to support consolidation.
- ❑ Beginning in 1993, flight instructors from the Services will be exchanged to provide first-hand experience and identify factors that may impact training consolidation. A limited student exchange will follow after training curricula have been developed and implemented.

- ❑ Tanker/Transport/Maritime Patrol training consolidation is expected to begin in 1994 at Reese Air Force Base, Texas after transition planning is completed by the Joint Service team. Eventually, Navy students selected for Maritime Patrol training will complete their entire undergraduate training at one location.

- ❑ By the end of 1994, the Navy and Air Force will have developed joint primary training squadrons at two locations. If it is cost effective, Navy, Marine Corps, and Coast Guard helicopter training will be moved from Pensacola to Fort Rucker.

With these steps, quality flight crews will be trained at reduced cost. Further initiatives, beyond those outlined above, may also be possible.

Since curricula of the two existing test pilot schools are similar, the Services will also explore the possibility of joint test pilot training at a single location. Costs to operate this program might be reduced through collocation of training assets and consolidation of selected parts of the academic and flying programs.

By altering the traditional approach to those portions of flight training where the Services share similar goals, and by undertaking sensible changes in this area, the high quality of "America's Air Power" will be sustained at reduced cost to the American

taxpayer.

RECOMMENDATION: Consolidate Navy, Marine Corps, Air Force, and Coast Guard initial fixed-wing training, and transition such training to a common primary training aircraft. Consolidate follow-on flight training into four training pipelines (Navy Fighter/Attack, Air Force Fighter/Bomber, Navy and Air Force Tanker/Transport/Maritime Patrol, or Helicopter). Determine if it saves money to move Navy, Marine Corps, and Coast Guard helicopter training from Pensacola, Florida to Fort Rucker, Alabama.

Aircraft Requirements and Inventory Management

All together, the Services have more than 24,000 fixed-wing aircraft and helicopters of various types in their inventories. Over the years, aircraft inventories grew with expanding force structure and increased budgets in response to the threat from a Soviet military machine bent on both quantitative and qualitative advantage. Each Service defined its aircraft requirements and calculated inventory using its own methodology, terminology, and philosophy. Now, confronted with a much different world, Service requirements for primary mission aircraft as well as support aircraft for backup, attrition, testing, and training are inconsistent, outdated, and in need of revision.

Two examples show why a new system is needed to better measure existing inventories against the requirements of our new military strategy. In procuring F-16 aircraft during the 1980s, the Air Force developed its requirements based on an expanding force structure and included estimates for attrition losses over the F-16's entire life cycle. By basing production on these estimates, the Air Force was able to lower the average "per unit" cost for the F-16, both for itself and for potential foreign buyers. However, with force structure coming down and with attrition rates lower than predicted, the Air Force finds itself with more F-16s than its force structure requires. Congress has contributed to this excess by continuing to fund F-16 production in recent defense budgets at rates beyond that which was requested. Operations and maintenance funds are based on a squadron's authorized aircraft. The Air Force maintains aircraft above a squadron's authorized level on the flight line as "attrition reserve" aircraft. Attrition reserve is a category that is not related to expected attrition and one which none of the other Services use. Keeping this large reserve of aircraft undercuts the logistics system because, when an F-16 breaks down, it is easier to simply substitute another aircraft than to procure spare parts and do repairs at the squadron or wing level.

Testimony of General Colin Powell, Chairman of the Joint Chiefs of Staff,
Before the House Armed Services Committee, Tuesday, March 30, 1993.

(General Powell's response to question from Congress Everett concerning
his support for the concept of basic helicopter training consolidation.)

1 General Powell. This is one of the areas where we took
2 a hard look at our four aviation elements or four Air Forces
3 as they are called, and I reaffirmed the fact that the
4 Nation is well served in my judgment by allowing each of our
5 Services to keep an aviation component. The United States
6 Air Force is the one and only United States Air Force, and
7 we are well served by having Naval aviation, Marine
8 aviation, and fixed wing aviation in the Army and the Marine
9 Corps as well and I will go to my grave believing that

