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*In Pursuit of Equity:*

**WHO SERVES  
WHEN NOT ALL SERVE?**



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Report of  
  
The  
NATIONAL  
ADVISORY  
COMMISSION  
  
ON  
  
SELECTIVE  
SERVICE

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WHEN NOT ALL SERVE?**

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FEBRUARY 1967.

DEAR MR. PRESIDENT:

It is my privilege to submit for your consideration the report of the National Advisory Commission on Selective Service. I do so on the authority and with the approval of all of the members of the Commission.

The report incorporates the final conclusions and recommendations of the members of the Commission. They devoted their own time and their own energies to the very difficult and intensely important problems described in your order of last July, establishing the Commission. The Commission spent more than 100 hours in its meetings in Washington alone; they are recorded in more than 3,500 pages of transcript. The members read, considered, and discussed in detail hundreds of pages of staff memoranda. The report itself was reviewed in substance and in detail over a period of weeks by the Commission members.

I have taken the liberty of calling your attention to these facts so that it will be clear that the report is the product of the personal thought, the personal experience, and the individual consciences of the members of the Commission. Some of the issues were discussed for weeks. I am sure that growth of understanding was shared by the members, many of whom changed or significantly developed their views on particular points, in a common experience of education. This was true on the issues where the report shows that full agreement was never reached, no less than on other matters.

The Commission sought to find the means of securing the manpower needed for our national security in a manner as consistent as possible with human dignity, individual liberty, fairness to all citizens, and the other principles and traditions of a democratic and free society. I am proud to have served on the Commission. I think that it worked as a public advisory group should, drawing fully on the varied backgrounds, the wisdom and the experience of all the members, in a manner that finally resulted in the considered judgments that have gone into the report.

I should also like to take this opportunity of telling you of the deep appreciation felt by the Commission for the cooperation we received from General Hershey and the Selective Service System and from other agencies, as well as for the hard and efficient work done by the Commission's staff and consultants, under the direction of Mr. Bradley H. Patterson, Jr.

Respectfully submitted,

BURKE MARSHALL,  
*Chairman.*

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## Preface

The Executive order which established this Commission instructed it to:

- consider the past, present, and prospective functioning of selective service and other systems of national service in the light of the following factors: Fairness to all citizens; military manpower requirements; the objective of minimizing uncertainty and interference with individual careers and education; social, economic and employment conditions and goals; budgetary and administrative considerations; and any other factors that the Commission may deem relevant; and
- make recommendations concerning such matters as methods of classification and selection of registrants; qualifications for military service; grounds for deferment and exemption; procedures for appeal and protection of individual rights; and organization and administration of the Selective Service System at the national, state, and local levels.

It also authorized the Commission to:

- evaluate other proposals related to selective service, including proposals for national service.

These were the guidelines for the Commission's work. It is in response to their requirements that this report is directed.



# I

## Introduction and Summary of Conclusions

Sweeping changes have come to our society since the system for selecting men for induction into the Armed Forces was established a quarter of a century ago.

Among them are two which work with opposite effect on the manpower situation: A dramatic population growth has increased the supply of eligible men available for military service. But changes in military technology and transitions in strategic concepts have at the same time modified manpower requirements for national security. Of the nearly 2 million men now reaching draft age each year, our Armed Forces are likely to need only from half to one-third of them, varying with the circumstances. And of those, only a portion must be selected for nonvoluntary induction. (The range in recent years has been from 10 to 40 percent, depending on the total size of the force level.) The problem which results, and which confronted this Commission, as one member expressed it for all the others, is: Who serves when not all serve?

It is an enduring problem, but floodlighted today by the war in Vietnam. The echo of American battle fire impels, as it always should, the hard probe for better solutions.

The Commission saw as its overriding obligation the necessity to search for a method of manpower procurement which would assure the Armed Forces' ability to acquire the men they need, under any circumstances, to protect the nation's security and meet its commitments; and at the same time function as uniformly and equitably as possible with due regard for the problems and the rights of the individuals into whose lives it must intrude.

Following the mandate of its charter, the Commission examined proposals ranging from elimination of all compulsory service to compulsion for all.

Aware of the spirit of social concern that animates much of young America today, the Commission considered whether other programs such as the Peace Corps and VISTA, elevating society and benefiting the participants alike, could be developed and serve as substitutes for military service.

It made a thorough study of the Selective Service System as it presently works—the entire system, from the policies that guide its nationwide operation to the actual functioning of its local draft boards; the procedures

by which men are examined, classified, and readied for induction; the variety of deferments and exemptions, and the factors which influence them; the appeals machinery; the people's attitude toward the system itself.

It reviewed the administrative procedures governing enlistment into the Army Reserve and National Guard which have subjected those components to wide and often legitimate public criticism.

Its search directed Commission attention to serious defects in our national life. Of each group of men coming to draft age each year, from one-fourth to one-third of those examined are found ineligible for service because of educational or health deficiencies or both; almost 700,000 potential draftees were found unqualified to serve in the last fiscal year. A total of 5 million men between the ages of 18½ and 34 who have been examined for the draft are today considered ineligible to serve. The Commission studied the implication of these figures as they affect the national security and reveal weaknesses in our society.

In pursuit of the answers to all the questions it faced, the Commission sought to hear the nation's voice. It invited the opinions of more than 120 organizations across the country, reflecting every sector of the society; a group of college student leaders; some 250 editors of student newspapers; each of the more than 4,000 local draft boards and the 97 appeal boards; many prominent private citizens; every Governor, the head of every appropriate Federal department and agency, the mayors of a number of cities. Answers came from many of these sources. The Commission had access to and studied the testimony and data provided in Congressional hearings. Members conferred with political leaders and college presidents and representatives of the poor. Observers attended and reported on three national conferences on the draft. The Commission listened to specialists who spoke on particular points of law and military need, management procedures and the values of social programs. And finally it had letters, which it gratefully acknowledges, from people across the land who voiced their suggestions, their convictions, their resentments, and their hopes.

But seeking to know the national mind was not, of course, enough. In the diversity of its interests, the nation does not think with one mind, or speak with one voice. To meet its responsibility, the Commission had to find its own answers, based on its own comprehension of issues that involve both the national welfare and the rights of the individual.

After long and careful deliberation, those answers are presented here in summary form, and discussed in detail in the body of this report.

\* \* \* \* \*

*To provide a flexible system of manpower procurement which will assure the Armed Forces' ability to meet their national security commitments under all foreseeable circumstances, the Commission recommends:*

**1. Continuation of a selective service system. (See ch. II.)**

*To make the controlling concept of that system the rule of law, rather than a policy of discretion, so as to assure equal treatment for those in like circumstances, the Commission recommends:*

**2. A consolidated selective service system under more centralized administration to be organized and operated as follows:**

A. National headquarters should formulate and issue clear and binding policies concerning classifications, exemptions, and deferments, to be applied uniformly throughout the country.

B. A structure of eight regional offices (aligned for national security purposes with the eight regions of the Office of Emergency Planning) should be established to administer the policy and monitor its uniform application.

C. An additional structure of area offices should be established on a population basis with at least one in each state. At these offices men would be registered and classified in accordance with the policy directives disseminated from national headquarters. (The Commission sees the possibility of 300–500 of these offices being able to answer the national need.)

(1) The use of modern data-handling equipment, as well as the application of uniform rules, would facilitate processing, registration, and classification.

(2) Under appropriate regulations, registrants would change their registration from one area office to another as they changed their permanent residence.

D. Local boards, composed of volunteer citizens, would operate at the area office level as the registrants' court of first appeal.

E. These changes should be made in the organization of the local boards:

(1) Their composition should represent all elements of the public they serve.

(2) The maximum term of service should be 5 years.

(3) A maximum retirement age should be established.

(4) The President's power to appoint members should not be limited to those nominated by the governors of the states.

(5) Women should be eligible to serve.

F. The entire appeals process should be made uniform and strengthened in the following ways:

(1) The registrant should be able to appeal his classification to his local board within 30 days instead of the 10 days presently stipulated.

(2) Local boards should put their decisions in writing so appeal boards will have the benefit of the record in making their decisions, and the registrant will be able to know the reasons for the decision.

(3) Appeal boards should be colocated with the eight regional offices, although operate independently of them. The National Selective Service (Presidential) Appeal Board would remain as presently constituted.

(4) Appeal agents should be readily available at the area offices to assist registrants in making appeals.

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(5) An adequate number of panels should be established, above the local board level, for the specific purpose of hearing conscientious objector cases on an expedited basis. (See ch. IV.)

*To remove widespread public ignorance concerning the operations of the Selective Service System, the Commission recommends:*

**3. Both the registrant and the general public should be made fully acquainted with the workings of the improved system and the registrant's rights under it, in these ways:**

A. Easily understandable information should be prepared in written form and made available to all registrants each time they are classified.

B. An adviser to registrants should be readily available at the area office to inform and counsel registrants who need assistance with registration and classification problems.

C. Public information procedures regarding the entire system should be made more effective by national headquarters. (See ch. IV.)

*To reduce the uncertainty in personal lives that the draft creates, and to minimize the disruption it often causes in the lives of those men who are called, the Commission recommends:*

**4. The present "oldest first" order of call should be reversed so that the youngest men, beginning at age 19, are taken first. (See ch. V.)**

*To further reduce uncertainty and to insure fairness in the selection of inductees from a large pool of eligible men, when all are not needed, the Commission recommends:*

**5. Draft-eligible men should be inducted into service as needed according to an order of call which has been impartially and randomly determined. The procedure would be as follows:**

A. At age 18, all men would register, and as soon as practicable thereafter would receive the physical, moral, and educational achievement tests and evaluations which determine their eligibility for military service according to Department of Defense standards. (This universal testing would meet social as well as military needs.

B. Those found to be qualified for service (I-A) who would reach the age of 19 before a designated date would be included in a pool of draft eligibles. Those men reaching 19 after that date would be placed in a later draft-eligible pool.

C. The names of all men in the current draft-eligible pool would be arranged in an order of call for the draft through a system of impartial random selection.

D. For a specified period (a year, or possibly less), men in the pool would undergo their maximum vulnerability to the draft. Induction, according to the needs of the Department of Defense throughout that period, would be in the sequence determined by the impartial and random process.

E. When the specified period of maximum vulnerability had elapsed, an order of call would be determined for a new group of men, and the remaining men in the previous pool would not be called unless military circumstances first required calling all of the men in the new group. (See ch. V.)

**6. No further student or occupational deferments should be granted, with these exceptions:**

A. Under appropriate regulations which will safeguard against abuses, students who are in school and men who are in recognized apprentice training when this plan goes into effect will be permitted to complete the degrees or programs for which they are candidates. Upon termination of those deferments they will be entered into the random selection pool with that year's 18-year-olds.

B. Thereafter, men who are already in college when they are randomly selected for service would be permitted to finish their sophomore year before induction.

C. Men who undertake officer training programs in college should be deferred, provided they commit to serve in the Armed Forces as enlisted men if they do not complete their officer programs.

(These represent majority decisions; a minority of the Commission favors continued student deferment.)

D. Hardship deferments, which defy rigid classification but which must be judged realistically on individual merits, would continue to be granted.

**7. Study should begin now to determine the feasibility of a plan which would permit all men who are selected at 18 for induction to decide themselves when, between the ages of 19 and 23, to fulfill that obligation. Inducements would be offered to make earlier choice more attractive, and the option of choice could always be canceled if manpower needs were not met. If the feasibility of this plan is confirmed, the plan should be put into effect as soon as possible. (See ch. V.)**

*To broaden the opportunities for those who wish to volunteer for military service, the Commission recommends:*

**8. Opportunities should be made available for more women to serve in the Armed Forces, thus reducing the numbers of men who must involuntarily be called to duty. (See ch. II.)**

**9. The Department of Defense should propose programs to achieve the objective, insofar as it proves practicable, of accepting volunteers who do not meet induction standards but who can be brought up to a level of usefulness as a soldier, even if this requires special educational and training programs to be conducted by the armed services. (See ch. VIII.)**

*To remove the inequities in the enlistment procedures of the Reserve and National Guard programs, the Commission recommends:*

**10. Direct enlistment into Reserve and National Guard forces should not provide immunity from the draft for those with no prior service except for those who enlist before receiving their I-A classification.**

**11. If the Reserves and National Guard units are not able to maintain their force levels with volunteers alone, they should be filled by inductions. Inductions would be determined by the same impartial random selection system which determines the order of call for active duty service. (See ch. VI.)**

*The Commission supports recommendations presented to it by the National Advisory Commission on Health Manpower and the Department of State:*

**12. A national computer file of draft eligible health professionals should be established to assist selective service area offices to place their calls for doctors and dentists and allied professions so as to cause minimum disruption in the medical needs of the community.**

**13. Policies governing the drafting of aliens in the United States should be modified in the following ways to make those policies more equitable and bring them into closer conformity with the country's treaty arrangements:**

A. All nonimmigrant aliens should be exempt from military service.

B. Resident aliens should not be subject to military service until 1 year after their entry into the United States as immigrants.

C. One year after entry, all resident aliens should be subject to military draft equally with U.S. citizens unless they elect to abandon permanently the status of permanent alien and the prospect of U.S. citizenship.

D. Aliens who have served 12 months or more in the Armed Forces of a country with which the United States is allied in mutual defense activities should be exempted from U.S. military service, and credit toward the U.S. military service obligation should be given for any such service of a shorter period. (See ch. VII.)

\* \* \* \* \*

In arriving at the recommendations presented herein, the Commission considered other propositions which it rejected. Among them were:

1. Elimination of the draft and reliance on an all-volunteer military force.

Although there are many arguments against an exclusively volunteer force, the decisive one, the Commission concluded, was its inflexible nature, allowing no provision for the rapid procurement of larger numbers of men if they were needed in times of crisis. (See ch. II.)

2. A system of universal training.

In the context in which the Commission studied it, universal training is a program designed by its proponents to offer physical fitness, self-discipline and remedial training to great numbers of young Americans—and not a substitute for the draft. The Commission concluded that:

A. Such a program cannot be justified on the grounds of military need, and

B. Compulsion is not a proper means of accomplishing the worthwhile objectives of rehabilitation. (See ch. II.)

The problem of men rejected for service for health and educational deficiencies, to which universal training is directed, is one which presents the country with a tragedy of urgent dimensions. Recommendations in this report will, the Commission hopes, help to alleviate this problem. The proposal to examine all 18-year-old men (recommendation 5A, p. 6) will help in identifying the problems and obtaining assistance for those rejected. (See ch. VIII.) The proposal to permit men failing to meet induction standards to volunteer for service and receive special training (recommenda-

tion 9, p. 7) will also be of value. But the larger part of this problem is imbedded in the conditions of the rejected men's lives, such as discrimination and poverty. It is essential to the future of the country that further steps be taken to correct those conditions before they can grow—as they are growing now—into a national shame and a threat to the nation's security. (See ch. VIII.)

3. A system of compulsory national service; and along with that,

4. Volunteer national service as an alternative to military service.

The Commission found first of all that there are difficult questions of public policy—and a lack of constitutional basis—involved in compulsory national service. Second, it concluded that no fair way exists to equate voluntary service programs with military service.

Volunteer national service must, then, be considered on its own merits as a separate program unrelated to military service. That there is a spirited interest in such service today is abundantly clear. But the needs which such service would meet and the way in which programs would be administered and financed are matters which are still inconclusive. The Commission received no clear or precise answers to the questions it raised concerning them. The Commission is sensitive to the spirit which motivates the desire for national service, and it suggests further research to define the issues more clearly, together with public and private experimentation with pilot programs. (See ch. IX.)

5. Recognition as conscientious objectors of those opposed to particular wars (instead of war in any form).

There is support within the Commission for this proposal. However, a majority of the Commission opposes it. The Commission majority believes, moreover, that the recent Supreme Court decision in *U.S. v. Seeger* offers sufficient guidance in defining the standards of the conscientious objector's position. That decision interprets the statute's requirement that conscientious objection be based on religious training and belief, to include "a given belief that is sincere and meaningful [and] occupies a place in the life of its possessor parallel to that filled by the orthodox belief in God of one who clearly qualifies for the exemption." (See ch. V.)

\* \* \* \* \*

There remains another point to be made in this summary:

The Commission gave careful study to the effect of the draft on and its fairness to the Negro. His position in the military manpower situation is in many ways disproportionate, even though he does not serve in the Armed Forces out of proportion to his percentage of the population. He is underrepresented (1.3 percent) on local draft boards. The number of men rejected for service reflects a much higher percentage (almost 50 percent) of Negro men found disqualified than of whites (25 percent). And yet, recent studies indicate that proportionately more (30 percent) Negroes of the group qualified for service are drafted than whites (18 percent)—primarily because fewer Negroes are admitted into Reserve or officer training programs. Enlistment rates for qualified Negroes and whites are about equal, but reenlistments for Negroes are higher: Department of Defense figures show that the rate of first-term reenlistments is now more than double that of white troops. Negro soldiers have a high record of volun-

teering for service in elite combat units. This is reflected in, but could not be said to be the sole reason for, the Negro's overrepresentation in combat (in terms of his proportion of the population): Although Negro troops account for only 11 percent of the total U.S. enlisted personnel in Vietnam, Negro soldiers comprise 14.5 percent of all Army units, and in Army combat units the proportion is, according to the Department of Defense, "appreciably higher" than that. During the first 11 months of 1966, Negro soldiers totaled 22.4 percent of all Army troops killed in action.

There are reasons to believe, the Commission finds, that many of the statistics are comparable for some other minority groups, although precise information is not available. Social and economic injustices in the society itself are at the root of inequities which exist. It is the Commission's hope that the recommendations contained in this report will have the effect of helping to correct those inequities.

## II

### *The Need for the Draft*

The first question is the fundamental one: Is selective service necessary? In arriving at its conclusion—in the affirmative—the Commission gave careful consideration to two alternatives which have received wide public attention: A defense establishment manned entirely by volunteers, and a system of universal training.

#### AN ALL-VOLUNTEER FORCE

Even with the draft law, the effort of military recruitment policy has traditionally been directed toward filling as much of the manpower requirement as possible with volunteers, and depending on the draft only to supplement the numbers needed. <sup>1</sup> Volunteers have contributed two-thirds of the military force since 1950. With limited exceptions, the Navy, Marines, and Air Force have used volunteers almost entirely. And in periods of relative quiet, when draft calls have been low, most of the entrants into the Army itself have been volunteers. To be sure, a high proportion of all these volunteers in all the services—about four out of 10 in the years before Vietnam, according to Department of Defense estimates—are motivated by the existence of the draft. But the basic emphasis on volunteer service is clear nonetheless.

Changing world conditions could result in a future period—similar to those in the past—when draft calls are low, or conceivably nonexistent. Short of that hopeful development, there are undoubtedly actions within the range of control of the Armed Forces themselves which can encourage more enlistments and reduce the numbers of draftees necessary.<sup>1</sup>

Among those is the possibility of making more military positions available to women. Particularly at a time when manpower demands are great—such as the present—there is a disturbing paradox in this circumstance: Women willing to volunteer for military duty exist in far greater numbers than the services will accommodate; but at the same time there are undoubtedly military tasks suitable for women which are being filled by men who have to be involuntarily inducted. The Commission has been advised that the Department of Defense is currently reviewing its entire program of utilizing women in uniform. Out of that review, the Commission hopes, will come decisions which will benefit young men and young women alike and increase the effectiveness of the military services.

<sup>1</sup> The Commission investigated the possibility of encouraging more enlistments through an active 2-year enlistment program and finally concluded that such a program would have little beneficial effect because the increased numbers of enlistees would be largely counterbalanced by a higher rate of turnover.

The Commission looked into the proposition that voluntary service could be sufficiently encouraged to eliminate the need for the draft altogether. Resistance to the draft has been voiced in various conferences held across the country, and in some of the correspondence addressed to the Commission. The National Council of Churches forwarded a resolution taken by its general board that inducements to volunteer be stepped up sufficiently so that the Selective Service Act could eventually be abolished. And the United States Youth Council, a coordinating body for 35 youth organizations, reported to the Commission that in a survey of its members "the issue of the voluntary army raised the virtues of voluntarism in a democratic society and the evils of conscription more than any other question or series of questions." Of those of its members responding to the survey, the council said, 61 percent favored a volunteer army.

But the Youth Council itself, although it recommended the reduction of "compulsion to its minimum," stopped short of suggesting abolition of the draft, for it recognized a basic conflict, revealed in its own survey: It candidly acknowledged that 58 percent of its respondents—almost as many as those who would depend on voluntarism—indicated that they personally would not volunteer.

And this of course is the basic fact. Since 1940—except for a very short period after World War II—a draft law has been necessary precisely because there have not been enough volunteers to meet military manpower needs.<sup>2</sup> Those needs are determined by national security requirements and military commitments.

Moreover, world conditions change, and those changes can modify the magnitude of military commitments and needs. An exclusively voluntary system would preclude the ability to meet changing demands.

An exclusively volunteer system would be expensive—although the Department of Defense gives no solid estimate of how much such a system would cost. And some members of the Commission see unfortunate social consequences in an all-volunteer military force sustained only by financial incentive. Such an establishment, motivated not by the concept of service, but by the lure of greater reward than the members' skills could command elsewhere, could easily—it is feared—become a mercenary force unrepresentative of the nation.