10 However, inside those four Air Forces we have too much
11 depot capability, too much training capability, too many
12 bases, too many test facilities, too many test ranges. That
13 is where the money is and that is what we have to go after
14 Within that we have more capacity than we need to train
15 helicopter pilots. I have believed this for many years. I
16 believe the proper place to do the centralization and where
17 it can be done very well is at Fort Rucker, Alabama. This
18 has been a controversial issue for many many years and we
19 are now with the Secretary's response to my roles
20 missions submission, we will now go see how to maximize the
21 use of Fort Rucker for rotary wing initial training. We
22 have to convince other constituencies that we are doing this
23 in a cost effective way and you know who these other
24 constituencies are. I am committed to push this as hard as
25 possible because I think there are real savings here and

1 this is where we ought to find the savings, in
2 consolidations such as this, and not answering rhetorical
3 questions about why do we have four Air Forces. We need
4 them but we can save money in making this kind of
5 consolidation. The exact persons to conduct the study and
6 the time line of the study, I would like to provide that for
7 the record if I may, Congressman

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Audit



Report

OFFICE OF THE INSPECTOR GENERAL

**ACQUISITION OF COMMON AIRCRAFT FOR NAVY AND AIR
FORCE UNDERGRADUATE PILOT TRAINING**

Report Number 92-063

March 27, 1992

Department of Defense

D. Relocating the Navy's Undergraduate Helicopter Pilot Training Program

Resources dedicated to UHPT pilots were not being effectively used. This condition occurred because the Army and Navy were each operating a training facility. Relocating the Navy's UHPT program to the Army Aviation Center at Fort Rucker, Alabama, would relieve ground and air traffic congestion at the Naval Air Station at Whiting Field, Florida, and eliminate inefficiencies associated with maintaining separate Army and Navy UHPT facilities. Relocation of Navy UHPT would improve military and civilian flight safety and provide cost avoidance of as much as \$79 million over the Future Years Defense Program.

DISCUSSION OF DETAILS

Background

Previous reviews. Numerous reviews have been made regarding relocation of Navy UHPT (Appendix C). With one exception, all of the previous reviews and audits concluded that it was feasible and cost-effective to consolidate all DoD UHPT programs at the Army Aviation Center at Fort Rucker. As a result of a 1970 review, the Air Force transferred its UHPT program to Fort Rucker.

The President's budgets for FYs 1977 through 1980 proposed consolidating all Defense UHPT into a single program conducted by the Army at Fort Rucker. Despite testimonial endorsement by the Secretary of the Navy, the Chief of Naval Operations, and the Commandant of the Marine Corps supporting the consolidation action, Congress continually voted against the budget proposals and directed continuation of the separate Navy program.

DMR 962. DMR 962 again proposed consolidation of all DoD UHPT at the Army Aviation Center. The DMR proposal postulated that cost avoidance would result from each Service accepting a similar, although not identical, training program and from eliminating duplicate training facilities, manpower, aircraft, simulators, and maintenance. Further, the proposed consolidation would also alleviate airspace congestion at Whiting Field.

Air Safety Concerns

Military and civilian flights departing from contiguous airfields in the Florida panhandle restrict aircraft operations at Whiting Field. The Navy has recognized this condition as a potential safety hazard. In a March 20, 1991, memorandum, the Commander, Naval Safety Center, indicated that Navy activities reported 789 near midair collisions during Calendar Years 1986 through 1990. The Naval Air Station, Whiting Field, and nearby

Naval Air Station, Pensacola, accounted for 312 (40 percent) of the 789 reported incidents.

A draft copy of "Naval Aviation Training Systems 2020" prepared by the Chief of Naval Operations to supplement the Masterplan identified several safety related concerns regarding Whiting Field. These concerns included airfield congestion and airspace traffic density. Although the study was never finalized, it stated that Whiting Field was unable to support Navy primary flight training requirements for practice touch and go landing operations because of traffic density. In addition, the Joint Statement of Operational Need for the Navy JPATS stated that air congestion at Whiting Field would be partially alleviated by the primary flight trainer replacement aircraft. Specifically, the Navy JPATS would be required to perform at an operational flight ceiling sufficient to avoid civilian air traffic.

Contrary to the situation at Whiting Field, encroachment of military airspace by civil aviation is not a problem at Fort Rucker. Relocation of the Navy UHPT program and its fleet of 140 helicopters would reduce the number of aircraft operating at Whiting Field. Furthermore, if the Navy fixed-wing qualification requirement for helicopter pilots were eliminated, the number of aircraft operating out of Whiting Field would be reduced by an additional 120 T-34C fixed-wing aircraft.