But more important than these considerations is the fact that an exclusively voluntary system, with no provision for selective service, would permit no flexibility for crisis. The sudden need for greater numbers of men would find the nation without the machinery to meet it. To a Commission deliberating grave issues of life and death in an atmosphere created by just such a sudden need, this is of overriding significance.

It was this stark and uncontested fact which was the most persuasive in forging the Commission's conviction that the nation must now, and in the foreseeable future, have a system which includes the draft. Only with such a flexible system can the military services be assured of their ability always

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<sup>2</sup> Charts 1 and 2 show the number of inductions which have been necessary to sustain various force levels since 1950. Chart 3 projects, from this experience, the numbers of inductees necessary to maintain different strength levels.

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CHART 1  
MILITARY STRENGTHS AND ENTRIES TO ACTIVE DUTY  
BY ENLISTMENTS AND INDUCTIONS 1950-1966

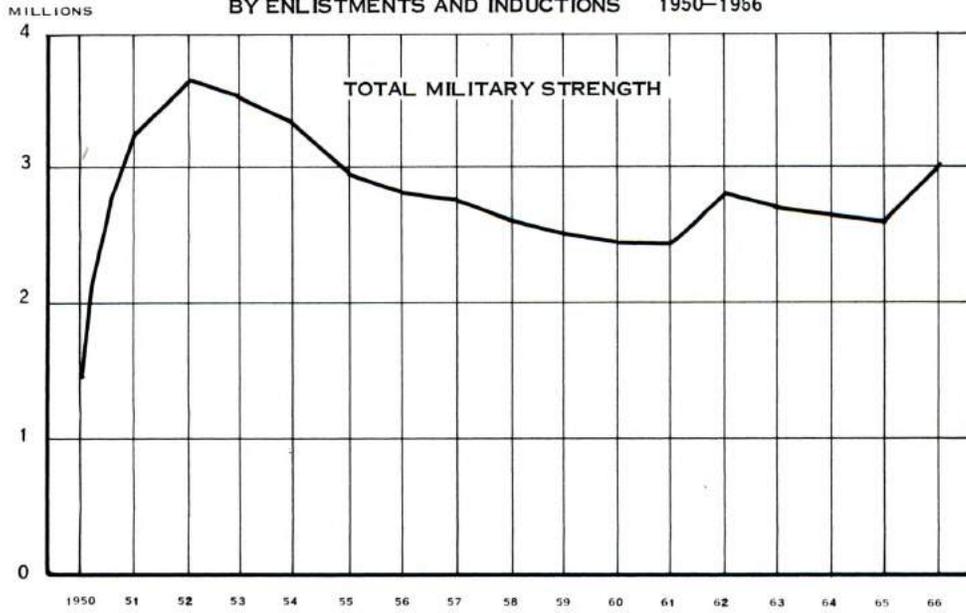
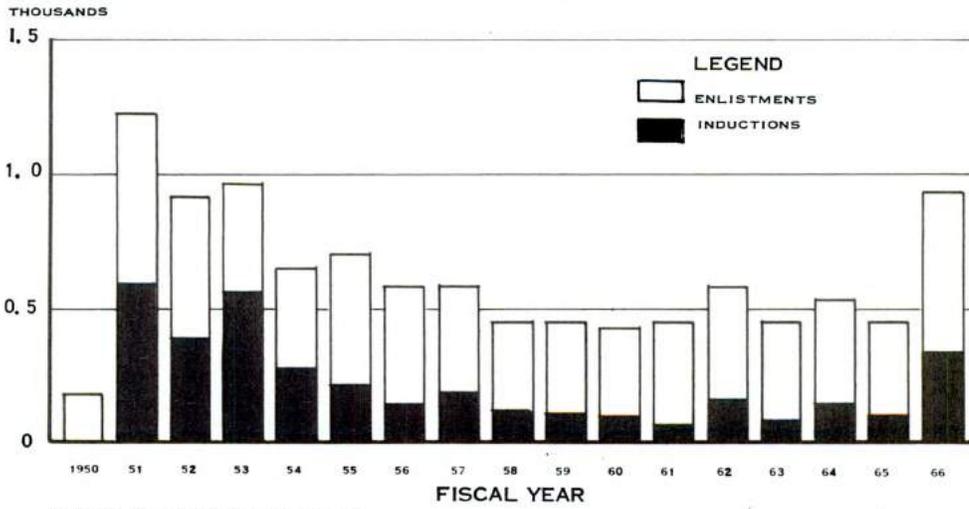


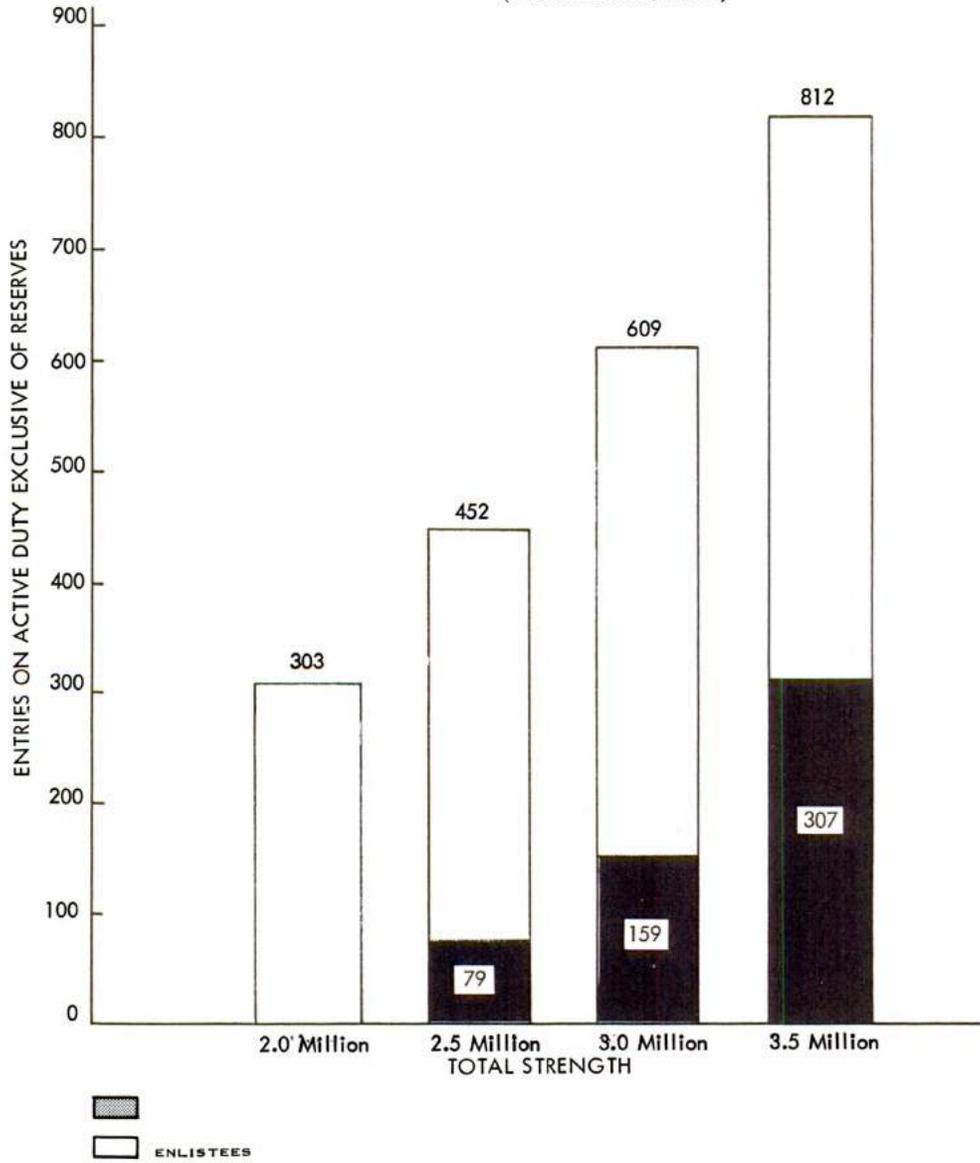
CHART 2  
ENLISTMENTS AND INDUCTIONS



SOURCE, DEPARTMENT OF DEFENSE

**CHART 3**

**ESTIMATED ANNUAL NUMBER OF NEW ENTRANTS  
REQUIRED TO MAINTAIN HYPOTHETICAL STRENGTH LEVELS  
(FIGURES IN 1000'S)**



SOURCE : DEPARTMENT OF DEFENSE

to have the numbers of men necessary to fulfill the mission demanded of them for the nation's security.

#### UNIVERSAL TRAINING

Immediately after World War II, universal military training was widely supported in this country as a means of making available a large pool of trained manpower should the nation have to mobilize again the massive land armies of World War II. Changes in the technology of war, resulting in basic changes in military concepts and requirements, have eliminated that need.

Today, the idea commands attention once again. Expressions in favor of it have been presented to the Commission from veteran and other prominent organizations, several Governors and other political leaders. In today's context, however, it is better understood as a system of universal training—without the “military”—for it is proposed for reasons other than those which were its direct purposes two decades ago. One of the most forceful and carefully reasoned of the universal training proposals to be submitted to the country for consideration is that of former President Eisenhower.<sup>3</sup>

General Eisenhower does not suggest that the program he envisions would replace the draft or eliminate the need for it. It would not even be directly related to the military's manpower needs. It would be a universal system of military, physical, and remedial training, administered by the Defense Department mainly because of its facilities and resources, and given for 1 year to all young men, except those disqualified for serious physical or mental reasons, and those who chose to volunteer for service in the Armed Forces. (A draft—eventually of universal training “graduates”—would still be required to fill the manpower needs not taken care of by volunteers.) In effect, the Eisenhower program would be an extensive training and educational program for all of America's male youth, and he sees its values as the opportunity to promote physical fitness and self-discipline, provide remedial instruction for those who need it, and instill a patriotic sense of duty and love of country.

The men directly affected by this program would be, of course, those—varying from half to two-thirds of the eligible population—who do not now see military service. And those who would be affected most greatly would be that large number rejected for educational deficiencies or physical disabilities.

With his proposed programs of rehabilitation which would benefit those currently rejected, General Eisenhower and others who have voiced their alarm over the size and condition of this group call attention to a matter which the Commission believes is of deep and urgent concern to the nation. Indeed, those distressing statistics—the nearly 700,000 who were found ineligible for service last year, and the 5 million men between the ages of

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<sup>3</sup> General Eisenhower outlined his views in a Reader's Digest article in September 1966, and elaborated on them for the Commission in an interview with several Commission members the following month. The Commission chairman endeavored to obtain an interview with former President Truman but Mr. Truman advised the Commission that personal reasons prevented him from making such arrangements.

18½ and 34 who have now accumulated in the inventory of the disqualified—bear the seeds of the destruction of our society.

There is within the Commission some support for universal training as a method of correcting this situation—and, in the process, providing the country with trained and disciplined citizens who would be valuable to their communities in the event of nuclear attack. (The Eisenhower proposal views this as an additional advantage of a universal training program.)

But the Commission was obliged to test universal training—as every other proposal before it—against its strictly confined charter to determine only the most fair and workable way of providing the nation with its military manpower needs. Universal training would not answer that problem. The Commission, as a whole, rejected universal training because there is no military requirement for it; and in the absence of a military requirement, the Commission concluded that although the grimly serious problem posed by the men disqualified for Armed Forces duty must be solved, compulsory service should not be the means for its correction. (The Commission, however, decided that otherwise disqualified men who volunteer for service should be given the benefit of special training; see page 57.)

#### SUMMARY OF RECOMMENDATIONS

**1. A draft law should be continued to provide the nation with a flexible system of manpower procurement which will assure the Armed Forces' ability to meet their national security commitments under all foreseeable circumstances.**

**2. Opportunities should be made available for more women to serve in the Armed Forces, thus reducing the number of men who must involuntarily be called to duty.**

### III

#### *Profile of the Present System*

The United States has outgrown its Selective Service System.

That System has operated with high standards of integrity and dedication through wars and warlike peace for a quarter of a century. Those who have held the System's operation in their hands surely merit the nation's gratitude—from the thousands of citizens who have contributed their service on the local draft boards across the country to the distinguished official who for so long has given the System its leadership, Lt. Gen. Lewis B. Hershey. Moreover, it is still a flexible instrument for providing the country's military manpower needs. But world conditions have produced new circumstances in which needless inequities and confusion are generated under the System among the men who must donate part of their lives to serve the nation's security.

#### THE WAY IT WORKS NOW

For all practical purposes, the Selective Service System in operation today dates back to legislation passed in 1940. It is, then, virtually the same as that which guided the country's gigantic manpower procurement during World War II.

Its basic functioning organism is the local board. There are more than 4,000 of them across the country, ranging in size and character from one in Hinsdale County, Colo., with a total registration of 28, to the 68 boards which share responsibility for New York City, handling an average of more than 20,000 registrants each.<sup>4</sup> Each board is composed of three or more members—citizens who volunteer their time and service. Officially they are appointed by the President on nomination by the Governor of the State. The appointive power has in practice been delegated to the Director of Selective Service by Executive Order of the President. The board's records are kept by a clerk—usually a woman—who works either full or part time.

Every young man reaching the age of 18 is required to register with the local board in his area. On the basis of information he supplies, and other information, he is classified by the board. (Chart 4 describes the various Selective Service classifications.) Unless the local board gives the registrant a deferment or an exemption, it places him in the I-A (or I-A-O or I-O) category. It can also grant a IV-F for "obvious" physical defects, but usually that determination is made on the basis of subsequent examinations to which all I-A's (and conscientious objectors) are subjected. Those examinations determine the registrant's physical status, educational level and

<sup>4</sup>The largest board in the country is in North Hollywood, Calif; its registrants number 54,323. (See appendix tables 5.1 and 5.2.)

moral qualifications according to standards set by the Department of Defense.

A registrant dissatisfied with his classification (or someone acting on his behalf) can request a change through his appeal board. There are 96 appeal boards, at least one for each judicial district; and above these is a National Selective Service Appeal Board, which makes the final decision on all appeals to the President.

CHART 4.—*Selective Service classifications*<sup>1</sup>

Class	Definition
I-A.....	Registrant available for military service.
I-A-O.....	Conscientious objector registrant available for noncombatant military service only.
I-C.....	Member of the Armed Forces of the United States, the Coast and Geodetic Survey, or the Public Health Service.
I-D.....	Qualified member of reserve component, or student taking military training, including ROTC and accepted aviation cadet applicant.
I-O.....	Conscientious objector available for civilian work contributing to the maintenance of the national health, safety, or interest.
I-S.....	Student deferred by law until graduation from high school or attainment of age of 20, or until end of his academic year at a college or university.
I-W.....	Conscientious objector performing civilian work contributing to the maintenance of the national health, safety, or interest, or who has completed such work.
I-Y.....	Registrant qualified for military service only in time of war or national emergency.
II-A.....	Occupational deferment (other than agricultural and student).
II-C.....	Agricultural deferment.
II-S.....	Student deferment.
III-A.....	Extreme hardship deferment, or registrant with a child or children.
IV-A.....	Registrant with sufficient prior active service or who is a sole surviving son.
IV-B.....	Official deferred by law.
IV-C.....	Alien not currently liable for military service.
IV-D.....	Minister of religion or divinity student.
IV-F.....	Registrant not qualified for any military service.
V-A.....	Registrant over the age of liability for military service.

<sup>1</sup> Source: Selective Service System.

The file of a man who appeals goes to the appeal board considering his case. With that exception, however, a registrant's records remain under the jurisdiction of the local board which classifies him initially, wherever his travels, study or occupation take him.

A national headquarters—directed by General Hershey—supervises the operation of the entire System, and between the national office and the local boards are 56 State headquarters (one for each possession, Puerto Rico, and the District of Columbia as well) which administer the act at that level. The State director, like the local board members, is appointed by the President on the nomination of the Governor.

The local boards, in making their classifications, and the appeal boards in their proceedings, are guided by information from both these headquarters.

The national headquarters, on receiving manpower calls from the Department of Defense, prorates them to the states, usually according to the number of men classified I-A in each state, after allowing for expected rejections.<sup>5</sup> The states in turn divide them into quotas for their local boards. The boards fill their quotas from among the most eligible of their I-A's—current policy is delinquents first,<sup>6</sup> then volunteers for induction, then 25-year-olds, followed by those downward in age to 19—and order them for induction into the Armed Forces.

#### THE PERSONNEL

The national and state headquarters are heavily oriented toward the military. Commissioned officers of the Armed Forces occupy most of the executive positions at the national level. State directors and their key staffs are usually Reserve or National Guard officers on active duty.

The members of the local boards are all male (as the regulations now demand), mostly veterans, and almost exclusively white: a 96.3-percent response to a Commission questionnaire in October 1966 indicates that only 1.3 percent of 16,632 local board members are Negro,<sup>7</sup> 0.8 percent are Puerto Rican, 0.7 percent Spanish American. There are 38 members (0.2 percent) who are Oriental, and 16 (0.1 percent) American Indians.

The average age is 58. One-fifth of all the board members are over 70, and of these, 400 are over 80; 12 are between 90 and 99.

Almost half have served on their local boards more than 10 years; 1,335—8 percent of those responding—have served more than 20 years.

The majority (67 percent) have served on active military duty—41 percent in World War II, another 17 percent in World War I, and the remainder in Korea and at other times.

As compared with the general population of the same age, local board members are well educated; about one-third of them are college graduates, contrasted with less than 10 percent of the population's comparable age group.

Seventy percent are in white-collar occupations. Of these, more than 20 percent are professional men. A majority (15 percent) of the rest are farmers. Craftsmen, service workers, semiskilled workers and laborers are represented on local boards in far smaller proportions (less than 25 percent) than their representation in the general population.<sup>8</sup>

#### THE PROBLEMS

When the 1940 Selective Training and Service Act was being deliberated, the local board concept was described in congressional hearings in terms of

<sup>5</sup> See appendix table 5.4.

<sup>6</sup> A delinquent is any registrant who, in the opinion of a local board, has failed to meet the requirements of the Selective Service law. This has been construed to include men who neglect to report a change of address promptly, as well as those who refuse to report for induction. Regulations permit a local board to classify delinquents I-A and order them for induction ahead of all other eligibles.

<sup>7</sup> Responses to a December 1966 telegraphic inquiry by the Selective Service System show 261 Negro members out of 17,123 local board members, or 1.5 percent.

<sup>8</sup> Statistical information on the composition of local boards is shown in the tables in sec. 1 of the appendix.

its vitality and fairness: "An eligible citizen chosen to serve is selected by a board composed of his neighbors who live in the same community in which he lives." General (then Major) Hershey, testifying before the Senate committee, pointed out that " \* \* \* we are only seeking \* \* \* about 1 million out of 11,500,000, so there has got to be an equity decision. Somebody has got to decide which one of the 11 is to be taken, and I do want to impress upon all the fact that \* \* \* the choice is being made by the neighbors of the man \* \* \* " That concept was actually first envisioned in the period after the Civil War—which had seen violent public reaction to the draft—when a report recommended that future conscription be placed in the hands of local boards composed of "civilian neighbors." It has thus survived for a century. In its budget justification for fiscal 1967, Selective Service characterized the local boards as "little groups of neighbors on whom is placed the responsibility to determine who is to serve the nation in the Armed Forces and who is to serve in industry, agriculture, and other deferred classifications." And in one of its recent communications to local boards, the national office told them: "Because of its comparatively long association with a registrant and knowledge of what he has done, the local board is relatively well-qualified to evaluate his ability to perform."

However universally valid this personalized concept might have been in the past, only in rural areas does it appear to be true today. Urban board members usually work in anonymity—and indeed seem to look upon that anonymity as an advantage. Rarely it would seem do those on such a board actually know the men whom they are classifying on the basis of their records—and vice versa. After taking an extensive look into local board operations in one state, a team of researchers reported to the Commission: "Very little evidence exists to suggest that the fact of drafting by local boards has more than symbolic significance, if that, in urban settings."

A group of nine college students who took soundings on campuses across the country on matters relating to the draft met with the Commission to report their findings. The fallacy of the personalized concept of the local draft board was high on their list of topics of interest. Identity of local board members, one of them reported, "is one of the best guarded secrets in America." There was no doubt that he spoke the sentiments of his colleagues, although another expressed it more moderately: "The idea that the draft boards are a group of your neighbors sitting in judgment or consideration of your fate is not a workable real plan right now. No one seems to know who the members of his draft board are. The few exceptions, the people who do know, tend to come from small towns." This anonymous character of the boards can of course be overstated. A registrant always has the right to request a personal appearance before his board—if, for instance, he wishes to seek a reclassification—so long as he makes his request within 10 days of his classification notice. But the point is clear that board operations are not usually intensely personal.

In utilization of office space, many urban boards themselves have moved away from the strictly "neighborhood" approach and toward an informal sort of consolidation. In Baltimore, the Commission learned, 17 boards operating in that area all keep their records and meet in one centrally located building. The eight boards in San Antonio do the same thing; in fact, this

appears to be the practice among more than half the metropolitan boards of the country.

Each of these boards has its own clerk who handles the records for her board—although there is inevitably some sharing of the workload among them. The clerk is an important part of any board's operation. There is a tendency on the part of many young registrants to overestimate this importance, to assume, as one of the college students told the Commission, that "the draft board members are rubberstamp machines and the clerks actually have the power to say who gets what deferment, who is I-A, who gets inducted." The "anonymity" of the boards is perhaps one reason for this impression; even more likely however is the method of board operation. Many board members have heavy professional and business duties. They usually meet in the evening to make their classification decisions. A registrant seeking information by phone or in person would no doubt find the clerk the only person on hand. The more efficient she is, the more authoritative her answers may appear to the registrant. The assumption which results is understandable, but misleading. Evidence before the Commission indicates that board members around the nation are deeply aware of their responsibilities and conscientious in the discharge of them.