Physical Plant at Fort Rucker

In February 1985, the General Accounting Office (GAO) briefed the Senate Armed Services Committee on the results of its "Review of the Feasibility of Consolidating Undergraduate Helicopter Pilot Training Under the Army at Fort Rucker, Alabama." GAO concluded that consolidation of Navy UHPT was not cost-effective because physical plant expansion would be required at Fort Rucker. However, GAO's conclusion is no longer valid. When DMR 962 was being prepared, the Army Aviation Center at Fort Rucker showed that it had the capacity to train 2,400 UHPT students annually. In FY 1989, the Army graduated 2,156 Army, Air Force, and international students from its UHPT program at Fort Rucker. As a result of DoD force structure reductions, the Services project that between 2,000 and 2,100 students will require UHPT beginning in FY 1992. Accordingly, the Army Aviation Center can accommodate all future DoD UHPT requirements.

Navy's Response to DMR 962

The Navy's response to DMR 962 did not objectively address the cost-effectiveness or feasibility of combining all DoD UHPT at Fort Rucker. Instead, the Navy's response was based on unfounded assumptions. Specifically, the Navy believed that TH-57 trainer helicopters and simulators would not be transferred to Fort Rucker, and that the Navy unique shipboard landing qualification requirement currently satisfied by a training barge could not be accommodated at Fort Rucker. The Navy also believed that air and ground congestion at Whiting Field was overstated. In addition, the Navy implied that the DMR proposal was not a productive exercise since Congress had rejected earlier attempts to consolidate DoD UHPT at Fort Rucker.

TH-57 trainer helicopter. The Army OH-58 helicopter is a companion aircraft to the Navy TH-57 helicopter. The Army maintenance contractor can maintain the TH-57's and simulators in addition to the Army's fleet of 113 OH-58A and OH-58C helicopters. This, combined with the fact that ample hangar and parking space exists at Fort Rucker, led us to believe that it was feasible to transfer the Navy fleet of 140 TH-57 trainer helicopters and simulators to the Army Aviation Center to satisfy Navy unique UHPT requirements.

Helicopter Landing Trainer barge. The Navy uses the Helicopter Landing Trainer barge to conduct helicopter shipboard landing qualifications. This barge is located within a 1-hour flight of Fort Rucker. Accordingly, in the event that an acceptable alternative to the barge cannot be developed at Fort Rucker, we believe that Navy shipboard landing qualifications could continue to be accomplished using the barge at its present location with appropriate curriculum adjustments to cross-country flight hours.

Safety concerns. The Navy has recognized airfield and airspace safety concerns at Whiting Field in Navy Safety Center midair collision reports and in documentation supporting the need for the Navy JPATS aircraft. The Navy's rebuttal to DMR 962 de-emphasizes these safety concerns by stating that helicopter operations in the Whiting Field area do not contribute to airspace requirements. Nevertheless, safety is a priority, and eliminating helicopter operations will reduce airfield congestion and airspace traffic density, thereby enhancing flight safety at Whiting Field.

Congressional action. The Navy is correct in its assertion that Congress rejected earlier attempts to consolidate DoD UHPT programs at Fort Rucker. The proposed consolidation will reduce program costs and still satisfy the Services' UHPT requirements. Because of the need to reduce DoD's overall budget, we believe that Congress may now view the proposed consolidation more favorably.

Cost Avoidance

Combining DoD UHPT programs at Fort Rucker will allow cost avoidance resulting from economies of scale. The additional Navy workload will provide increased opportunities for maintenance and inventory efficiencies. Unit costs for aircraft maintenance and logistics could be reduced when the Navy TH-57 helicopters are supported by the Army's maintenance contractor.

Additional cost avoidance is possible if the Navy and Marine Corps use the Army's contracted UHPT instructor pilots. The contractor for pilot instruction is reimbursed based on the number of students successfully trained within a fixed time frame. As a result, the contractor is financially motivated to minimize student attrition rates to recover its invested manpower costs and earn profits. In FY 1990, attrition rates were 13 percent for Army UHPT students and 19 percent for Navy and Marine Corps UHPT students.