The fact does remain, however, that the clerk's role is a highly important one. Inevitably, much of a board's work is routine. (Some 17 percent of the boards responding to a Commission survey indicated that 90 percent or more of the classification decisions made in their September 1966 meeting were virtually automatic.)<sup>9</sup> Although the board itself does the classifying, a good clerk can make the board's job considerably easier. Perhaps the most important of her tasks—certainly from the registrant's point of view the most critical—is the routine preparation of cases for board review and decision, which in practical effect amounts to an initial classification. The clerks usually are highly regarded by their boards. Many of them also have long years of experience in and familiarity with the System, some dating from World War II days. Despite the importance of their work, however—and although they are subject to civil service rules—their salaries are set by the state directors and especially in smaller towns and rural areas are considerably below that of most Federal workers. (The woman who coordinates the work of all the clerks of those 17 Baltimore boards has been with the Selective Service System 21 years and her pay is the equivalent of that earned by a recent college graduate in the civil service with 2 years' experience.)

But there is a wide variation in the way in which local boards view the routine aspect of their work; it ranges from that previously noted 17 percent who say they actually have to review in detail only 10 percent of their cases, to another 7 percent who say they have to review virtually all cases in detail. This reflects the System's absence of uniformity as it operates throughout the country. The wide range in the workloads of local boards, determined by their size, obviously contributes to the lack of uniformity.

A good deal of the variation is dictated by social and economic factors.<sup>10</sup> For men with different educational backgrounds, there is a substantial degree

<sup>9</sup> See tables 7.5 and 7.6 of the appendix.

<sup>10</sup> See sec. II of the appendix.

of difference in their chances of entering military service. Men with less than an eighth-grade education, and Negro high school dropouts are less likely to enter because more of them fail the written examination. On the other hand, graduate and professional students are much less likely to see active duty because many of them continue their student deferments until they are 26, fathers, or can receive occupational deferments. (See chart 5.)

High-income areas usually have a high proportion of student (II-S) deferments; a study in one state pursued this circumstance further and showed that boards in high-income areas had the lowest proportion of registrants serving or having served in the Armed Forces. Low-income slum areas have the greatest number of men rejected for service. And there is a direct relationship between those two statistics: In the state subjected to intensive study, the board with the highest percentage of rejectees also had the lowest number of student deferments. That area was also 50 percent Negro.

The Negro's position in the total military manpower picture—both his service and his ineligibility for service—is a matter deserving attention. His participation is in several ways inequitable. It is an inequity which is difficult to pinpoint specifically, for its manifestations are the results of the handicaps under which the Negro has struggled in this country, and reflect social and economic injustices which are older by far than the operation of the Selective Service System.

The Negro does not serve in the Armed Forces out of proportion to his representation in the population as a whole. But far greater percentages of Negroes than whites are rejected for service.<sup>11</sup> Department of Defense estimates showed that of all those examined almost 50 percent of nonwhite men aged 26–29 years in 1964 had been found unfit for service as opposed to almost 25 percent of the white male population of the same age group.<sup>12</sup> (See chart 6.) The percentage of Negroes considered qualified for service was thus considerably smaller than the similar percentage of whites. Nevertheless, 30.2 percent of that qualified Negro group was drafted, whereas only 18.8 percent of the qualified whites were. (See chart 7.) This is primarily because of two factors: (1) Fewer Negroes are admitted into Reserve programs. The 1964 study showed Reserve duty experience for 2.8 percent of all nonwhites in the age group reviewed, and 5.4 percent of those qualified for military service, compared with 15.5 percent of all comparably aged whites, and 20.6 percent of the whites qualified. (The Reserve problem is discussed later in this report.) (2) Fewer Negroes get into officer programs—little more than 0.2 percent of that total nonwhite group and less than 0.4 percent of those qualified, contrasted with 3.3 percent of all the whites and 4.3 percent of the qualified whites in the group studied.<sup>13</sup>

Enlistment rates are about equal for qualified white and Negro men. However, Negroes already in the service reenlist at a substantially higher

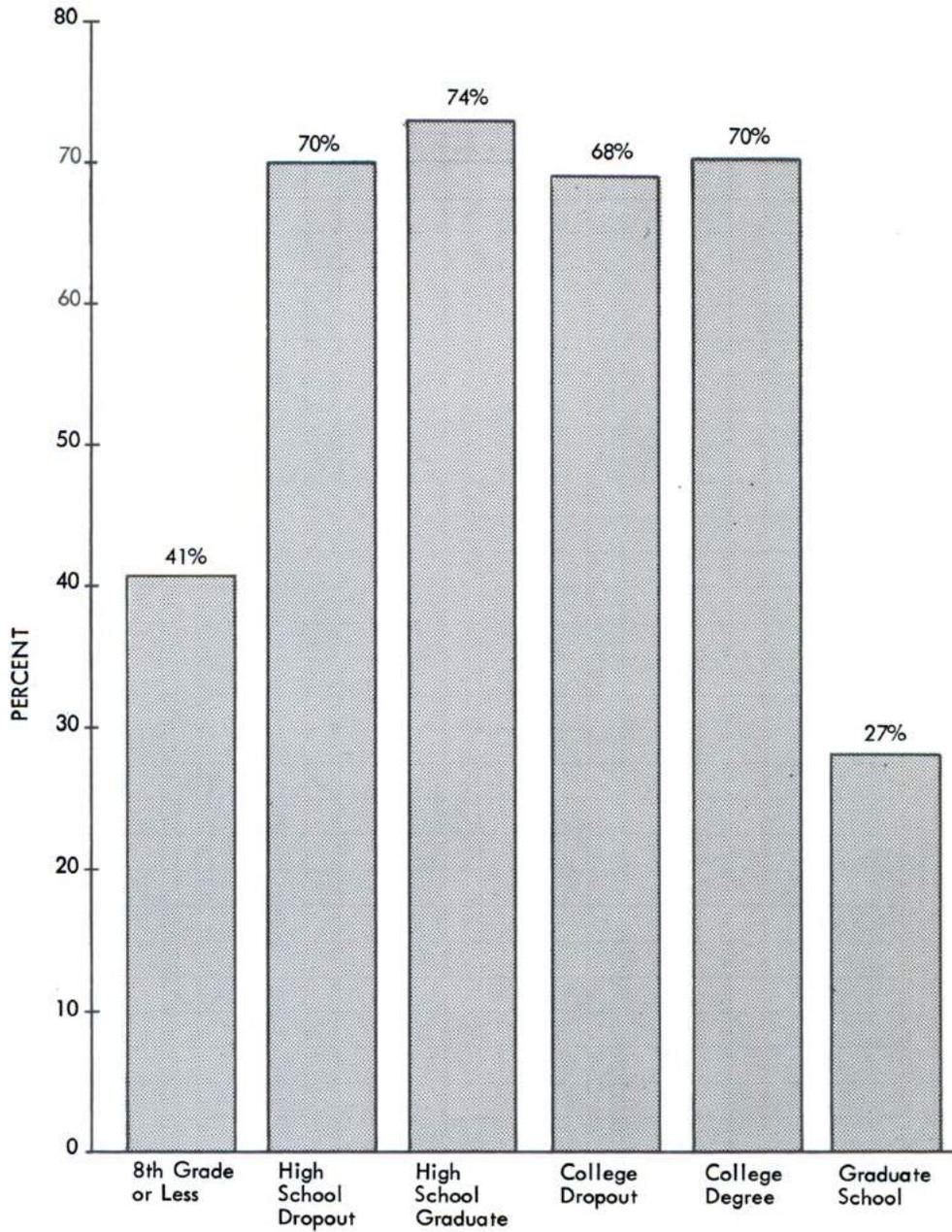
<sup>11</sup> This is primarily because of written test failures; physical rejections among Negroes are actually lower than those for whites.

<sup>12</sup> The estimates cited here are based upon overall disqualification rates, including experience of both volunteers and draftees. The disqualification rates for those called for induction alone have been consistently higher than these overall rates.

<sup>13</sup> Statistics relating to the Negro serviceman are contained in the tables in sec. V of the appendix.

### CHART 5

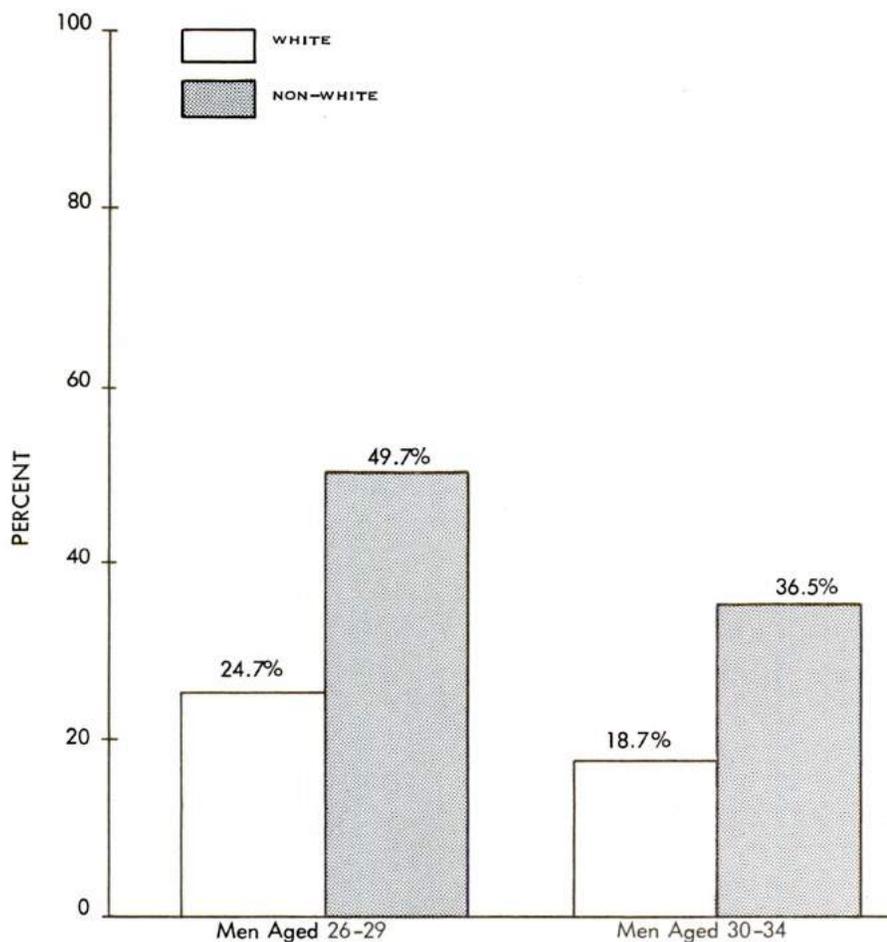
PERCENT OF MEN WHO SERVED BY EDUCATIONAL LEVEL  
(MEN AGED 27-34 IN 1964)



SOURCE: MILITARY SERVICE IN AMERICAN LIFE SINCE WWII; AN OVERVIEW, NATIONAL OPINION RESEARCH CENTER, 1966

### CHART 6

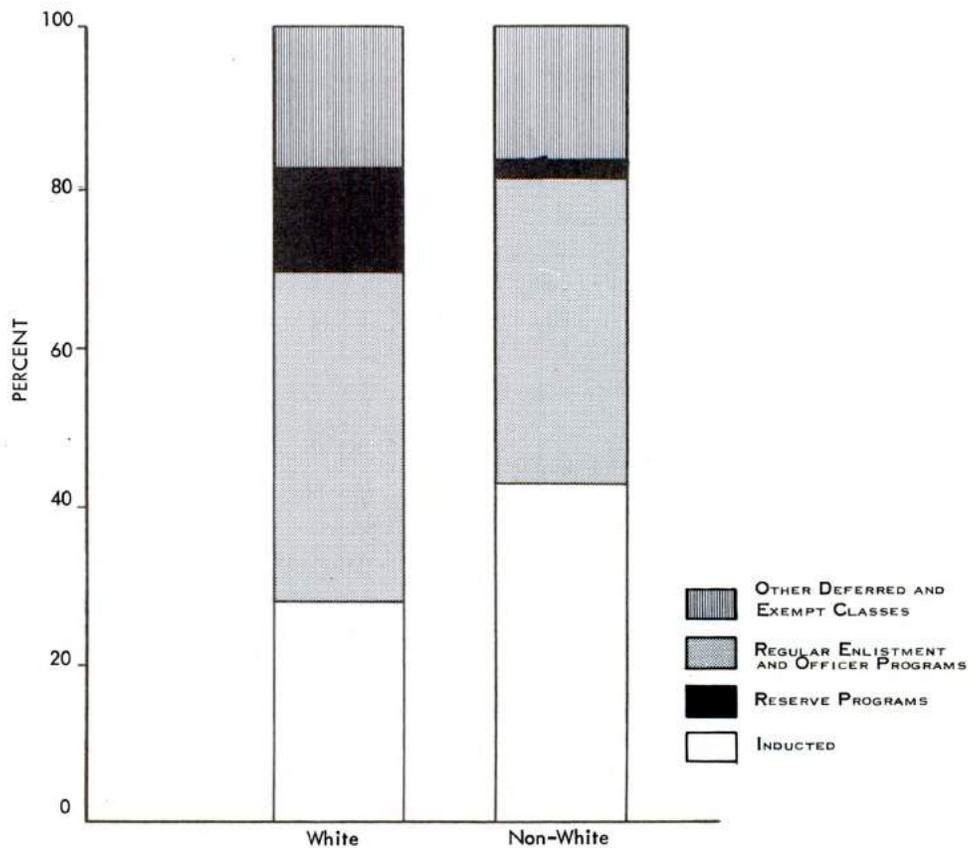
OVERALL REJECTION RATE, FOR MEN WHO HAD COMPLETED THE AGE OF MAXIMUM LIABILITY IN 1964, BY AGE AND COLOR



SOURCE : DEPARTMENT OF DEFENSE ESTIMATE OF THE TOTAL NUMBER OF MEN WHO WOULD HAVE BEEN UNQUALIFIED FOR SERVICE, IF THE ENTIRE AGE GROUP HAD BEEN EXAMINED. MEN AGED 30-34 IN 1964 WERE OF SERVICE AGE DURING THE KOREAN CONFLICT, WHILE MEN 26-29 WERE OF SERVICE AGE IN THE LATE 1950'S.

### CHART 7

MILITARY SERVICE EXPERIENCE OF ELIGIBLE MEN  
26-34, YEARS OLD IN 1964 BY COLOR



SOURCE : DEPARTMENT OF DEFENSE

rate than do white servicemen—their first term reenlistment rates have been more than double that of whites in recent years, according to Department of Defense figures. The Report of the U.S. Commission on Civil Rights in 1963 concluded that this “suggests that Negro servicemen believe on balance that the Armed Forces offer them greater career opportunities than they can find in the civilian economy.” The Negro soldier has a record of heavy volunteering in elite combat units. (Some airborne divisions, which rely exclusively on volunteers, are 24 percent Negro.) The possible attractiveness of a relatively nonsegregated society which primarily measures ability cannot be said, however, to be the sole reason for the Negro’s heavy representation in combat units. The same educational deficiencies which disqualify the Negro for service in such large numbers continue to work their effect inside the service as well; fewer Negroes even among those eligible for service are admitted to jobs requiring technical skills; sometimes the path leading to an infantry division is the only one entirely open. Approximately 20 percent of all personnel assigned to combat occupations throughout the Army are Negro.

The overall proportion of Negroes in relation to all enlisted personnel in Vietnam is only 11 percent; but their percentage in the Army units there is 14.5 percent; and their representation in Army combat units is, according to the Defense Department, “appreciably higher” than that. Current figures are not available, but as of late 1965, 22.8 percent of the enlisted men in combat units in Vietnam were Negro. The casualty figures reflect this. During the first 11 months of 1966, Negro soldiers comprised 22.4 percent of all Army troops killed in action.

The Commission considers that there is reason to believe that many of the statistics relating to the Negro would be comparable for some other minority groups, although specific information to establish this is not available.

In determining the number of men who will be required for the draft, enlistment rates are a variable factor, influencing the decision. Among 240 local boards surveyed in a sample study, there was a range between 19 who had to induct 40 percent of their I–A registrants during a particular period of time, and 4 who inducted only 10 percent of their like group. Such variable factors not only help to decide the numbers to be drafted, but have, as well, a distinct influence on determining who among the I–A’s will be selected; 90 percent of the boards in the States of Washington and Alabama—but none of the boards in Connecticut—had to induct married men during the first 5 months of 1966.<sup>14</sup> (Married men without children are I–A, but lower in the order of call than unmarried I–A’s.)

Not all the variability is the result of socio-economic factors, however. Examination of records from a national sample of 199 local boards shows a wide range of board action on reclassification—which is about four-fifths of the System’s workload—with some boards never reclassifying men with deferments in effect and others moving men into I–A when their deferments had not expired. (Some 27 percent of the registrants whose records were surveyed had this happen.)

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<sup>14</sup> See table 5.7 in the appendix.

About half reclassified into II-A were in neither a critical occupation nor an essential industry as defined by the Department of Labor.<sup>15</sup>

Much of the System's uneven performance relates to the lack of standardization in the guidance the local boards receive.

That guidance comes to them in the form of regulations (signed either by the President or the National Director), operations bulletins, local board memoranda, and several other forms of information. The state directors also receive these, along with others specifically designed for them alone; and the State directors themselves pass instructions to the local boards on matters that are of particular importance in their areas. But because the System offers wide latitude for critical judgment by the boards themselves, this profusion of guidance does not always articulate a clearly defined policy to the board. Moreover, boards across the country (and sometimes within individual States) receive varying amounts of, and sometimes directly conflicting, guidance on the same subject.

In 1966, 39 state headquarters issued 173 directives, bulletins, or memoranda to their local boards dealing with deferment policies. This means of course that some states sent no such guidance; of those that did, several sent only 1 or 2, several 7 or 8, and 1 headquarters dispatched 13. More than half of the directives of these treated the subject of student deferment.<sup>16</sup>

The student deferment issue is the source of a great deal of confusion. The only legal requirement relating to student deferments is the one (I-S) which obliges local boards to permit college students called for induction to finish their current academic year before reporting for duty. (It also permits high school students to finish their high school education if they do so before their 20th birthday.) However, most college deferments (II-S) are those which local boards can, at their discretion, give to men whose studies they judge to be in the national interest.

The variety of guidance sent out on this subject last year reveals that a student's immediate future can be influenced by his state headquarters' interpretation of national policy, for that advice was not uniform, and indeed entirely contradictory in some instances. Some offices instructed their local boards to use as a basis for their determination college qualification test scores and information concerning a student's rank in class—both of which, after several years of disuse, were revived in 1966 with the year's larger draft calls. Other state headquarters specifically told their boards that those criteria were only advisory and could be ignored. In some states, a man must carry 12 semester hours in order to qualify as a full-time student; others put the cutoff point at 15 hours; and still other offices told their boards to accept the school's definition of a full-time load.

Some state headquarters would advise giving a student deferment (II-S) to an individual in a business, trade, or vocational school. Others say the II-S classification is inappropriate but that an I-S (the statutory permission for students to finish their academic year) can be given. And one state headquarters advised that such a man could qualify for an occupational (II-A) deferment.

<sup>15</sup> Reclassification statistics are contained in the tables in Sec. III of the appendix.

<sup>16</sup> See Sec. VI of the appendix.

The same pattern of variation is generally true of appeal boards. Sometimes, those within a single state may make completely opposite decisions on comparable cases.<sup>17</sup>

Appeal boards do not always see issues from the same perspective as do local boards, which may suggest nothing more than a zealous regard for their appellate function. But there is one interesting conflict which is locked into a peculiar condition of the Selective Service System—one which was deliberately intended. Although a registrant cannot change his local board if he moves, a man with an occupational deferment can use the appeal board in the area of his employment. A local board is, of course, sensitive to the social and economic factors in its own community. Surely it would be consistent with human nature for its members to prefer to tap someone who has moved away when they have to dip into their previously deferred pools. So this picture emerges: A man now living in another city, denied an extension of his occupational deferment by his local board, takes his case to the appeal board which serves his new community; and it, sensitive to the economic factors in its own area, reverses the decision of the local board. It does not always happen that way, but appeal boards in industrial centers reinstating occupational deferments taken away by local boards in other areas present the most striking study of appeal board disagreement with local board action. In no other case are so many local board decisions reversed. From the perspective of the appeal boards, it is a rational procedure; local boards do not always consider it so.

There is a pronounced disparity in the workloads of appeal boards across the country. In one state, four boards handled an average of more than 3,000 cases each during the last fiscal year; for another state during the same period, the entire number processed totaled 25. Geography accounts for some of this. Some states have three appeal boards for 250,000 registrants; others, one for 450,000. Characteristics of the respective region are also pertinent. Registrants from urban states generally make more appeals, while southern and mountain states have the lowest proportions.<sup>18</sup>

But probably also some part of the low incidence of appeals in some states is indicative of a failure to inform registrants of their appeal rights. This is not conclusive, but neither is it by any means clear that all registrants are informed of those rights. The Selective Service System contains more than 8,000 advisers, whose task is to assist men at the time of their registration (by providing information, answering questions, and so forth), and some 4,000 appeal agents to aid registrants who wish to appeal. These men, like the board members themselves, are not compensated. They are also the most elusive components of the entire System. The research team which reported the results of its intensive one-state study told the Commission: "The clear fact is \* \* \* that appeal agents are almost totally inactive. Most board members barely know who their appeal agent is and cannot recall when he was last in the office. Clerks freely admit that their appeal agents have checked no files, seen no registrants, made no appeals in years.

<sup>17</sup> See Sec. IV of the appendix.

<sup>18</sup> See table 4.1 in the appendix.

What advising of registrants there is, must be done by clerks or by an occasional private attorney. Most registrants are probably quite unaware that there are appeal agents in the System." The team concludes: "We doubt that this is peculiar to our State." The Commission, on the evidence presented to it, shares that doubt. The condition appears to be uniform throughout the System—indeed, perhaps, it is its most uniform characteristic.

Finally, there is—not surprisingly—a decided variation in individual attitudes. Almost a fourth of the surveyed—and responding—local board members gave as their opinions that a student's self-support in college should be an important factor in determining his deferment; an equal number thought it should not be considered at all. Members of appeal boards differ in their attitudes toward graduate school, and in the weight they assign to a student's course of study.<sup>19</sup> And 55 percent of the local board members of one state believe conscientious objectors should not be deferred at all.

To the Commission, all of these factors together strongly describe a critical need for policy uniformity through the application of clear regulations consistently applied. And the Commission's survey shows that many local board members themselves agree.

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<sup>19</sup> Local board and appeal board responses are presented in sec. IV, of the appendix.



## IV

### *The Structure of the Proposed New System*

The present Selective Service System is based on a rule of discretion, applied locally by more than 4,000 different groups following guidelines that are general in nature. Its lack of uniformity is a consequence of a deliberate policy of decentralization, which is considered one of its strengths.

This Commission sees the overriding need to be precisely the opposite: To achieve the greatest possible degree of equity demands, in the Commission view, a system based on impartial standards uniformly applied throughout the nation. The Commission proposes, in short, to introduce a new controlling concept into the Selective Service System: the rule of law, to replace the rule of discretion.

#### THE ORGANIZATION

To effect such a significant change in concept requires a modification of the system that administers it; for system and concept are woven too tightly together to permit a meaningful separation,

Administratively, the application of universal rules will remove the need for most of the routine decisionmaking which now is the chief function of the local boards.

Elimination of most deferments and the policy of selecting youngest men first for induction will make classification far more an impartial and standardization procedure than it presently is.

Moreover, the administration of uniform policy would be exceedingly difficult to effect through 4,000 decentralized agencies.

The Commission sees the need to restructure and consolidate the Selective Service System itself to enforce the uniform and consistent application of impartial standards on a nationwide basis. Its thorough investigation into the System as it operates today and into the inequities that are generated under current circumstances persuades the commission to this belief: Fairness, uniformity, and equal treatment for all can best be achieved through a system administered without regard for any geographical boundaries. Such a system should be administered in much the same way that other solely federal programs are operated which affect the lives and welfare of the nation's citizens, and distribute obligations among them.

The structure the Commission recommends includes:

- The national office which now exists.
- A series of regional offices—perhaps eight, aligned for national security purposes with the eight regions of the Office of Emergency planning.
- A distribution of from 300 to 500 area offices situated in a relationship to the population (but with at least one in every state).

Local boards would operate contiguous to—but not as part of—the area offices, and appeal boards would be similarly related to the regional offices. (Chart 8 illustrates the organization of the System the Commission recommends.)

Clear and binding policy regarding classifications, exemptions, and deferments would be established at the national level. These would be transmitted uniformly to the area offices through the regional offices, which would supervise the administration of the program at the area office level.

The area offices would be the registration and classification centers. A civil service staff, applying the regulations established by national headquarters, would classify the registrants within their respective areas of service and jurisdiction in a uniform and impartial manner. Such staffs might well be drawn from the cadre of able clerks, familiar with selective service machinery, who now serve the local boards around the country.

The use of automatic data processing equipment, to handle the great amounts of information that would be involved in cataloguing the information, would facilitate the routine operation of the system nationally. With the control available through the use of this modern information-transmitting equipment, registrants who change their permanent residence would, under appropriate regulations, change their registration from one area office to another.

At the area office level, much of the registration and classification work could be handled by mail. Every registrant would be fully advised of his rights and of the operation of the Selective Service System by means of a pamphlet which would detail all his rights and all the means of review open to him, as well as set forth all sources of information and assistance available to him. This would be mailed to him with each classification.

It seems clear to the Commission that such a system would promote efficiency. But efficiency is only a by-product of the greater result the Commission seeks, which is equity.

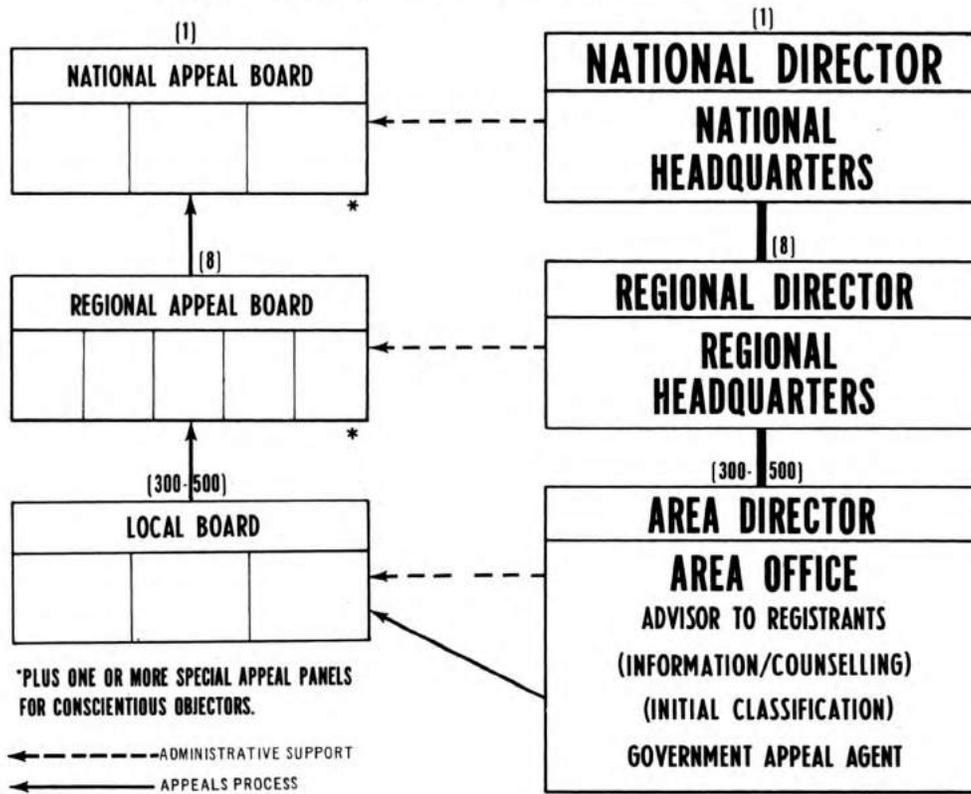
Fairness can often be achieved only when there is a way in which an individual's relationship with a system can be personalized. The system the Commission proposes would provide avenues for such personalization. Young men confused or intimidated by the process, even in its simplified form, could visit their area offices for a personal handling of their registration and classification. An adviser to registrants would be available to give information and assistance.

And no matter how uniform the application of rules, there will always be dissatisfaction with classifications. A man might claim excessive hardship, or a conscientious objection, which the classification agents at the area office did not honor.

This is where the local board fits into the new System's pattern. Although the "neighborly" character of local boards seems to exist more in theory than in fact, the prospect of a man's being able to take his case to a group of citizens divorced from the federal system has great strength and merit. A local board composed, as are those today, of volunteer citizens, and conveniently located in the area office but independent of it, is the body to which registrants who wish to challenge their classifications could do so—

CHART 8

# PROPOSED SELECTIVE SERVICE SYSTEM



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within 30 days rather than the 10 days which are now allowed. Those boards would become in effect the registrant's court of first appeal. They would have the authority to sustain or overturn classifications made in the area offices.

The local boards under this new system, although greatly reduced in numbers, will still have important responsibility. The Commission has certain recommendations to make concerning their organization:

- The Commission believes the composition of local boards should more realistically represent all elements, including ethnic, of the population of the country.
- The Commission recommends a maximum term of service of 5 years on local boards, with those terms of service staggered.
- It believes that a maximum age of retirement should be established for the future.
- The Commission believes the President should not be limited by law in the appointment of local board members to those whom the Governor of a state nominates. So far as the Commission knows, the selective service statute is the only one which so limits the President's power, and the Commission believes that in a matter of such importance the President should have the broadest possible options.
- Whatever the reasons which restricted local board service to men, they surely are not valid today. The Commission recommends that women be permitted to serve on local boards.

It seems clear to the Commission that the combination of firm rules universally applied—along with the recommendations contained in the next chapter—will substantially reduce the number of appeals that are made. But some will remain. And the fairness of any system must be gaged in part by the consideration given to those who believe themselves to be improperly or inadequately treated.

If the local boards deny the registrant's request for reclassification, he would be able, if he wishes, to take his case to the regional appeal board. An appeals agent would be available to the area office to advise him of the procedure open to him.<sup>1</sup>

The local boards would be required to make their decisions and reasons therefore known in writing, so the appeal board and the registrant would have the complete record available.

Appeal boards would be guided by the same criteria which the area offices use in their classifications. Whenever the application of this criteria justifies overturning an area office classification, however, those appeal board decisions should be transmitted around the System as expeditiously as possible—to other appeal boards, and to the national headquarters. This communication would have two important results: it would assist the national office in the refinement of its directives, and it would help insure uniform application of those directives by all appeal boards.

<sup>1</sup> At present both the appeals agent and the adviser to registrants (see page 32) are unpaid volunteers. The study of specifics which would precede the actual construction of the system the Commission is recommending might indicate that both functions could better be performed by salaried employees. Study might well suggest, further, that both functions should be performed by the same person.

Appeal policies for conscientious objectors also need modification. The present policy is for the Department of Justice to conduct hearings for conscientious objectors. But the Justice Department also uses the FBI to investigate the man claiming conscientious objection and is the prosecuting agency for those who refuse to serve when they are denied conscientious objector status. The Commission has no wish to eliminate the FBI investigation or Justice's prosecuting function. But it believes the hearings could more fairly and effectively be conducted by special panels. It recommends that an adequate number of special panels be established above the local board level for the specific purpose of hearing conscientious objectors cases.

The Commission found, in its study of the Selective Service System, that there is widespread public ignorance and confusion concerning the System's operations. In the new System it is proposing, it believes that—in addition to the efforts to familiarize registrants themselves with their rights and obligations—public information procedures should be made more effective at the national headquarters.

The Commission is aware that the restructured Selective Service System it recommends may involve some increase in cost. But it believes the cost will be justified by the assurance of fair treatment which a system governed by rule of law will bring, and by the efficiency its administration will make possible.

#### SUMMARY OF RECOMMENDATIONS

**1. The Selective Service System should be consolidated and operated under a more centralized administration, with its controlling concept the rule of law, to assure equal treatment for those in like circumstances. The System the Commission recommends would be organized as follows:**

A. National headquarters should formulate and issue clear and binding policies concerning classifications, exemptions and deferments to be applied uniformly throughout the country.

B. A structure of eight regional offices (aligned for national security purposes with the eight regions of the Office of Emergency Planning) should be established to administer the policy and monitor its uniform application.

C. An additional structure of area offices should be established on a population basis with at least one in each state. At these offices men would be registered and classified in accordance with the policy directives disseminated from national headquarters. These area offices would be distributed on a population basis, with at least one in each state. (The Commission sees the possibility of 300–500 of these offices being able to answer the national need.)

(1) The use of modern data handling equipment, as well as the application of uniform rules, would facilitate processing, registration, and classification.

(2) Under appropriate regulations, registrants would change their registration from one area office to another as they changed their permanent residence.

D. Local boards, composed of volunteer citizens, would operate at the area office level as the registrants' court of first appeal.

2. **These changes should be made in the organization of the local boards:**
  - A. Their composition should represent all elements of the public they serve.
  - B. The maximum term of service should be 5 years.
  - C. A maximum retirement age should be established.
  - D. The President's power to appoint members should not be limited to those nominated by the Governors of the state.
  - E. Women should be eligible to serve.
3. **The entire appeals process should be strengthened in the following ways:**
  - A. The registrant should be able to appeal his classification to his local board within 30 days instead of the 10 days presently stipulated.
  - B. Local boards should put their decisions in writing so appeal boards will have the benefit of the record in making their decisions, and the registrant will be able to know the facts of his case.
  - C. Appeal boards should be co-located with the eight regional offices, although operate independently of them. The National Selective Service (Presidential) Appeal Board would remain as presently constituted.
  - D. Appeal agents should be readily available at the area offices to assist registrant in making appeals.
  - E. Appeal boards, guided by the same criteria which area offices follow in making their classifications, would communicate their decisions throughout the System to insure uniformity.
  - F. An adequate number of panels should be established, above the local board level, for the specific purpose of hearing conscientious objector cases.
4. **Both the registrant and the general public should be made fully acquainted with the workings of the improved System and the registrant's rights and obligations under it, in these ways:**
  - A. Easily understandable information should be prepared in written form and made available to all registrants each time they are classified.
  - B. An adviser to registrants should be readily available at the area office to inform and counsel registrants who need assistance with registration and classification problems.
  - C. Public information procedures regarding the entire System should be made more effective by national headquarters.

## V

### *The Individual in the System*

Complete equity can never exist when only some men out of many must be involuntarily inducted for military service. But this Commission's obligation was to find and propose an effective system of selection which would operate as fairly as possible within the conditions which must be accepted as a continuing part of our national experience.

#### SELECTION

The facts are these: Some 2 million men will be reaching draft age each year (see chart 9). Nearly three-fourths of them will be qualified for service under current Department of Defense standards. Of that 1½ million, only 600,000 to 1 million—varying with the circumstances—will be required to serve. And of these, between 100,000 and 300,000 may have to be inducted. The problem is: How shall those men be selected?

The options are limited. One would be to raise standards for service so high that only half the available men, or fewer, would qualify. It could be done. But there is no military need for it. The Department of Defense has determined the standards that are necessary to accomplish its mission, and the Commission has fully accepted the Department's determination that those standards are adequate. So if raising of standards does not have the purpose of meeting a national objective, it becomes only an arbitrary determination which is both unfair and unrealistic.

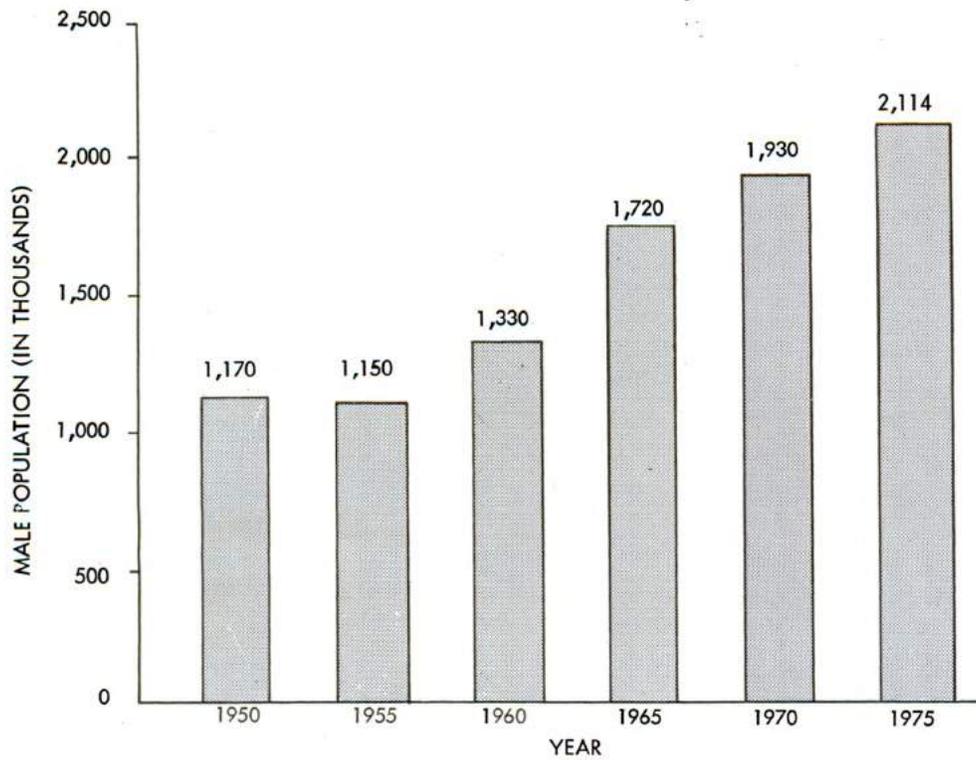
Another way, of course, would be to continue, and even to liberalize and compound, deferments. This has already been shown to be effective, simply as a means of selecting men "out" of the available pool, until only the numbers needed are left. But the Commission's strong conviction, which will be discussed later, is that the injustices this method promotes are harmful and undesirable.

The selection of men for service in the Armed Forces must, under any circumstances, take into account the total manpower needs of our society as well as the problems of equity that arise whenever a portion of our society is chosen to undergo hazards. But it is apparent that if all rational standards have been applied to determine eligibility for service, some system must be employed to set the progression under which the eligibles will be called to duty.

To meet this problem, the Commission concludes that first of all, non-volunteers should be inducted into the Armed Forces in a "youngest first" order rather than the present system, which is the reverse. It recommends induction at age 19. Interruption of a man's life at that time is less serious than at an older age. The uncertainty which now confuses many in their

### CHART 9

ESTIMATED U.S. MALE POPULATION AGE 18.  
ACTUAL 1950-1965, PROJECTED 1970 AND 1975



SOURCE : U.S. BUREAU OF CENSUS

twenties as they attempt to set their careers in order would be reduced, if not eliminated. There is less disruption of family life when men are inducted at 19, for fewer men are married at that age. Fewer, too, have acquired skills in industry. This order is also preferable to the services, who believe that younger men are better able to respond to military training, and in general make better soldiers.

Next, the Commission believes the fairest way to select those 19-year olds for service is through a system of impartial random selection among those equally vulnerable.

The Commission conceives of the impartial random selection system it proposes as simply a technique for determining in as impartial a manner as can be devised, an order of call for those who have already been determined to be eligible and available for service.

The Commission recommends further that the determination of their order of call, through an impartial random selection system, be made while the men are 18 years old.

Essentially, this is the way the system would operate, as the Commission envisions it:

All men would register at age 18. As soon as practicable after their registration, they would be given the physical, educational-achievement, and moral examinations which determine their eligibility for service according to Department of Defense standards.

Examination of all young men of this age group, rather than a number calculated on projected rates of rejection, is a deliberately considered Commission recommendation with an intended social as well as manpower procurement effect. It is discussed later in chapter VIII.

Those classified as available for service would be entered into a draft-eligible pool as soon as feasible after their classification.

Then, again as soon as practicable, while the registrants were still 18 years old, they would be exposed to a system of impartial random selection.

A random selection system could work in any one of a number of ways. The Commission has considered several of them, but recommends no specific one as superior to the others. By whatever technique of operation is devised—the computer and the fishbowl are two that have been suggested—a randomizing system would determine the order of call for each man. There are various ways in which this could be done: One would have each participant given a separate number; another would group registrants by birth dates. The actual determination of order of call could be done once a year, or at more frequent intervals if found practicable. Men would be called for induction in the order determined. Every man in the eligible pool would know where he stood on the list.

Manpower calls would be made on a national basis. Most members of the Commission believe that with the system of impartial random selection, the effort should be to effect equity among people rather than among geographic boundaries. Even so, however, the laws of probability would suggest that the operation of a random system would actually accomplish realistic geographic distribution of calls for induction. There is variation in the present system's operation: One state, for instance, supplied 7 percent of the national quota one month and 14 percent the next month. (Some members

of the Commission feel, however, that the system should operate on the basis of state quotas.)

For illustration, an impartial random selection system—with the order of call determined once a year—could work in the following way:

The period January to December could be designated the “induction year”—the period during which participants in the draft-eligible pool would be vulnerable to the draft. The random order of call could be determined the preceding October 1, in order to allow time for notification of those at the top of the list. All the participants—possibly 1½ million men—would be listed in the order of call.<sup>1</sup>

If, during the induction year, the Defense Department needed 600,000 new acquisitions, it is possible that 450,000 would enlist and 150,000 would have to be drafted. Therefore, the first 150,000 in the order of call could be sure of being drafted at some point during the year. And because the draft would motivate many of those men to enlist (which would help form the group of 450,000 enlistees), many men immediately below the first 150,000 could also expect to be drafted. Those at the bottom of the order of call could expect that they would not be reached during the year (barring a sudden change of military circumstances), and those in the middle might have some uncertainty about their situation for the duration of the year.

In the next year, the random selection system would go through the same operation to determine the order of call for the new year’s eligibles. Men from the previous year who had not been called would leave their “maximum exposure” period. They would retain a diminishing vulnerability to the draft, however, until they reached 26; for if in any year the military’s manpower demands were so great that they could not be filled out of that year’s eligible pool alone, the Selective Service System would have to reach into the group who had been exposed but not called the previous year, and then the one before that, and so on.