Total cost avoidance that can be achieved by relocating Navy and Marine Corps UHPT to Fort Rucker cannot be precisely determined without actually operating a joint program. However, cost comparisons show that the Navy spent \$24,000 more per student for TH-57 helicopter training than the Army. Extending the cost difference over the Future Years Defense Program provides possible cost avoidance of as much as \$79 million (550 annual helicopter pilot production rate X \$24,000 difference X 6 years).

Consolidation of Navigator Training Within DoD

In 1975, the Services combined their navigator training programs at Mather Air Force Base in California. Under this consolidation, the Services provide separate instruction to their navigator students and share common facilities, instructors, and aircraft. This arrangement has proven to be cost-effective and satisfied each Service's navigator training requirements.

Conclusion

The DMR proposal to consolidate all UHPT at Fort Rucker has merit. Relocation of the Navy's UHPT program to Fort Rucker will relieve air safety concerns at the Naval Air Station at Whiting Field, and eliminate cost inefficiencies associated with maintaining two separate Army and Navy UHPT training facilities.

RECOMMENDATION, MANAGEMENT COMMENTS, AND AUDIT RESPONSE

We recommend that the Deputy Secretary of Defense approve the Defense Management Report 962 proposal to consolidate all DoD Undergraduate Helicopter Pilot Training at the Army Aviation Center at Fort Rucker, Alabama.

Assistant Secretary of Defense (Force Management and Personnel) comments. The Assistant Secretary nonconcurred with Recommendations D. stating that the audit analysis did not provide sufficient rationale to support the recommendation. He believed that the audit analysis attempted to compare dissimilar programs and did not provide a complete picture of costs and benefits as demonstrated by the position differences between the Inspector General and the Navy.

The Assistant Secretary did not take a position concerning whether the proposed consolidation would improve military and civilian flight safety. Instead, he acknowledged that consolidation would reduce flight operations density at Naval Air Station, Whiting Field, Florida, and contribute to improved flight safety. He also acknowledged the Navy's argument that there would be increased congestion at Fort Rucker with a potential reduction in flight safety there.

In addition, the Assistant Secretary also questioned the estimated monetary benefits from relocation because the audit analysis assumed that the number of weeks and flying hours for the Navy's UHPT program would be reduced to the same number of weeks and flying hours used in the Army's UHPT program at Fort Rucker. He also stated that the audit analysis did not address costs of relocating the Navy's TH-57 aircraft and associated simulators to Fort Rucker.

Accordingly, the Assistant Secretary believed that the Inspector General should have recommended that an objective comprehensive study be conducted by an independent organization in lieu of the draft report recommendation to consolidate all DoD UHPT at Fort Rucker. He stated that study objectives should examine opportunities for redesigning helicopter training programs, consider a core curriculum for all Army and Navy helicopter training, highlight legitimate Service-unique requirements that could be examined and costed separately, and address the possibility of using a common training helicopter.

Audit response. We agree with the Assistant Secretary's assertion that the audit analysis compared UHPT programs that were implemented differently by the Services and did not identify all costs and benefits associated with consolidation of all DoD UHPT at Fort Rucker.

However, we do not agree with the Assistant Secretary's conclusion that the audit analysis did not provide sufficient rationale to support the recommendation.

We agree that there would be increased air traffic at Fort Rucker as a result of consolidation of DoD UHPT programs. However, there would be minimal ground congestion and limited infringement on commercial air space for UHPT at Fort Rucker as compared with the Navy's UHPT at Whiting Field. There would be minimal ground congestion because Fort Rucker has 5 main base fields, 17 stage fields, and approximately 150 remote training sites. In respect to air congestion, Fort Rucker does not infringe on commercial air space.

We acknowledged that total cost avoidance that can be achieved by relocating the Navy's UHPT program to Fort Rucker could not be precisely determined without actually operating a joint program. In this regard, we estimated cost avoidance of as much as \$79 million over the Future Years Defense Program if the Navy implemented a UHPT program that was comparable to the Army's UHPT program. We qualified the amount in recognition of decisions that need to be made by the Army and Navy concerning plans for blending personnel, aircraft, and training assets and by the Navy concerning UHPT curriculum changes. As stated in the management comments, the estimated cost avoidance will also be offset by one-time relocation costs related to relocating the Navy's TH-57 aircraft and associated simulators to Fort Rucker.