Recommendations presented in the following pages of this report would reduce to a minimum the numbers of men receiving deferments for entry into the selection pool. Those few with such deferments would retain their vulnerability until age 35, as at present. They would go into the selection pool as soon as their deferments ended, along with that year’s group of 18-year-olds.

The Commission offers its recommendation of an impartial random selection method as the best system which has been revealed by extensive search and discussion of alternatives. Neither a better nor a more fair method has been proposed.

#### STUDENT DEFERMENTS

No issue received such prolonged and thorough deliberation by the Commission as did the question whether the military service of those in college or of those planning to attend college should be postponed. Only on this issue did the Commission contain a substantial division of opinion.

On one basic conclusion the Commission was in full agreement: Deferments should never be allowed to become, in effect, exemptions. All Com-

<sup>1</sup> This would include conscientious objectors, who, if their position in the order of call selected them for induction, would give alternate service as they presently do.

mission members agreed that one of the gravest inequities in the present system of deferments is that what starts out as a temporary deferment for college enrollment is easily extended into a de facto exemption—by graduate school, by occupation, by fatherhood, and ultimately by the passage of time and advance of age.

But aside from this fundamental agreement, members of the Commission see the issue differently.

The position taken by a majority of the Commission is that with certain exceptions, no new student deferments should be granted in the future.

When the present act was passed, student deferments were considered to be justifiable for one reason: to satisfy what was seen then to be a clear public need. In the context of that time, it was believed that only with student deferments could the nation be assured of a steady flow of college-trained manpower in pursuits necessary to the national interest.

The nation now has the experience of the years which have elapsed since then against which to review the effect of student deferments. There is no evidence, in the opinion of most members of the Commission, that the abolishment of student deferments would deter young men selected for service from going to college, or returning to college, when their service was completed. This being so, the actual effect of student deferments as these members see it is unrelated to the national interest. Quite to the contrary, they believe, student deferments have become only a convenient device to shrink the ever-increasing pool of available manpower.

Even so, the necessity of recommending any change in standing policy involving education was a most difficult decision to reach, so fundamental is the pursuit of education to the entire social and economic fabric of our society.

But the clear fact is, as the Commission majority sees it, that without the justification of being in the national interest, the justification originally intended, student deferments have become the occasion of serious inequity. Essentially, these members believe, the issue is one of special treatment. Even with safeguards to prevent deferments from becoming exemptions one group of draft-eligible men would, if a general student deferment policy were continued, be given the privilege of deciding when to fulfill their military obligation. Moreover, it would be, as indeed it is now, a privilege granted in practical effect on the basis of a standard of determination which is in itself discriminatory. Even though educational opportunity is increasingly widespread, the opportunity to go to college still reflects a degree of social and economic advantage not yet shared by all.

This concern was naturally made more dramatic to this Commission by the realization that the chance to postpone service right now might mean the difference between the obligation to serve in a shooting war and the possibility of serving later when the war might have come to an end.

The majority was also moved by the uncomfortable realization that the efforts by individual local boards to assess the justification of student deferment on a case-by-case basis without binding guidelines had led to some of the worst and most widespread unevenness in the administration of the whole Selective Service System. Thus the inequity of according special privilege

to students has been compounded by the administrative inequities which a student deferment policy invites.

The Commission majority was also aware that the availability of student deferments could have, and indeed was reported by both students and educators to have had, the effect of inducing some young men to go to college or to stay in college, not for educational reasons, but in part at least, to avoid service. This appears to be particularly true at the postgraduate level. This opportunity afforded by student deferments seems to foster a degree of cynicism about both military service and education. The majority of the Commission does not consider it to be desirable for the Selective Service System to be used as a means for inducing men to undertake educational programs, and particularly those at a high level, which they would not otherwise pursue.

Although it was not central to the majority conclusion, it also seemed that one obvious advantage to the elimination of student deferment would be forever to be rid of the necessity to have the Government try to pass judgment on educational performance through national achievement tests and rank in college classes. These devices appear not to have commended themselves to either students or educators.

To the majority, then, it seemed that any system which generates such inequities and distortions—particularly when they are so harshly revealed in wartime—should be continued only if there are compelling reasons to justify it.

The two major reasons advanced for continuation of student deferment are, in the opinion of the majority, not sufficient:

(1) The first of these reasons was the one already referred to: the question whether elimination of student deferments would result in any serious interruption in the output of college-trained men to meet essential needs of the civilian economy, or seriously dislocate college enrollments. The Commission paid great attention to this question. The evidence, in the judgment of the majority, suggests that neither of these would happen.

First of all, in any truly random selection system, it could be expected that college students and potential students would be selected for service in the same proportions as other elements of the eligible population. In any year in which, for example, one-fourth of the eligible 19-year-olds were inducted, three-fourths of the draft-eligible student group would not be selected and would be free to continue their studies.

As for those who were selected, few of them, most members of the Commission believe, would be permanently diverted from higher education because of a 2-year military interruption. Indeed, it was felt that many young men might gain in educational ambition, motivation, maturity, and capacity for achievement as a result of such a detour. The nation's post-World War II experience when great numbers of college students were returned veterans, offers good reason for this belief.

The Department of Health, Education, and Welfare told the Commission that the balancing of all factors "suggests the conclusion that interrupted college careers do not produce (1) sufficient educational dislocation, nor (2) reduced supply of trained personnel to outweigh the inequity of the college deferment, especially when it is viewed as a route which progressively decreases the chances of military service. It is con-

cluded that a substantial case could be developed to remove college attendance as a basis for deferment of military service." It also observed: "The dislocations to colleges and universities, considered over time and with reference to the swelling enrollments are not likely to be of importance in the long run." (The Department maintained, however, that "college deferment is inextricably woven into the entire selection process" and "it is impossible to accept, modify, or reject deferment concept in isolation.")<sup>2</sup>

The Commission was advised that some educational opinion would prefer interruption, if it is to occur at all, to come before college rather than between college and graduate or professional school.

Moreover, the educational benefits of the GI bill would broaden the opportunities for education for those who served.

The majority conclusion on this point, in short, was that the educational processes would not be harmed, and indeed may well be strengthened, by the abolishment of student deferments.

(2) The second major reason advanced for continuation of student deferments is the problem of officer procurement. The Commission thoroughly reviewed this problem as well as the first. The military services get almost 80 percent of their new officers from college sources. The most substantial component of these are university ROTC students (about 40 percent of the new officer population) who receive special (class I-D) deferments. The other 40 percent of new officers are college and professional school graduates who receive general II-S student deferments while they are in college. This includes doctors and dentists, who make up about 17 percent of the new officer group each year.

After looking carefully into all factors bearing on this problem, the conclusion of the majority was that that it could be solved by Department of Defense, even though the solving may create certain burdens. In fact, the Department itself told the Commission that "\* \* \* in the absence of a college student II-S deferment policy, officer requirements could probably be met through a major revision of existing officer procurement programs and extensive use of class I-D deferments. This would involve some difficulty, but not insuperable problems in terms of selection of programs, particularly in view of the very long leadtime involved in training of physicians and certain other professional specialists."<sup>3</sup>

The recommendation of the majority of the Commission, then, is that no new student deferments be granted, with these exceptions: Those students enrolled in college when the plan goes into effect should be permitted to complete the degrees or programs for which they are then candidates. Upon the completion of such work their deferment would end and they would be entered into the impartial random selection pool along with that year's 18-year-olds. Thereafter, all men who are already college students when at 18 their order of call is determined in the impartial random selection system should be able to complete their sophomore year before reporting for induction, if so ordered.

<sup>2</sup> The statement of the Department of Health, Education, and Welfare is presented in sec. X of the appendix to this report.

<sup>3</sup> The Department's Statement is included in sec. X of the appendix.

This recommendation carries with it the suggestion that the Department of Defense develop additional recruiting programs to secure the junior officers it will need—including those in the medical and dental professions.

To satisfy the recommendation against student deferments, however, such officer programs—which might even include scholarship programs, if necessary—would have to be based on a binding contract in effect during the man's time in college, committing him to entry into the Armed Forces as an enlisted man if he did not complete his program, and to training and service as an officer for a specified time after graduation.

Other incentive programs could be developed for veterans and college students who have not served because they were not called during their period of exposure to the random selection process.

If such inducement programs do not provide sufficient numbers of officer commitments, the majority of the Commission believes, those numbers will have to be filled from among those students who in their exposure to the random selection process received order of call numbers following those who were inducted into active service. This will in effect amount to a contingent future vulnerability to procurement as officers for some college students.

Medical, dental, and related officers will have to be acquired in much the same way if inducement programs to attract them into service voluntarily do not meet the complete need.

To avoid insofar as possible exposing to the prospect of service for a second time men who have previously been exposed to the system of impartial random selection, except in periods of crisis, the Commission majority believes that the Department of Defense should as a matter of policy and practice develop programs which will endeavor to obtain the necessary candidates from each of the available sources of officer procurement.

This definitely should include programs to attract and assist medical students, for whom the risk—the Commission frankly recognizes—is not just sustained jeopardy but the possibility of double service. In this regard, the Commission believes that physicians and related professionals who have previously served in the Armed Forces should not be recalled to duty until all others with no previous service experience have been called.

Many members of the Commission, although a minority, held a strong opinion that the practice of student deferment should be continued, but administered to guarantee that such deferment under no circumstances would constitute exemption.

All members of the Commission, as has been noted, firmly endorse the proposition that the pursuit of education is essential to the improvement of the entire social and economic fabric of our society. Within that context, however, the members of the minority felt that a policy of student deferment should be regarded as an encouragement to that pursuit.

The minority further concluded that the major stimulus to officer recruitment—including those in the medical and allied professions—is the Selective Service System, just as it is the major stimulus to voluntary enlistment. Hence, the minority believe that if young men are exposed to the draft prior to entering college and either are inducted and serve for 2 years or alter-

natively become relatively invulnerable because they were not called under the random selection plan, the present inducement for them to train under the ROTC program and enter the service as officers upon conclusion of their baccalaureate would disappear. Therefore, this very essential source of new officers would be lost. Although the Department of Defense indicates that alternative methods of procuring officers could be developed, the only plan presented to the Commission was based on a reliance on the ROTC and other I-D deferments. The minority believes that Defense Department efforts to attract men to these programs would be seriously hampered inasmuch as they would not be vulnerable for the draft; there would, therefore, remain no inducement for them to train to become officers.

Other alternative plans for procuring officers also seem of doubtful efficacy to the minority. A suggestion that potential draftees who are qualified to go to college be granted a deferment if they would engage in an undertaking to serve as officers would involve contracting with a 19-year-old with no assurance of the individual's ability to meet specific needs upon graduation 4 or 5 years hence.

After considering the various alternatives suggested to the Commission, it was the opinion of the minority that in the absence of the college deferment, the military in all probability would have to resort to "scholarships" as an inducement for officer trainees; this would be extremely costly inasmuch as such scholarships would have to compete with other forms of financial assistance which are available to students with no obligations attached.

The problem of securing adequate numbers of doctors and dentists is equally serious and the Commission found no way to answer this problem, in the absence of student deferments, without exposing these men to the risk of double service.

In advocating a continuation of student deferments, the minority expressed the opinion that the considerable criticism of such deferments is more in administration and in abuses of the principle—the wide differences in the standards applied by local boards, and the fact that deferment all too often becomes exemption—than in the principle itself.

The minority believes that serious inequities would actually result from the adoption of the majority recommendation in the immediate period after the plan was put into effect. The selection pool, including not only that year's 19-year-olds but also all previously deferred men, would reduce substantially a previously deferred student's chances of serving, thus providing him with a "windfall," instead of making him more vulnerable.

Finally, the minority does not agree that the ability to *defer* service is in itself an inequitable privilege—provided always that deferment is not permitted to become exemption. Some students, of course, might attempt to defer themselves into a period of tranquillity; but the probabilities are equal that others might actually defer themselves into a period of greater hazard. (The college student who, as a freshman, took advantage of the college deferment in 1962 is not very likely to regard it as a cherished privilege today.)

It is therefore the conclusion of the minority that student deferment of those qualified to go to college for the period that they engage in a serious college undertaking, at established minimums, be continued through the

baccalaureate degree. All of those who have been granted such deferment in the past and are now deferred or those who would be deferred in the future, would, upon completion of their baccalaureate, or when they dropped out of college, be placed in the pool with the draft-eligible men of that particular year. Deferment past this point for doctors and dentists and others considered by appropriate authority to be pursuing advanced courses essential to the national interest, would be granted, providing—and only providing—an irrevocable commitment for military service at the time of the completion of the advanced degree is made by each student so deferred.

#### OTHER DEFERMENTS

Impelled by the majority decision regarding student deferment, the Commission concluded that no new deferments for occupation should be granted in the future.

Under the proposed system of determining the order of call at 18 and drafting at 19, and so long as the levels of force requirements do not rise appreciably above those now projected, the Commission sees no warrant for granting such deferments to new registrants.

Hardship deferments must remain, obviously. Although such deferments cannot be rigidly determined, they must be judged realistically, on their individual merits.

As with college students, men who are in recognized apprentice training when this plan goes into effect would be permitted to complete that training before being entered into the selection pool.

Those older registrants in deferred status would retain their deferments so long as they continued to qualify for them. Upon termination of their deferments, they would be entered into the selection pool.

Both the Peace Corps and VISTA have pointed out to the Commission the serious disruption in Government programs and personal plans, as well as the needless expense, that can occur when one of their volunteers is instructed to report for induction before his tour is completed. They have asked the Commission to consider a recommendation that such volunteers be deferred until conclusion of their assignments. Determining the order of call from among eligible 19-year-olds eliminates the need for such a recommendation. The volunteer services would in effect recruit from among men who had already seen military service or who had been through their period of maximum exposure to the random selection system. In the transitional period, however, the Commission believes that any Peace Corps volunteer overseas at the time this program is put into effect should be able to complete his contract before entry into the random selection pool, provided he had a valid deferment when he left the country.

#### DEFERMENTS FOR THOSE NOT SELECTED

Registrants not selected for induction because of their position in the order of call determined by the impartial random selection system would be eligible for reclassification to a deferred status for the remaining period of their

total vulnerability—up to age 26. They could reasonably expect not to be called unless manpower requirements went beyond those presently foreseen.

If, however, any one year's manpower needs were so great that they exceeded that year's order of call for 19-year-old men, calls would obviously have to be levied on the next highest age groups in succeeding order.

In that event, however, the nation would be in a period of crisis. The question then would be not only who served in the Armed Forces but who should be deferred for other needs critical to the national welfare. As the present act stipulates, "\* \* \* adequate provision for national security requires maximum effort in the fields of scientific research and development, and the fullest possible utilization of the nation's technological, scientific, and other manpower resources." Determination of which deferred categories to select for service, and in what order, would be made at the national level for implementation at the area offices.

#### FOR THE FUTURE

The deferment policy discussed to this point is for immediate implementation.

But the Commission also looks ahead to a time when the military's manpower needs will not be determined by the pressures of the Vietnam war. Most of the members of the Commission believe it may well prove possible to offer *all* men selected for service the maximum amount of freedom in determining for themselves when they will fulfill that obligation.

Under this proposal, a man whose order of call in effect selects him for duty at 19 could choose when, between that time and the end of his 23d year, he will serve. Two features of this concept are important:

To encourage earlier service, the educational benefits of the GI bill of rights would be significantly greater for those choosing to serve early than for those who defer their service.

The power would be reserved to cancel the postponement privilege if radical changes in either manpower needs or availability of men made it necessary to accelerate inductions in order to meet authorized force levels.

The Commission is aware of the questions which this proposal raises. The Department of Defense has had no directly related experience which would enable it to forecast the programing problems that might be involved. It is difficult to know what effect such a latitude of choice might have on draft-induced volunteers.

But the advantages to the men who must serve are overriding considerations. The principle of equity and the introduction of an ability to plan never before available to the draft-eligible group are sufficiently attractive to prompt the Commission majority to endorse the principles of this concept. It recommends that the Department of Defense give it serious study now to determine whether it will be feasible to put into effect when the stimulus of Vietnam on draft calls is removed. If a study does determine it to be feasible, the Commission recommends that it be implemented as soon as possible.

## CONSCIENTIOUS OBJECTION

The Congress of the United States considered it to be both wise and right as a matter of legislative policy, not to impose military service on those who feel that they cannot in conscience participate in the killing of other men. Therefore, the statute concedes the special position of the conscientious objector.

The statute lays down three criteria to determine eligibility for this status. First, the objection must be based on religious training and belief. Second, the objection must be conscientious, that is, sincerely held as binding in conscience. Third, the objection must be against war in any form. The statute recognizes two types of conscientious objectors: Those who are opposed to combatant service but who would accept noncombatant service; and those who are opposed both to combatant and to noncombatant service. The latter group are obliged to perform 2 years of civilian work contributing to the maintenance of the national health, safety, or interest, in place of induction into the Armed Forces.

The statute defines religious belief to mean belief in a relation to a Supreme Being that involves duties superior to those arising from any human relation. It also excludes beliefs that are essentially political, sociological, or philosophical or a personal moral code. In 1965 in the case of the *United States v. Seeger*, the Supreme Court interpreted the first criterion as including "a given belief that is sincere and meaningful [and] occupies a place in the life of its possessor parallel to that filled by the orthodox belief in God of one who clearly qualifies for the exemption."

Conscientious objectors represent one of the smallest groups in the Selective Service System. Recently, however, the issue has begun to assume far greater importance as the result of opposition on the part of some to American involvement in Vietnam. Much of this opposition is felt—and expressed—with particular sharpness in the student community.

In view of the fundamental nature of the issues involved, the Commission reviewed with particular care the matter of conscientious objection.

It considered the technical question of whether the statute should be amended to assure as a matter of orderly form that the Supreme Court's interpretation of the law as set forth in the *Seeger* decision would be followed. But the majority of the Commission concluded that since the Court itself is the final authority for statutory interpretation, such an amendment would be unnecessary. It is the obvious duty of the Selective Service System, in its regulations and practices, to follow the construction of the law which has been placed on it by the highest Court of the land.

The Commission also considered the substantive issue raised by the statute in its requirement that objection, in order to gain legal recognition, must be against war in all forms. Two proposals were made by Commission members.

The first proposal was that the statute be amended to eliminate the requirement that conscientious objection be lodged against war in all forms. Those who argued this proposal made these assertions:

(1) The present statute incorporates the moral position of absolute pacifism, which holds that all uses of military force are inherently immoral. Although this moral view of war has occupied a time-honored place in

American society, it is a sectarian position and does not represent the moral consensus of the American people with regard to the uses of military force. Hence, though this moral view should continue to be honored in a revised Selective Service Act, it should not be accorded its present place of privilege as the legal doctrine which alone controls the issue of conscientious objection.

(2) The classical doctrine on war widely held within the Christian community has been based on the moral premise that not all uses of military force are inherently immoral. The morality of war is indeed no more than a marginal morality, in view of the destruction, suffering, and death that war always entails. Nevertheless, the tradition has maintained that certain uses of force for certain circumstances can be morally justified. In a word, a war may be just; it may also be unjust.

(3) Although the decision to make war is the prerogative of duly constituted government, responsible to its people, and constitutes a presumption for the citizen in favor of the legitimacy of the war, the citizen still is personally responsible for his own moral judgments on matters of public policy. He may not abdicate his own conscience into the hands of government. In making his moral judgment on the legitimacy of war he must assess the political and military factors in the case, but the judgment itself is to be a moral judgment. In particular cases, therefore, it can happen that the conscientious moral judgment of the citizen is in conflict with the judgments made by government, either with regard to the justice of the nation's cause or with regard to the measure and mode in which military force is to be employed in the defense of the nation's vital interests. In such cases the citizen should not be compelled by government to act against his conscience by being forced to bear arms. Government, however, may legitimately require of the citizen some manner of alternative service, either in a non-combatant or in a civilian capacity, as a duty of citizenship.

The proposal, therefore, was that the statute be so amended as to reckon with, and incorporate, this doctrine on the uses of force.

The proposal had two other features. First, the objector should be obliged to state his case before a competent panel. The purpose would be not to judge whether he was right in his assessment of the political, military, and moral values in the situation, but simply to convince his judges that his objection was "truly held," in the words of the *Seeger* decision. The hope was advanced that in this fashion the level of moral discourse on the uses of force would be lifted. Young men would be required to reflect on the issues of war and peace, under the guidance of their mentors, and thus enabled properly to form their consciences at an early age. The second feature was that the present statutory requirement of alternative civilian service should continue to be stringently enforced.

The second proposal made to the Commission was somewhat more narrow in scope. It rested on a twofold premise. First, public recognition should be given to the fact that there may be moral validity to conscientious objection to particular wars. Second, measures should be taken to make an effective distinction between two groups presently existent within the student community. There are responsible students who feel themselves caught in a dilemma, namely, between their duty to their country and what they see as the exigencies of personal integrity and conscience. This group deserves

serious consideration. There is also the handful of irresponsible individuals whose opposition to particular wars is simply part of a broader revolt against organized society. This group should be deprived of an issue which gives them an opportunity of seeming to represent all opposition.