Although we appreciate the Assistant Secretary's apprehension to act on the recommendation, the performance of a more comprehensive study as suggested will not alter the fact that relocation of the Navy's UHPT program to Fort Rucker will relieve air safety concerns at Whiting Field and eliminate inefficiencies associated with maintaining two separate Army and Navy UHPT training facilities. In order to implement the recommendation, the suggested studies will have to be performed. Therefore, we request that the Assistant Secretary reconsider his position when responding in the final report.

Navy comments. The Navy also commented on Recommendation D. The complete texts of the Navy comments and our audit response addressing relocation are contained in Part IV.

STATUS OF RECOMMENDATION

<u>Addressee</u>	<u>Response Should Cover:</u>			
	<u>Concur/ Nonconcur</u>	<u>Proposed Action</u>	<u>Completion Date</u>	<u>Related Issues*</u>
ASD(FM&P)	X	X	X	M

* M = monetary benefits

**APPENDIX C: PRIOR AUDITS AND STUDIES RELATED TO UNDERGRADUATE
PILOT TRAINING (cont'd)**

GAO Report No. B-157905, "Need To Assess Potential For Consolidating Undergraduate Helicopter Pilot Training, Department of Defense," May 3, 1974. GAO evaluated the potential for consolidation of UHPT in DoD. GAO concluded that the cost of undergraduate training could be reduced by requiring that the Navy discontinue fixed-wing training and consolidate all helicopter training at a single site. GAO recommended that the Secretary of Defense consider directing the Navy to discontinue fixed-wing training and move toward consolidating undergraduate training at one site under a joint all helicopter program.

DoD, "Report of the Department of Defense Study of Undergraduate Helicopter Pilot Training (UHPT) Consolidation," April 1977. DoD responded to a congressional request to prepare a report on the feasibility of consolidating DoD UHPT. The report recommended that all DoD UHPT be consolidated into an all rotary-wing program to be conducted by the Army at Fort Rucker, Alabama. DoD estimated that cost avoidance of \$104 million for FY's 1978 through 1982 could be obtained through consolidation.

Interservice Training Review Organization, At the request of the Office of the Secretary of Defense, the Interservice Training Review Organization studied the issue of consolidation of UHPT in 1975. The Interservice Training Review Organization concluded that significant commonality existed between the Army and Navy UHPT programs, and that significant savings would result from consolidation. The senior Interservice Training Review Board did not provide any formal recommendations.

Defense Audit Service Report No. 870, "Report on the Review of Projected Savings from Consolidation of Helicopter Training," March 23, 1978. The auditors evaluated and reconciled the differences between the Army and the Navy projected savings from consolidation of UHPT as proposed in the "Report of the Department of Defense Study of Undergraduate Helicopter Pilot Training (UHPT) Consolidation," April 1977. The auditors concluded that potential net savings of \$80 million to \$124 million were possible for FYs 1979 through 1983 from consolidation of UHPT.

**APPENDIX C: PRIOR AUDITS AND STUDIES RELATED TO UNDERGRADUATE
PILOT TRAINING (cont'd)**

Naval Audit Service Report No. 038-S-91, "T-45A Aircraft Acquisition," April 29, 1991. The auditors validated data to be used at the Defense Acquisition Board meeting for determining the progress made in correcting T-45A deficiencies and to determine whether the Navy's identified numerical requirements for T-45A aircraft were accurate. The auditors concluded that given the extent of the aircraft's design deficiencies and delays in testing, the planned procurement for FY's 1991 and 1992 should be restructured and associated funding of about \$766 million should be reprogrammed. The auditors also concluded that the quantity of T-45A aircraft required to train undergraduate jet pilots was estimated using inaccurate planning factor data. As a result of using the inaccurate data, the Navy could reduce T-45A out-year funding requirements by about \$559 million if acquisition baselines were correctly adjusted. The audit report recommended that the T-45A aircraft acquisition schedule be rebaselined to permit completion of operational testing before going beyond low-rate initial production. The report also recommended that fatigue and service-life data be analyzed to validate the need to replace the T-2C and TA-4J aircraft, determine the total cost of extending T-2C and TA-4J service lives to support training beyond FY 2000, and inform the Defense Acquisition Board of changes in the urgency of T-45A deliveries. In addition, the audit report recommended that the T-45A baseline, planning, and budgeting objectives be revised to reflect a reduction in T-45A requirements from 300 to 254 aircraft.