On these premises the proposal was twofold. First, the provisions of the present law should be retained for the absolute pacifist. Second, those whose objection is not against war in all forms, but against a particular conflict, should be given a more narrow option. They should be excused from combatant service, but they should be required to serve in a noncombatant military capacity, under conditions of hardship and even of hazard, and perhaps for a longer period (for example, 3 years). This latter option should be liberally conceded to those who elect it, but without the requirement that they show affirmative proof that their objection to combatant service is on properly moral grounds.

A majority of the Commission voted to retain the present requirement of the statute, that conscientious objection must be based on moral opposition to war in all forms.

The majority of the Commission did not agree with either the premises or the conclusions of the minority.

First of all, the majority believes that the status of conscientious objection can properly be applied only to those who are opposed to all killing of human beings under any circumstances. It is one thing to deal in law with a person who believes he is responding to a moral imperative outside of himself when he opposes all killing. It is another to accord a special status to a person who believes there is a moral imperative which tells him he can kill under some circumstances and not kill under others. Moreover, the question of "classical Christian doctrine" on the subject of just and unjust wars is one which would be interpreted in different ways by different Christian denominations and therefore not a matter upon which the Commission could pass judgment.

Secondly, the majority holds that so-called selective pacifism is essentially a political question of support or nonsupport of a war and cannot be judged in terms of special moral imperatives. Political opposition to a particular war should be expressed through recognized democratic processes and should claim no special right of exemption from democratic decisions.

Third, in the majority view, legal recognition of selective pacifism could open the doors to a general theory of selective disobedience to law, which could quickly tear down the fabric of government; the distinction is dim between a person conscientiously opposed to participation in a particular war and one conscientiously opposed to payment of a particular tax.

Fourth, the majority of the Commission was unable to see the morality of a proposition which would permit the selective pacifist to avoid combat service by performing noncombatant service in support of a war which he had theoretically concluded to be unjust.

Finally, the majority felt that a legal recognition of selective pacifism could be disruptive to the morale and effectiveness of the Armed Forces. A determination of the justness or unjustness of any war could only be made within the context of that war itself. Forcing upon the individual

the necessity of making that distinction—which would be the practical effect of taking away the Government's obligation of making it for him—could put a burden heretofore unknown on the man in uniform and even on the brink of combat, with results that could well be disastrous to him, to his unit and to the entire military tradition. No such problem arises for the conscientious objector, even in uniform, who bases his moral stand on killing in all forms, simply because he is never trained for nor assigned to combat duty.

#### SUMMARY OF RECOMMENDATIONS

**1. The present "oldest first" order of call should be reserved so that the youngest men, beginning at age 19, are taken first.**

**2. Draft-eligible men should be inducted into service as needed according to an order of call that has been impartially and randomly determined.**

**The procedure would be as follows:**

A. At age 18, all men would register, and as soon as practicable thereafter would receive the physical, moral and educational achievement tests and evaluations which determine their eligibility for military service according to Department of Defense standards. (This universal testing would meet social as well as military needs—see page 57.)

B. Those found to be qualified for service (1-A) who would reach the age of 19 before a designated date would be included in a pool of draft-eligibles. Those men reaching 19 after that date would be placed in a later draft-eligible pool.

C. The names of all men in the current draft eligible pool would be arranged in an order of call for the draft through a system of impartial random selection.

D. For a specified period (a year, or possibly less), men in the pool would undergo their maximum vulnerability to the draft. Induction, according to the needs of the Department of Defense throughout that period, would be in the sequence determined by the impartial and random process.

E. When the specified period of maximum vulnerability had elapsed, an order of call would be determined for a new group of men, and the remaining men in the previous pool would not be called unless military circumstances first required calling all of the men in the new group.

**3. No further student or occupational deferments should be granted, with these exceptions:**

A. Under appropriate regulations which will safeguard against abuses, students who are in school and men who are in recognized apprentice training when this plan goes into effect will be permitted to complete the degrees or programs for which they are candidates. Upon termination of those deferments they will be entered into the random selection pool with that year's 18-year-olds.

B. Thereafter, men who are already in college when they are randomly selected for service would be permitted to finish their sophomore year before induction.

C. Men who undertake officer training programs in college should be deferred, provided they commit to serve in the Armed Forces as enlisted men if they do not complete their officer programs.

(These represent majority decisions; a minority of the Commission favors continued student deferment.)

D. Hardship deferments, which defy rigid classification but which must be judged realistically on individual merits, would continue to be granted.

**4. Study should begin now to determine the feasibility of a plan which would permit all men who are selected at 18 for induction to decide themselves when, between the ages of 19 and 23, to fulfill that obligation. Inducements would be offered to make earlier choice more attractive, and the option of choice could always be canceled if manpower needs were not met. If the feasibility of this plan is confirmed, the plan should be put into effect as soon as possible.**

## VI

### *The Reserves*

The history and the record of the Reserves in this country are both honorable and honored. They are indispensable to the military security of the nation, as their performance in both World War II and Korea demonstrated. The United States' military policy involves the maintenance of a strong Reserve force. Many of the officers and men serving in Reserve and Guard units today are veterans.

But the administration of the enlistment programs into those units offers a fair target for criticism. Some of the public complaint to reach the Commission centers on the allegation that men enlisting into the Reserves directly from civilian life are in effect using the Reserves as a haven to escape combat duty. This particular criticism revolves inevitably around the fact that the Reserves have not been called to duty in the Vietnam war. The decision to commit or not to commit the Reserves is of course a military decision, and on this the Commission makes no judgment.

Beyond this, however, are two charges, which the Commission believes to be justified, relating directly to the administration of the programs:

(1) Men have been taken into units when no facilities exist to train them; as a result they have seen little—and sometimes no—active training. The Commission is encouraged by information received from the Department of Defense that this problem will be eliminated by June of 1967.

(2) Men are recruited into the Reserve programs for qualifications other than those which determine entry into the regular forces. Widespread charges of favoritism, well-publicized stories of football teams preserved virtually intact inside a Reserve unit, and the fact that among men aged 26 to 29 years surveyed in 1964, less than 3 percent of all Negroes had entered military service through Reserve programs (as opposed to 15.5 percent of white troops)—all would appear to attest to the justice of this complaint. The Defense Department has recently instructed Reserve units that “minimum standards for enlistment in any Reserve component shall be the same as the minimum standards for active duty enlistment \* \* \*” and that men seeking enlistment into Reserve units be admitted in the order of their application. The Department, further, has assured the Commission that it has the power to enforce those instructions, and intends to use it.

The Commission is encouraged by this assurance. Nonetheless, it believes that the inequities in the Reserve situation can be eliminated only if the policies governing direct enlistment are changed substantially.

In the view of the Commission, direct enlistment into Reserve or National Guard units by men with no prior military service should not offer immunity to the draft—except for those who enlist before they receive their

I-A classification. All those who enlist after they are classified I-A should be exposed, with all others of their age group, to the system of impartial random selection which determines their order of call into active duty.

Reserves and National Guard units thus would be called upon to make their recruitment policies sufficiently attractive to enlist young men who have not yet been classified by the Selective Service System, and veterans with active duty experience.

If they could not maintain their force levels by such means, the Commission believes that induction into Reserve and National Guard forces would then be necessary. Such induction would be accomplished by the same impartial random selection system which determines the order of call into active duty. Men so drafted into the Reserves would not be subject to draft into the active establishment.

#### SUMMARY OF RECOMMENDATIONS

**1. Direct enlistment into Reserve and National Guard forces should not provide immunity from the draft for those with no prior service—except for those who enlist before receiving their I-A classification.**

**2. If the Reserves and National Guard units are not able to maintain their force levels with volunteers alone, they should be filled by inductions. Inductions would be determined by the same impartial random selection system which determines the order of call for active duty service, if those components are not able to maintain their force levels with volunteers alone.**

## VII

### *Health Manpower and Aliens*

In the course of its deliberations, the Commission was presented with two recommendations from other government sources which it is pleased to incorporate into this report as recommendations of its own.

#### THE DRAFT OF DOCTORS AND DENTISTS

**One of these is from the National Advisory Commission on Health Manpower which suggests that a national computer file on draft eligible health professionals be established.** This would assist Selective Service area officers to place their calls for doctors and dentists so as to cause minimum disruption in the medical needs of the civilian communities. The Commission believes this is a good recommendation.

The Health Manpower Commission also asked this Commission to recommend that doctors and dentists change their local boards to communities in which they work. A recommendation in chapter IV of this report calls for this automatic change for all registrants.

#### DRAFTING OF ALIENS

Since the inauguration of the Selective Service System, aliens have been subject to the draft under varying policies and conditions. The Department of State has made a series of recommendations which it believes will make current policies more equitable and bring them into closer conformity with the country's treaty arrangements. The Commission supports those recommendations:

- 1. All nonimmigrant aliens should be exempt from military service.**
- 2. Resident aliens should not be subject to military service until 1 year after their entry into the United States as immigrants.**
- 3. One year after entry, all resident aliens should be subject to military draft equally with U.S. citizens unless they elect to abandon permanently the status of permanent alien and the prospect of U.S. citizenship.**
- 4. Aliens who have served 12 months or more in the armed forces of a country with which the United States is allied in mutual defense activities should be exempted from U.S. military service, and credit towards the U.S. military service obligations should be given for any such service of a shorter period.**



## VIII

### *The Rejected*

Among the most urgent of the considerations which came under Commission review was the matter of men rejected each year for military service—some 700,000 in the last fiscal year. The inventory of those examined for the draft and rejected today totals 5 million men between the ages of 18½ and 34. About half of these are not qualified because of educational deficiencies, the other half for health reasons.

These are alarming statistics. The Commission sees them—as who, indeed, would not?—as affecting directly our national security.

Recent efforts by the Defense Department will reduce somewhat the numbers of rejectees. The Commission approves the Department's Project 100,000, in which that many men who previously were not qualified because of educational limitations and remediable medical problems are admitted each year and, once in service, trained sufficiently to improve their condition. The Commission believes that the program should be a continuing one, and not just one employed in times of increased mobilization.

Even with this, however, there is, the Commission believes, more that could be accomplished in the military services. The Commission feels that any American who desires to serve in the Armed Forces should be able to serve if he can be brought up to a level of usefulness as a soldier, even if this requires special educational and training programs to be conducted by the services. The Commission believes the Department of Defense should propose a specific program to achieve this objective insofar as it proves practicable.<sup>1</sup>

With the programs in effect and proposed, however, the size of the group of rejectees which will still remain is too enormous to be ignored.

An effort is being made to help these men. Most of them are rejected at Armed Forces Examining and Entrance Stations when they report for their preinduction examinations. At the conclusion of the examination, there are programs of referral for the men rejected for service. Specialists are available to assure those rejected for health reasons that they will be contacted by officials in their community who will explain what corrective facilities are available to them. There is a similar kind of service for those

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<sup>1</sup> There is precedent for this recommendation in a program proposed by Defense in the recent past: The special training enlistment program (STEP), under which the Armed Forces would have accepted 15,000 volunteers a year who did not meet induction standards and given them intensive training.

who cannot pass the Armed Forces Qualification Test (AFQT). Many of this group have no jobs (about a third are unemployed, another 10 percent underemployed); a specialist advises them where, in their home towns, they can be counseled about job placement, education and training.<sup>2</sup>

These referral services, important as they undeniably are, do not, however, begin to solve the problem. To receive the counseling, a man must sign a waiver which will allow information about his disqualifications to be released to the referral advisers. Only about half the men in each group do that. Then the processes of attrition and elimination set in. Of the health rejectees, little more than half the cases of those signing the waiver are "closed with no further action" for various reasons (some decline service, some need psychiatric help and psychiatric help is not now part of the referral program, some are already under a doctor's care). It is difficult to follow precisely the paths of those who are referred to community services, but the final figure is the revealing one: Little more than 11,000 men—out of some 450,000 rejected for service for physical reasons—actually wind up receiving care through referral machinery. The referral service for AFQT rejectees has only been in operation at the stations for just little more than a year. The record of that first full year shows that of the slightly more than 100,000 who were willing to be helped, more than half were unemployed. Of those 55,000 unemployed, about 20 percent found useful employment or placement in such Government programs as the Job Corps.

Very likely, the record of final results will improve as the referral services develop. The Commission recommendation (in ch. V) to examine all young men in the draft-eligible group will be of assistance to the referral services. An affirmative program by the agencies responsible for eliminating these problems must be linked effectively to this examination. The burden which both the individual and the nation carry through ill-health or poor academic preparation must be removed from each.

But the larger problem, of course, lies well behind the time these men reach the testing centers for their preinduction examinations. It lies in the years of their youth and development, in conditions of poverty and discrimination, inadequate education, and poor medical facilities. The problem that confronts our society is to reduce the reasons for their rejection before those reasons can overpower the young men and shape their future lives.<sup>3</sup> The Commission is not the first to see the problem, and not the first to raise its voice in alarm over the dimensions of the tragedy. Nor, we hope, will it be the last. It is a problem of urgent and immediate concern.

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<sup>2</sup> Over 80,000 a year, however, are rejected outright—for physical reasons—by the local boards and are never sent to the Armed Forces Examining and Entrance Stations for inclusion in the health (or employment) referral services. One method that has been suggested for remedying this would be to collocate Defense's examining and entrance stations with the new selective service area offices, so that all the aspects of military manpower procurement: registration, counseling, recruiting, testing, classification, and referral for those rejected could take place together.

<sup>3</sup> Secretary Gardner reports that a program of early case finding and treatment for school-age and younger children could cut rejections by 30 percent.

#### SUMMARY OF RECOMMENDATION

As a minimum step, the Department of Defense should propose programs to achieve the objective, insofar as it proves practicable, of accepting volunteers who do not meet induction standards but who can be brought up to a level of usefulness as a soldier, even if this requires special educational and training programs to be conducted by the Armed Forces.



## IX

### *National Service*

During the past year, a lively debate has emerged on a subject popularly referred to as "national service." It carries with it the proposition that the young men and women of America owe to their country, or to their fellow man, or to themselves, some period of service in the public interest. The common examples of such service are the Peace Corps, VISTA, the National Teacher Corps, and the various branches of the military.

The debate has been wide ranging:

Some have argued that all eligible men should be compelled to serve the country in some way. Those not needed by the military should be directed to some civilian service program so that no one will "escape" and equity will be achieved.

Some have taken the narrower position that men should be given a wider choice of ways in which they can serve their country, and that if they voluntarily choose a civilian service program, they should receive credit in the form of a draft exemption.

Some have said that the draft should *not* be used to channel men into nonmilitary service, but that a public climate should be created in which some period of service is *expected* of every man and woman.

And others, totally excluding any form of inducement, would simply work to expand the number of service opportunities.

In accordance with its mandate, the Commission examined only those national service proposals related to the draft. Its review of the proposal for *compulsory* service programs persuades the Commission that there would be difficult questions of public policy, and a lack of a constitutional basis in any program of universal compulsory service.

The proposal to allow young men to choose some nonmilitary program as a means of serving their country has received much wider support. John F. Kennedy, prior to his election as President in 1960, proposed "a 'peace corps' of talented young men willing and able to serve their country \* \* \* for 3 years as an alternative to peacetime selective service." President Johnson, in August 1966, asked: "Can we—without harming our nation's security—establish a practical system of nonmilitary alternatives to the draft?" And Defense Secretary Robert McNamara, noting the inequity which results when only a minority of eligible men are called into service, suggested in May 1966 "remedying that inequity by asking every young person in the United States to give 2 years of service to his country, whether in one of the military services, in the Peace Corps, or in some other volunteer developmental work at home or abroad."

The Commission thoughtfully considered these proposals and opinions. It concluded that no fair way exists, at least at present, to equate nonmilitary with military service. So national service cannot, in the opinion of the Commission, be considered as an alternative to the draft.<sup>4</sup>

Equity aside, the Commission is not satisfied that the quality and spirit of volunteer programs could be maintained if they were designated draft alternatives. It also believes that any alternative system instituted at this time would be discriminatory in that it would exclude men of lower educational levels, since most opportunities for service now exist only for people who have attended or graduated from college. Further, it anticipates substantial dissatisfaction in the private sector as to which of its programs would "qualify" as alternatives. And most importantly, the Commission believes that selective service, which rests upon military needs, should not be confused with the concept of civilian voluntary service, which rests upon educational and social needs. Although both contain elements of patriotism and service, they are basically distinct functions.

The Commission has sympathy with the contentions that, when many men have not served at all, there is some unfairness in drafting those men who have previously served for 2 years in nonmilitary programs. However, under a system of drafting youngest men first and requiring all qualified men to be exposed to a random selection system for 1 year, the Commission believes this problem will be virtually eliminated. It is probable that most of those men entering existing volunteer programs will have completed their exposure to the draft, and therefore the probability of their being called for later military service will be slight.

National service, as the Commission has considered it, has focused on two ideas. One is service to the community. It has been suggested that there are vast fields in which voluntary service by young men and women would be of great value—in community action programs for the rural and urban poor, in tutoring and preschool programs for those with substandard educational opportunities, in teachers' aid activities that can help implementation of more personalized and higher quality education at all levels, in improved health facilities, in beautification and conservation, in assistance to the developing countries.

The other proposition the Commission has heard is that voluntary service is of great value to the individual participant—in terms of his own education. One educator who appeared before the Commission said that "fundamentally \* \* \* we are facing the fact that in the world in which we live, the classroom does not suffice as an instrument of education." National service will pose, he said, "a very vital and crucial struggle of redefinition on the part of young people as to what constitutes being an American."

"I think that life will have more point to it," Labor Secretary Willard Wirtz told the Commission, "if every single boy and girl has in his or her life a chance to spend 2 years doing something for some reason other than

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<sup>4</sup> One of the effects of the Commission's recommendation to induct in a "youngest first" system, however, will be to remove the uncertainty from the minds of those who contemplate volunteering for some form of national service. That uncertainty, the Commission was advised, has heretofore been one of the major deterrents to such volunteering.

what is called 'breadwinning'—that is, for some reason better than money, and on a pure service basis." Sargent Shriver, Director of the Office of Economic Opportunity and former head of the Peace Corps, said that "our younger generation needs this opportunity for service. They need to be challenged and to have their best capacities released. They need to be asked to do difficult tasks that our country needs to have done. They need to be called to the frontiers of our society and of the world community. They need to discover themselves."

Many questions, however, remain open in regard to the expansion of volunteer activities, regardless of their relation to the draft. The Commission endeavored to learn, from Government officials and others, precisely what the needs are which national service can meet; how programs would be administered; how they would be financed. The answers were imprecise and inconclusive. It seems to the Commission that intensive research must pinpoint the areas of greatest need for service and define the jobs to be done. Funds will have to be found to implement such programs. Can private sources be located? Should federal "involvement" mean a federally operated program with a large measure of federal control, or should it mean federal funding of programs that are operated by states, cities, or private agencies? Would private agencies be reluctant to accept federal funding because of the appearance of accompanying federal control? What effect would a program with great participation have on the economy, on elimination of poverty, on integration, on the labor supply, on the educational structure?

The discussion to this point only poses the questions. The answers remain to be found.

The spirit which motivates interest in national service is undeniably a part of our national experience today. Sensitive to that spirit, the Commission suggests that the research which must be accomplished proceed, together with public and private experimentation with pilot programs.



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## Executive Order 11289

### NATIONAL ADVISORY COMMISSION ON SELECTIVE SERVICE

WHEREAS since the days of the militia it has been the tradition of our nation that we entrust its defense not just to a standing army but to all citizens; and

WHEREAS it is appropriate that the laws by which Government calls its citizens to serve should be reviewed by distinguished citizens from different walks of life, not only in the light of military needs but also with a view to other national, community and individual needs:

NOW, THEREFORE, by virtue of the authority vested in me as President of the United States, it is ordered as follows:

#### SECTION 1. *Establishment of Commission.*

(a) There is hereby established a commission to be known as the National Advisory Commission on Selective Service (hereinafter termed the Commission).

(b) The Commission shall be composed of not more than twenty-five members who shall be designated by the President. The members shall be chosen with a view to their ability and experience, and shall be broadly representative of the various aspects of our national life. They shall serve at the pleasure of the President. The President shall designate one of the members of the Commission as Chairman.

#### SECTION 2. *Functions of the Commission.*

(a) The Commission shall consider the past, present and prospective functioning of selective service and other systems of national service in the light of the following factors:

- (1) Fairness to all citizens;
- (2) Military manpower requirements;
- (3) The objective of minimizing uncertainty and interference with individual careers and education;
- (4) Social, economic and employment conditions and goals;
- (5) Budgetary and administrative considerations; and
- (6) Any other factors that the Commission may deem relevant.

(b) Based on its study, the Commission shall make recommendations concerning such matters as:

- (1) Methods of classification and selection of registrants;
- (2) Qualifications for military service;
- (3) Grounds for deferment and for exemption;
- (4) Procedures for appeal and protection of individual rights; and
- (5) Organization and administration of the Selective Service System at the National, State and local levels.

(c) The Commission is also authorized to evaluate other proposals related to selective service, including proposals for national service.

(d) The Commission shall make a final report to the President on or about January 1, 1967, setting forth its findings and recommendations, and including a statement concerning any proposed changes in applicable laws or in their administration.

*SECTION 3. Compensation and Personnel.*

(a) Each member of the Commission is authorized to receive such compensation as may be hereafter specified for each day spent in the work of the Commission pursuant to this order, together with travel expenses and per diem in lieu of subsistence expenses when away from his usual place of residence, as authorized by law (5 U.S.C. 55a; 5 U.S.C. 73b-2) for persons employed intermittently.

(b) The Commission shall have an Executive Director, who shall be designated by the President and shall receive such compensation as may be hereafter specified. The functions and duties of the Executive Director shall be prescribed by the Commission. The Commission is authorized to appoint and fix the compensation of such other personnel as may be necessary to enable it to carry out its functions. The Commission is authorized to obtain services in accordance with the provisions of section 15 of the Act of August 2, 1946 (5 U.S.C. 55a).

*SECTION 4. Cooperation by Federal Departments and Agencies.*

The Commission is authorized to request from any department, agency, or independent instrumentality of the Federal Government any information deemed necessary to carry out its functions under this order; and each department, agency, and instrumentality is authorized, to the extent permitted by law and within the limits of available funds, to furnish such information to the Commission.

*SECTION. 5. Termination of the Commission.*

The Commission shall terminate ninety days after the submission, pursuant to section 2 of this order, of its final report to the President.

THE WHITE HOUSE  
July 2, 1966





## INTRODUCTION

### Studies of the Operation of the Selective Service System

The Commission had a responsibility to understand the workings of the Selective Service System and to collect evidence on uniformity, or lack of it, in the operation of the System.

Since the Selective Service System has placed much of the responsibility for policy as well as administration of the System on the states and local boards, evidence about the characteristics of the System and the way it has operated was not readily available at the national level. The Commission, accordingly, had to make special collections and analyses of information. The Selective Service System cooperated fully with the Commission in providing the requested information on short notice at a time when its military manpower procurement demands were at the highest level since 1953.

The Department of Defense recently completed a large scale study of problems of military manpower procurement. This study provided much valuable information to the Commission about the characteristics both of men who had seen military service and of those who had not served. The study also provided detailed and comprehensive information about the sources of military manpower procurement in the past. The staff of the Assistant Secretary of Defense (Manpower) also provided information and statistical analysis about military manpower procurement under a variety of future conditions, and under various proposed changes in the Selective Service System.

The studies of the Defense Department did not include an actual examination of the operation of the Selective Service System, so the Commission staff planned and conducted the following inquiries:

(1) Information on the characteristics of local board members was not available in national headquarters of the Selective Service System. A questionnaire (page 87) requesting information on age, number of years service on the board, occupation, racial or ethnic background, and military service experience, was completed by each State headquarters during the month of October, 1966. The results of this inquiry are summarized in the tables in section I of the appendix.

(2) National headquarters obtains monthly reports on the number of men in each classification, as well as information about the number delivered for induction. Some of this basic information is contained in section V of this appendix. But the national headquarters of the Selective Service System does not obtain information about the kinds of classifications and reclassifications performed each month in such a way that it is possible to determine, for example, how many men are reclassified from II-S (student deferment) to I-A (available for induction). Measures of the

performance of local boards were collected from state headquarters through a special questionnaire (page 90). This information was examined in several different ways which are described in section II of this appendix.

(3) In order to examine the uniformity of classifications in more detail, the Commission requested the Census Bureau to conduct a special study of the records of a sample of 200 of the more than 4,000 local boards. In each of the 200 boards, a sample of 100 records was selected from the total reclassified I-A, II-S, or II-A (occupational deferment) during the period October 1, 1965, to September 30, 1966. The sample of 100 records was examined by a census enumerator who filled out an enumerator's record form for each file examined, but without any record of the individual's name, in order to preserve the confidentiality of the records. The analysis of these materials is described in section III.

(4) Local boards were asked to respond as boards (not individually) to a questionnaire which asked them about areas of decisionmaking that gave them the most difficulty; about their rating of the importance of various factors in reaching decisions about deferments; and about changes they would like to see made in deferment rules or other aspects of the System. The results of these analyses are summarized in section VII.

(5) A similar questionnaire (page 119) was sent to each Appeal Board Panel to get its suggestions and recommendations. Responses to this questionnaire, plus analysis of information about number and kind of appeal board workloads, are contained in section IV of this appendix.

(6) The national headquarters of the Selective Service System provided the Commission with copies of all memoranda and directives issued by each state headquarters from January to September 1966. All of these were examined and those which dealt with deferment policy were studied in detail. The results of this analysis are included in section VI of this report.

(7) The Staff of the Commission developed additional estimates of the workload that might be anticipated for each board under possible consolidation of local boards. These estimates together with selected additional information and estimates from the Department of Defense, are combined in section VIII of this appendix.

(8) Information on registrants found unqualified for service was obtained from the Department of Defense. Information about remedial programs for disqualified registrants was obtained from the Department of Labor and the Department of Health, Education, and Welfare. Information concerning selective service rehabilitant programs is summarized in section IX of the appendix.

(9) Section X contains Department of Defense and Department of Health, Education, and Welfare statements concerning student deferment.

From all of these sources of information and analysis, plus personal visits by staff members to a number of boards and to an Armed Forces Examining and Entrance Station and additional information provided from a more intensive study of the operation of the system in a single state, it is possible to draw several generalizations:

1. Performance variability exists in the Selective Service System.
2. A large part of the variability is due to the variation in the characteristics of the registrants being classified in particular areas. For example, in a

high-income suburban area many registrants seek and obtain student deferments, while in rural low-income areas few students go on to college. These sources of variation are not something the Selective Service System can control.

3. There is also evidence of considerable variability in the way local board members view problems of classification. Although there is a great deal of similarity of viewpoint within the System, there is enough difference in the way board members look at matters of classification and deferment to lead the Commission to conclude that clearer and more uniform directives would be desirable. Many board members (46 percent) believed that more specific policies on occupational deferment would be desirable and 40 percent believed that more specific policies on student deferment were needed.

4. The difference in viewpoint is also reflected in differences in performance. Appeal boards operate in a different way with out-of-state as compared against within-state appellants. Some appeal boards in the same state had very different patterns of reversal of local board decisions.

In a special sample of counties selected because they were similar in income, type of economy, educational level of the population, and percent of urban counties, substantial differences were found in such measures of performance as the percent of men initially classified I-A, the percent of men reclassified into I-A during the year, the percent of men reclassified from II-S into I-A and the percent of I-A's actually entering the service during the year.

Variations in classification performance existed both among counties within a single state, and among the states. In some states there was relatively little variation in performance from board to board (Alabama, Iowa, Indiana, and Wisconsin, for example), while in other states (Georgia, Tennessee, Mississippi, and Missouri, for example) the variability is much greater. The variation among the states was significantly greater than the variation within state in one-third of the 54 comparisons that were made, which suggests that the manner in which state headquarters supervise local boards and the directives they issue about deferment policy may be important as sources of difference in the performance of the boards.

5. The directives from all state headquarters to local boards for a recent 9-month period were examined. States vary considerably in the amount and kind of written advice they give to local boards; some of this advice is inconsistent from state to state.

While none of the evidence cited above is conclusive in itself, taken together it indicates that there is a substantial amount of variability in the way the System operates. There is both variation among states, and variation among boards within a single state. This appears to be due in large part to the autonomy of local boards and the deliberate decentralization of the Selective Service System. There is no evidence that the variability of the Selective Service System leads to any systematic biases against poor people, or Negroes, insofar as the final proportion of men serving in the Armed Forces is a measure of this.

Qualified Negroes do serve in the Armed Forces in higher proportion on active duty than do qualified whites, at least in part because they have much lower rates of direct enlistment in the Reserves and National Guard.

Higher percentages of qualified Negro youth are inducted (and thus serve in the Army) than of white youth. This does not, however, appear to be the result of any explicit bias in the operation of the Selective Service System (although some may exist in the case of some local boards). Rather it arises from the much lower rates of enlistment by Negroes in the Reserves, or from their failure to qualify in as high proportions as whites for direct enlistment in technical specialties in the services.

There is a substantial amount of difference in the chance of entering the services for men with different educational levels. Men with less than an eighth grade education, and Negro high school dropouts, are less likely to enter the services because more of them fail the mental tests. Graduate and professional students are much less likely to see active duty because many of them continue their student deferments until they are 26, become fathers, or receive occupational deferments.

For men with similar educational backgrounds, the proportion who enter the services is about the same for men of high and of low socioeconomic status, and about the same for whites and Negroes.

Details of the studies of the Selective Service System are included in the tables and accompanying descriptions which follow.

## Section I

### *Characteristics of Local Board Members*

Each state headquarters of Selective Service furnished information about the characteristics of local board members in their state. Some information was provided on over 99 percent of all local board members. Occupation (with 5 percent not reported) and racial or ethnic status (with 4 percent not reported) had the largest nonresponse. The form that was used for reporting the information is attached, and tables 1.1 through 1.8 summarize the characteristics.

TABLE 1.1.—*Local board members in metropolitan and nonmetropolitan areas, by age*

Age group	Metropolitan		Nonmetropolitan	
	Number	Percent	Number	Percent
20-29.....	1	(*)	1	(*)
30-39.....	283	4.4	508	5.0
40-49.....	1,265	19.6	2,679	26.7
50-59.....	1,680	26.0	2,699	26.9
60-69.....	1,792	27.7	2,017	20.1
70-79.....	1,304	20.2	1,876	18.7
80-89.....	133	2.0	255	2.5
90-99.....	6	.1	6	(*)
Total.....	6,494	100.0	10,041	100.0
Age not reported.....	46	.....	87	.....

\*Less than 0.1 percent.

Source: Questionnaire to all the state headquarters of the Selective Service System. Metropolitan board members are those in boards serving Standard Metropolitan Statistical Areas. Data are as of September 1966.

TABLE 1.2.—*Length of service of local board members in metropolitan and nonmetropolitan areas*

Length of service	Metropolitan		Nonmetropolitan	
	Number	Percent	Number	Percent
Less than 10 years.....	3,505	54.7	5,189	51.7
10-19 years.....	2,146	33.5	4,259	42.4
Over 20 years.....	751	11.7	590	5.9
Total.....	6,402	100.0	10,038	100.0
Not reported.....	108	.....	90	.....

Source: See table 1.1.

TABLE 1.3.—*Military service experience of local board members in metropolitan and nonmetropolitan areas*

Service experience	Metropolitan		Nonmetropolitan	
	Number	Percent	Number	Percent
None.....	2,393	37.9	3,064	31.0
World War I only.....	1,255	19.9	1,620	16.4
World War I and other.....	12	.2	16	.2
World War I and all other combinations.....	63	1.0	83	1.0
World War II only.....	2,205	34.9	4,391	44.4
World War II and Korean.....	50	.8	157	1.6
World War II, Korean and other.....			5	(*)
Korean only.....	157	2.5	267	2.7
Korean and other.....	2	(*)	4	(*)
Other only.....	153	2.4	261	2.6
Total.....	6,310	100.0	9,887	100.0
Not reported.....	200		241	

\*Less than 0.1 percent.

Source: See Table 1.1.

TABLE 1.4.—*Educational level of local board members in metropolitan and nonmetropolitan areas*

Educational level	Metropolitan		Nonmetropolitan	
	Number	Percent	Number	Percent
Less than high school graduate.....	546	8.9	1,824	19.1
High school graduate.....	1,441	23.5	3,353	35.2
Some college.....	1,383	22.6	2,151	22.6
College graduate or more.....	2,752	44.9	2,204	23.1
Total.....	6,122	100.0	9,532	100.0
Not reporting.....	388		596	

Source: See table 1.1.

TABLE 1.5.—*Occupation of local board members in metropolitan and nonmetropolitan areas*

Occupation	Metropolitan		Nonmetropolitan	
	Number	Percent	Number	Percent
Lawyer.....	831	13.5	321	3.3
Other professional, technical.....	1,143	18.6	1,228	12.8
Salaried public administrators.....	209	3.4	504	5.2
All other salaried managers and officials.....	1,273	20.7	1,058	11.0
Self employed proprietors.....	568	9.2	1,150	12.0
Other proprietors, managers, and officials.....	272	4.4	598	6.2
Clerical and sales.....	1,071	17.4	1,340	14.0
Farmers, farm laborers, farm managers.....	233	3.8	2,387	24.9
Craftsmen, foremen, and kindred workers.....	309	5.0	554	5.8
Service workers.....	102	1.6	147	1.5
All others.....	134	2.2	306	3.2
Total.....	6,145	100.0	9,593	100.0
Not reported.....	365	.....	535	.....

Source: See table 1.1.

TABLE 1.6.—*Ethnic status or race of local board members in metropolitan and nonmetropolitan areas*

Ethnicity or race	Metropolitan		Nonmetropolitan	
	Number	Percent	Number	Percent
Oriental.....	26	0.4	12	0.1
American Indian.....	.....	.....	16	.2
Spanish American.....	42	.7	72	.7
Puerto Rican.....	4	.1	122	1.3
Negro.....	178	2.8	35	.4
White or other.....	6,083	96.0	9,423	97.3
Total.....	6,333	100.0	9,680	100.0
Not reporting.....	177	.....	448	.....

Source: Table 1.1.

TABLE 1.7.—Percent of local board members

State	Number of board members	Percent			
		Lawyers	Other professional, technical, and kindred workers	Proprietors, managers, and officials, public administrators	Proprietors, managers, and officials, other salaried
Alabama.....	275	3.3	9.4	5.1	15.6
Alaska.....	20	5.0	30.0	10.0	5.0
Arizona.....	124	.....	11.3	1.6	6.4
Arkansas.....	239	4.6	9.6	5.0	10.0
California.....	618	9.7	17.6	2.4	21.7
Canal Zone.....	9	.....	33.3	22.2	.....
Colorado.....	203	3.0	13.8	8.9	18.7
Connecticut.....	163	14.1	18.4	2.4	14.7
Delaware.....	26	.....	23.1	.....	15.4
District of Columbia.....	80	20.0	17.5	6.2	20.0
Florida.....	340	9.4	9.7	3.2	19.1
Georgia.....	509	2.0	9.2	3.9	6.1
Guam.....	10	.....	20.0	30.0	10.0
Hawaii.....	61	1.6	36.1	1.6	31.1
Idaho.....	218	.9	6.9	7.8	15.6
Illinois.....	1,056	6.8	15.7	2.1	15.3
Indiana.....	775	4.5	16.8	3.1	13.0
Iowa.....	328	4.0	11.3	5.2	10.1
Kansas.....	249	6.8	10.0	3.2	6.8
Kentucky.....	641	4.0	14.8	2.6	8.4
Louisiana.....	442	3.8	11.3	6.1	15.8
Maine.....	66	4.5	15.2	7.6	13.6
Maryland.....	220	14.5	17.3	2.3	25.0
Massachusetts.....	614	16.3	16.0	4.4	13.8
Michigan.....	654	8.1	18.3	4.6	15.9
Minnesota.....	589	1.4	12.6	8.0	14.8
Mississippi.....	302	3.6	10.9	3.6	11.2
Missouri.....	581	2.9	12.4	2.9	13.1
Montana.....	192	.5	9.9	2.6	5.2
Nebraska.....	304	3.3	6.6	5.6	9.2
Nevada.....	55	7.3	18.2	1.8	18.2
New Hampshire.....	59	8.5	16.9	10.2	23.7
New Jersey.....	176	14.2	18.8	8.0	18.8
New Mexico.....	140	2.1	12.1	7.1	14.3
New York City.....	454	30.6	11.4	1.5	19.6
New York State (excluding New York City).....	612	10.9	20.6	4.1	15.5
North Carolina.....	355	4.2	12.1	3.7	14.4
North Dakota.....	213	.....	5.6	4.7	5.2
Ohio.....	403	13.2	17.1	3.2	13.4
Oklahoma.....	264	4.2	12.5	4.2	13.2

*in each major occupation group, by state*

Percent—Continued							
Proprietors, managers, and officials, self-employed	Proprietors, managers, officials, other	Clerical and sales	Farmers, farm managers, and farm laborers	Craftsmen, foremen, and kindred workers	Service workers	All other	Not avail- able
16.7	6.5	17.4	13.1	6.5	2.9	2.2	1.1
2.0						5.0	25.0
14.5	8.1	4.8	3.2	.8			
17.6	10.0	13.8	19.2	7.5	.4	2.1	
7.8	2.9	18.4	7.0	2.3	3.2	1.6	5.3
	11.1	11.1		22.1			
14.8	1.0	9.4	15.3	3.9	1.5	3.9	5.9
12.3	1.2	16.0	2.4	6.1	1.8	3.7	6.7
15.4		11.5	23.1	3.8			7.7
2.5	6.2	11.2		5.0	1.2		10.0
14.1	7.9	16.5	8.5	2.4	1.5	1.2	6.5
7.3	12.0	14.7	26.1	5.1	1.6	4.9	7.1
10.0		30.0					
6.6	6.6	6.6	8.2		1.6		
7.3	6.4	14.7	29.4	4.1	.4	4.1	2.3
7.5	5.8	17.6	11.1	8.4	.7	4.4	4.5
5.8	6.3	17.0	8.9	6.1	1.8	3.9	12.8
5.8	2.7	17.7	34.1	4.0	.6	1.2	3.4
5.2	8.0	10.0	37.6	4.4	2.8	3.6	1.2
13.3	3.4	16.2	21.4	8.0	1.6	3.4	2.8
8.1	3.4	11.8	6.8	4.8	.9	1.1	26.0
21.2	3.0	12.1	3.0	9.1	3.0	6.1	1.5
7.3	5.0	10.0	13.6	2.3	.4	1.4	.9
7.2	2.9	12.7	1.3	6.7	3.9	4.1	10.7
8.2	5.2	18.6	9.5	4.7	2.1	2.6	2.0
11.9	1.4	15.3	20.4	7.6	1.7	3.6	1.5
15.6	8.6	13.9	22.2	6.3	2.6	1.3	
10.8	6.0	16.2	23.8	4.3	1.7	2.8	3.1
10.4	4.2	11.4	35.4	9.9	3.1	5.2	2.1
8.2	4.3	8.9	42.8	5.9	1.6	3.3	.3
20.0	9.1	7.3	1.8	9.1		7.3	
13.6	6.8	10.2		1.7		1.7	6.8
6.2	4.0	19.9	2.8	5.1	.6	1.1	.6
15.7	10.7	15.0	10.0	5.0	1.4	1.4	5.0
9.2	3.1	16.1		3.1	2.0	.2	3.1
11.8	3.6	16.5	7.4	4.6	.8	2.3	2.0
13.0	9.3	12.4	20.6	5.1	.6	1.7	3.1
5.2	1.9	11.7	60.6	3.3	.5	1.4	
8.9	2.2	14.4	7.9	8.7	1.5	2.5	6.9
14.8	3.8	14.0	20.5	4.9	1.9	1.5	4.5

TABLE 1.7.—*Percent of local board members in*

State	Number of board members	Percent			
		Lawyers	Other professional, technical, and kindred workers	Proprietors, managers, and officials, public administrators	Proprietors, managers, and officials, other salaried
Oregon . . . . .	150	6.0	14.7	1.3	12.0
Pennsylvania . . . . .	662	10.0	25.8	7.8	17.7
Puerto Rico . . . . .	329	3.6	24.0	7.0	3.6
Rhode Island . . . . .	51	15.7	11.8	5.9	17.6
South Carolina . . . . .	161	1.9	11.2	1.2	13.0
South Dakota . . . . .	264	2.3	8.3	4.2	4.2
Tennessee . . . . .	330	8.2	12.7	2.7	14.5
Texas . . . . .	656	6.1	10.8	3.2	19.0
Utah . . . . .	109	7.3	16.5	4.6	11.0
Vermont . . . . .	70	8.6	5.7	4.3	18.6
Virginia . . . . .	401	5.0	11.0	3.7	12.7
Virgin Islands . . . . .	10	.....	50.0	.....	.....
Washington . . . . .	125	8.8	27.2	6.4	18.4
West Virginia . . . . .	183	5.5	13.1	6.0	14.2
Wisconsin . . . . .	390	2.8	11.0	7.7	13.3
Wyoming . . . . .	109	6.4	7.3	2.8	12.8

Source: See table 1.1.

each major occupation group, by state—Continued

Percent—Continued							
Proprietors, managers, and officials, self-employed	Proprietors, managers, officials, other	Clerical and sales	Farmers, farm managers, and farm laborers	Craftsmen, foremen, and kindred workers	Service workers	All other	Not avail- able
5.3	6.0	9.3	18.0	2.7	0.7	2.7	21.3
8.2	3.6	14.8	1.7	4.8	1.2	2.4	2.0
26.4	.....	7.3	14.9	.3	.9	1.8	10.0
19.6	.....	15.7	.....	.....	2.0	2.0	9.8
8.1	10.6	17.4	16.1	8.7	1.2	1.9	8.7
4.2	4.2	11.4	50.8	3.4	.4	1.9	8.7
11.5	8.5	15.8	13.9	4.5	1.2	1.8	4.5
11.9	10.4	14.2	15.7	.8	.8	1.5	5.6
23.8	.....	3.7	28.4	1.8	.9	1.8	.....
10.0	12.8	10.0	25.7	2.8	1.4	.....	.....
10.5	6.7	12.2	24.9	7.7	1.0	2.5	2.0
.....	20.0	10.0	10.0	.....	.....	.....	10.0
10.4	5.6	10.4	3.2	.8	.8	1.6	6.4
16.4	.5	18.0	9.8	7.6	1.6	3.8	3.3
6.4	6.4	13.3	24.1	6.7	1.5	4.4	2.3
25.7	1.8	9.2	18.3	9.2	1.8	2.8	1.8

TABLE 1.8.—*Percent of local board members and percent of state population Negro and of other racial and ethnic groups*

State	Board members			State population	
	Number of board members	Percent Negro	Percent other racial and ethnic groups <sup>1</sup>	Percent state population Negro	Percent state population other racial and ethnic groups <sup>1</sup>
Alabama.....	275			30.0	(*)
Alaska.....	20		5.0	3.0	19.8
Arizona.....	124	0.8	4.8	3.3	21.8
Arkansas.....	239			21.8	(*)
California.....	618	1.6	4.4	5.6	11.5
Colorado.....	203		2.0	2.3	9.7
Connecticut.....	163	1.2		4.2	.1
Delaware.....	26	19.2		13.6	.3
District of Columbia.....	80	36.2		53.9	.9
Florida.....	340	.9		17.8	.2
Georgia.....	509	.2		28.5	(*)
Hawaii.....	61		37.7	.8	67.3
Idaho.....	218		.4	.2	1.2
Illinois.....	1,056	2.6	.1	10.3	.3
Indiana.....	775			5.8	.1
Iowa.....	328			.9	.1
Kansas.....	249			4.2	.3
Kentucky.....	641	.2		7.1	(*)
Louisiana.....	442		.2	31.9	.1
Maine.....	66			.3	.3
Maryland.....	220	2.7		16.7	.2
Massachusetts.....	614	.6		2.2	.2
Michigan.....	654	2.0		9.2	.2
Minnesota.....	589			.7	.5
Mississippi.....	302		.3	42.0	.2
Missouri.....	581	.2		9.0	.1
Montana.....	192		.5	.2	3.3
Nebraska.....	304	1.0		2.1	.5
Nevada.....	55			4.7	2.9
New Hampshire.....	59	1.7		.3	.1
New Jersey.....	176			8.5	.2
New Mexico.....	140		31.4	1.8	34.4
New York State (excluding New York City).....	612	1.5		3.7	.3
New York City.....	454	3.3	1.3	14.0	.7
North Carolina.....	355	1.4	.3	24.5	.8
North Dakota.....	213		.9	.1	1.9
Ohio.....	403	3.5	.5	8.1	.1
Oklahoma.....	264	.4	1.5	6.6	2.8
Oregon.....	150	.7		1.0	1.0
Pennsylvania.....	662	1.5		7.5	.1

See footnotes at end of table.

TABLE 1.8.—*Percent of local board members and percent of state population Negro and of other racial and ethnic groups—Continued*

State	Board members			State population	
	Number of board members	Percent Negro	Percent other racial and ethnic groups <sup>1</sup>	Percent state population Negro	Percent state population other racial and ethnic groups <sup>1</sup>
Rhode Island . . . . .	51			2.1	0.3
South Carolina . . . . .	161	0.6		34.8	(*)
South Dakota . . . . .	264		1.1	.1	3.9
Tennessee . . . . .	330	3.0		16.5	(*)
Texas . . . . .	656	1.1	5.3	12.4	15.0
Utah . . . . .	109			.5	1.4
Vermont . . . . .	70			.1	(*)
Virginia . . . . .	401	2.2		20.6	.2
Washington . . . . .	125	2.4	.8	1.7	1.8
West Virginia . . . . .	183	.5		4.8	(*)
Wisconsin . . . . .	390	.8	.2	1.9	.4
Wyoming . . . . .	109			.7	1.5

<sup>1</sup> "Other racial and ethnic groups" contains Spanish American and Puerto Rican who are classified as white by the census; Japanese, Chinese, and Indians are classified nonwhite in both sources.

\* Less than 0.1 percent.

Source: See table 1.1.



## Section II

### *Special Study of Variability in Local Board Performance*

The problem of assessing the variability of performance in local boards is complex. Some of the variation in performance is due to misunderstanding and misinterpretation of rules; either because the rules are not clear, or because they are too general. Another part of the variation in performance is caused by the lack of rules governing classification problems, and the philosophy of local autonomy around which the present system is organized. If a large number of individual boards are responsible, in the final analysis, for making their own decisions about classification problems, differences are almost sure to occur.

Another source of variability in local board performance, and one of the largest sources, is the difference in the characteristics of the men being classified. Some boards, like those in Montgomery County, Md., and Arlington, Va., are suburban and have many residents who are college students seeking deferments. Boards in low-income areas have a high proportion of their registrants classified IV-F and I-Y and thus unavailable for induction. In order to examine local board variability it is important to screen out as much as possible instances where there are differences in the characteristics of men being classified, and to compare boards which are dealing with groups of men that are fairly similar.

A special study was made of nine samples of counties that were as similar as possible. A total of 240 counties in 21 states was included in the sample. Groups of counties were initially selected from Beale and Bogue's *Economic Subregions of the United States* (New York: The Free Press, 1961) and were further selected to be similar in median family income, median level of education of the adult population, and percent of the population which is rural.

The nine groups are:

*Group 1.*—Appalachian subregion counties with less than 30 percent urban population; \$2,000–\$3,000 median family income; median educational level of the adult population below 9 years. Includes counties in Alabama, Georgia, Kentucky, Tennessee, Virginia, and West Virginia.

*Group 2.*—Appalachian subregion counties with less than 30 percent urban population; \$3,000–\$4,000 median family income; median educational level of adults less than 9 years. Includes counties in Georgia, Tennessee, Virginia, and West Virginia.

*Group 3.*—Appalachian subregion counties with 30 to 50 percent urban population; \$4,000–\$5,000 median family income; and 8 to 11 years median educational level of adults. Includes counties in Pennsylvania, Georgia, Ohio, and West Virginia.

*Group 4.*—Cotton Belt subregion counties with less than 30 percent urban population; \$2,000–\$3,000 median family income; and less than 9 median years of school completed. Includes counties in Alabama, Georgia, Mississippi, South Carolina, and Tennessee.

*Group 5.*—Cotton Belt subregion counties with 30 to 50 percent urban population; \$3,000–\$4,000 median family income; and less than 10 median years of school completed. Includes counties in Georgia, Mississippi, South Carolina, and Tennessee.

*Group 6.*—Corn Belt subregion counties with less than 30 percent urban population; \$3,000–\$4,000 median family income; and between 8.5 and 10.5 median years of school completed. Includes counties in Iowa, Kansas, Minnesota, Missouri, Nebraska, North Dakota, and South Dakota.

*Group 7.*—Corn Belt subregion counties with 30 to 50 percent urban population; \$4,000–\$5,000 median family income; 9 to 12 median years of school completed. Includes counties in Illinois, Iowa, and Minnesota.

*Group 8.*—Midwest subregion counties with less than 30 percent urban population; \$4,000–\$5,000 median family income; 9 to 12 median years of school completed. Includes counties in Indiana, Michigan, Minnesota, and Wisconsin.

*Group 9.*—Midwest subregion counties, similar to group 8 except the counties have 30 to 50 percent urban population.

Boards in each group of homogeneous counties were compared on each of the following measures:

1. The percent of men from the I–A classification who entered the service by induction or by enlistment during 1965–66. This is partly a measure of the operation of the allocation of state quotas for induction of men into the Armed Forces.

Variability on this measure could occur because of differences in crediting enlistments; it could also occur because of different rates of enlistments. While there is a considerable variability on this measure (19 of the 240 boards had 40 percent or more of their men classified I–A enter the service; 4 boards out of 240 had less than 10 percent of their I–A group enter the service) the variability among states as compared with the variability within states was significant in only 1 of 9 comparisons.

2. The second measure was the percent of men reclassified from II–S into I–A as a percent of the total number of men who were II–S. Table 2.1, as an illustration, shows the percent of II–S to I–A classifications for one of the nine groups of homogeneous counties. It shows that Georgia and Tennessee boards reclassified more men into I–A, and also had more variability among the boards in each of the states. In this example, and in three others of the nine groups of homogeneous counties, the variance among states was statistically significant, indicating that differences in state administration may contribute to the total variation observed.

3. The third measure was the percent of all initial classifications that were put into I–A. This measure varied widely both within states and among states, as shown for illustration in table 2.2. Four of the nine comparisons on this measure also showed significant interstate differences.

4. The fourth measure was the percent of all reclassifications who were put into I–A. Although there was less board-to-board variability on this

measure than on any of the others, the among state differences were still significant in three of the nine groups of similar counties.

5. Measure five was the percent of the total classifications and reclassifications which were classified into I-A or reclassified into I-A. A very similar picture emerges on this as on measure 4. There was a good deal of variation both within and among states; three of the nine groups shows significant interstate variation.

6. Measure six was the percent of total classifications and reclassifications into I-A, after IV-F and I-Y classifications were subtracted. It also exhibited a considerable amount of variability within and among states, with three of the nine comparisons showing significant interstate differences.

Since there were 9 homogeneous groups of counties, and 6 measures, a total of 54 comparisons of interstate variance was possible; 18 of these, or one-third of the total, exhibited statistically significant interstate variation (at the 5-percent level of significance). This suggests that variability of instructions to local boards from state headquarters is probably an important factor in the total variability of local boards.

In 12 of the 21 sample states there were enough counties (10 or more) to make some assessment of variability between boards within states. On this measure Alabama, West Virginia, South Carolina, Iowa, Indiana, and Wisconsin could be characterized as having low variability; Michigan and Minnesota had medium variability; and Georgia, Mississippi, Tennessee, and Virginia had high variability (as apparently did Missouri, although there were too few counties in the Missouri sample to permit definite conclusions).

TABLE 2.1.—*Percent of men reclassified from II-S to I-A in a sample of homogeneous counties*

[All are Cotton Belt, rural, low-income and low educational level counties]

	States				
	Alabama	Georgia	Mississippi	South Carolina	Tennessee
Board:					
1.....	9	18	22	7	40
2.....	9	32	8	14	27
3.....	10	56	8	10	20
4.....	11	15	12	2	20
5.....	5	41	18	12	13
6.....	11	30	16	18	11
Average.....	9.5	32.6	14.5	10.8	22.1
Standard deviation.....	2.2	13.7	5.3	5.3	9.6

Source: Special statistical report for each board furnished in October 1966, by each State headquarters. Analysis of variance of interstate variance significant at the 1 percent level of confidence.

TABLE 2.2.—Percent of men initially classified I-A for a sample of homogeneous counties

[All are Corn Belt, rural, low income and low educational level counties]

	States						
	Iowa	Kansas	Minnesota	Missouri	Nebraska	North Dakota	South Dakota
<b>Board:</b>							
1.....	63	40	59	68	42	29	4
2.....	49	48	37	48	48	34	29
3.....	27	36	52	73	38	17	17
4.....	51	40	63	N.A.	18	38	14
5.....	35	60	37	N.A.	22	29	28
6.....		57	45				
7.....		62					
Average....	45.6	49.6	49.5	63.4	34.0	30.0	18.6
Standard deviation.....	12.5	9.9	10.1	10.8	11.6	7.0	9.2

N.A. means missing data. Average computed on the cases where data is available. Analysis of variance of interstate differences is significant at the 1 percent level of confidence.

Source: See table 2.1.



OFFICE OF THE DIRECTOR

**NATIONAL HEADQUARTERS  
SELECTIVE SERVICE SYSTEM**

1724 F STREET NW.  
WASHINGTON, D.C. 20435

ADDRESS REPLY TO  
THE DIRECTOR OF SELECTIVE SERVICE

September 28, 1966

Memorandum to all State Directors:

The National Advisory Commission on Selective Service needs the information requested in the attached form about each local board member in your State.

Please have the forms completed by State Headquarters personnel and returned to the National Advisory Commission on Selective Service by October 23, 1966.

Sincerely,

*Lewis B. Hershey*

DIRECTOR

Enclosure

INSURE FREEDOM'S FUTURE—AND YOUR OWN—BUY UNITED STATES SAVINGS BONDS

Instructions for Completing  
Information Form for Local Board Members

General. Please complete the attached form by October 23, 1966, and return to the National Advisory Commission on Selective Service, Executive Office Building, Washington, D. C. in the attached envelope.

The information requested is for statistical purposes only, no individual or individual board will be specifically identified in any published reports. Do not list local board members by name.

Use one line for the information about each local board member.

In the column headed usual occupation be specific; for example, grocery store owner, farmer, foreman in shoe factory, bank cashier. If the board member is retired show his last occupation; for example, Postmaster, ret.

In the column headed educational attainment, code as follows:

Less than 12 years completed	Code LH
High School Graduate, No College	Code HS
Some College	Code SC
College Graduate and Professional or Graduate Degree	Code CG

In the column headed racial or ethnic background, use the following codes:

Chinese or Japanese	Code O
Indian	Code I
Spanish American	Code SA
Puerto Rican	Code PR
Negro	Code N
White (not included in the above)	Code W
Any others	Code X

In the columns headed previous military service, code all that apply.





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Sincerely,

*Lewis B. Hershey*

DIRECTOR

Enclosure

INSURE FREEDOM'S FUTURE—AND YOUR OWN—BUY UNITED STATES SAVINGS BONDS

## Instructions for Completing Local Board Statistical Form

1. One form should be completed for each Board within your State; all the forms for the State should be returned at the same time to:

National Advisory Commission on  
Selective Service  
Executive Office Building - Room 174  
Washington, D.C. 20506

2. Forms should be completed and returned by October 24, 1966.
3. Item "total registrants" should include all registrants, not just registrants in the classifications listed. Data for questions la and lb can be taken from Form 116.
4. Item lc "initially classified" refers to men without previous classification. It can be obtained by adding entries from minutes of each meeting of the local board in 1966. (Form 112)
5. Item ld reclassification refers to the total number of board classification actions during the year; if an individual is reclassified more than once during the fiscal year he will be counted as many times as he is reclassified. (Form 112)
6. In question 2, give only the first reclassification of men who were in II-S on July 1, 1965. Ignore subsequent reclassifications. (Form 112)
7. Information for items 3 and 4 should be taken from minutes of local board meetings during fiscal 1966. (Form 112)
8. Please check to see that you have completed all items on the questionnaire. If the answer to any question is none or "0", write in "None" or a "0"; do not leave the item blank.

Return to:  
 National Advisory Commission  
 on Selective Service  
 Washington, D.C. 20506

LOCAL BOARD STATISTICAL FORM

State \_\_\_\_\_  
 Local Board No. \_\_\_\_\_

	Total registrants	I-A or I-A-0	I-C	I-D	I-S	I-Y	II-A	II-C	II-S	III-A	IV-F
1. Number classified in each of the classes:											
a. On July 1, 1965											
b. On July 1, 1966											
c. Initially classified during fiscal 1966 into the following classifications											
d. Reclassified into the following classifications											

- continued on back of page -

(2)

Total	I-A	I-C	I-D	I-S	II-A or II-C	III-A	IV-F or I-Y	Other
<p>2. For men with a II-S deferment in July 1, 1965, how many were reclassified into the following classifications during fiscal year 1966</p>								
<p>3. During fiscal 1966 how many registrants asked for and made formal <u>personal appearances</u> before the Board?</p>								
Total number	Registrants requested classification granted		Registrants requested classification denied					
a.	Met with Board to discuss a case?							
b.	Been involved in cases of personal appearances?							
c.	Appealed cases to the State Appeal Board?							
<p>5. How many visits did auditors from State Headquarters make to this Board during fiscal 1966?</p>								

(Name and Title of Person completing form: \_\_\_\_\_)



### Section III

#### *Analysis of a Sample of Selective Service Records*

The most detailed examination of selective service operations was made by an examination of records from a national sample of 199 boards (200 were originally included, but one was discarded because the data were not collected according to the sampling plan). This survey was made by the field staff of the Census Bureau during the month of November 1966, with the cooperation of national, state and local selective service officials.

The examination of records was limited to men who were reclassified into I-A, I-A-O (conscientious objector), II-A or II-S during the year from October 1, 1965, to September 30, 1966. Complete confidentiality of the records was maintained; nothing was recorded which could establish the individual registrant's identity.

The survey was based on information in each registrant's folder. The sampling technique did not involve interviews with board members or clerks to try to identify reasons for classification actions.

The essential findings about classification consistency are contained in table 3.1. The first line shows that an average of 27 percent of the registrants who were reclassified into I-A were reclassified at a time when their deferments had not expired. It should be emphasized that this is not wrong in itself, since boards have a right to reclassify men at any time. However, there is a wide range of board action on this (and most other points that were examined), with some boards that (in the sample of records that were examined) never reclassified men whose deferment had not expired and other boards that did this in more than three-fourths of the records examined. The amount of variation in board performance is indicated by the second column of table 3.1 headed "Standard deviation." (About two-thirds of the cases will fall within one standard deviation of the average.) On item 1, for example, the proportion for two-thirds of the sample boards can be expected to fall between .02 and .52. Since the total range of variation is from 0 to 1.00, a standard deviation of .25 indicates a substantial amount of variability. If there were no variability from board to board, the standard deviation would be zero.

Nearly three-fourths of the classifications into I-A were supported by a document in the files (72 percent) but again there was variability—from boards which had documents supporting the reclassification action in every instance of reclassification to boards where less than half the reclassifications were backed up by written evidence. Again it is not the fact of reclassification without written evidence that is at issue, but the wide variability of board performance.

About half the registrants reclassified into II-A were not in either a critical occupation or essential industry as defined by the Departments of Commerce and Labor. (See lines 6, 7, and 8 of table 3.1.) Boards do not have to limit their deferments to these lists; but there is wide variation among boards. Some boards have all the II-A's in the sample in critical occupations and essential industries, while all of them are in noncritical occupations or nonessential industries in some other boards. (See table 3.11.)

In about one-fourth (26 percent) of the cases boards reclassified men from II-S into I-A who had documents in the file indicating they were still students. Again there was wide variation among boards; 18 boards had no records included in the sample where students reclassified I-A appeared still to be students, while for 32 other boards half or more of the students put into I-A appeared still to be students. (See table 3.11.)

The data in table 3.8 show that about half the men who lost their student deferment were in the bottom one-fourth of their class, as compared with only 12 percent of those who kept their deferments.

Table 3.9 shows that nearly 55 percent of the men who were reclassified I-A scored below 70 on the SSQT while only 25 percent of those who kept their deferments scored below 70.

In 30 of the sample boards, none of the sample cases who were reclassified I-A were put into I-A until their deferments expired. In 42 of the boards, by contrast, over 50 percent of the men reclassified I-A were reclassified before their deferments had expired. (See table 3.10.) There was also a substantial variability in the extent to which the sample records contained documentation supporting the reclassification. In 23 boards, documentation was always present, in another 76 boards it was present in over 80 percent of the reclassifications; at the other extreme, in 17 boards less than 30 percent of the reclassifications were backed up by records in the files of the sample cases.

The important problem appears to be the substantial amount of variability from board to board, not the fact of reclassification itself.

#### TECHNICAL NOTES ON THE SURVEY AND SAMPLE

The registrants in this study were all those reclassified by a local board to I-A (other than initial classifications) and those classified or reclassified to II-A, II-S, or I-A-O during the year October 1, 1965, to September 30, 1966. Actions of local boards that did not result in a reclassification were excluded. For example, college students with a II-S classification who maintained the classification during the year, or registrants classified I-A who were not deferred during the year were excluded from this study. All generalizations then are limited to actions of the local boards resulting in a change of classification.

The primary goal of the survey was to estimate consistency of characteristics among boards; a secondary objective involved tabulation of characteristics of registrants. For this reason local boards were selected with equal probability.<sup>1</sup>

<sup>1</sup> An alternative procedure would have been to select local boards proportionate to the number of registrants assigned to each board. The alternative procedure would have been used if the primary objective was to collect data for individual registrants, or to measure the effect of local board actions on registrants.

An initial screening of the minutes was done in each of the sample boards to identify all registrants in the scope of the survey prior to selection of sample registrants. This procedure may result in some variability in the number of registrants reclassified in each of the classifications of interest.

The sample should provide reliable data for estimating consistency among local board actions. However, since the data for each board are based on a relatively small sample of registrants, the data cannot be used to characterize actions of specific boards.

For each of the selected registrants, the Census Bureau field staff classified documents, if any, placed in the registrant's folder between the dates of the reclassification and the preceding classification. Certain demographic information was also obtained from the registrant's questionnaire. The census interviewers did not evaluate the documents as to quality of evidence, but merely recorded the existence of the documents. The abstract used by the census interviewers to record this information is attached.

Summary characteristics (see table 3.1) were determined for each of the sample boards. As the probability of selecting boards are all equal, percentages for each board may be determined directly from unweighted data. For the tabulations that were provided on characteristics of registrants, however, the data were weighted by the reciprocal of the probability of selection of the registrants. This weight was the same for all registrants within a given board but varied for registrants from different boards. No adjustments in the weights were made for missing information, which occurred when interviewers were unable to obtain folders for all designated sample registrants. As a result, the numbers reported for characteristics of registrants should be interpreted as indicating order of magnitude, which are generally small underestimates. The same data may be used more reliably as percentages.



OFFICE OF THE DIRECTOR

NATIONAL HEADQUARTERS  
SELECTIVE SERVICE SYSTEM

1724 F STREET NW.  
WASHINGTON, D.C. 20435

ADDRESS REPLY TO  
THE DIRECTOR OF SELECTIVE SERVICE

October 14, 1966

MEMORANDUM TO ALL STATE DIRECTORS

The National Advisory Commission on Selective Service appointed by the President has employed the Bureau of the Census to conduct a survey of the contents of a sample of registrants' cover sheet files selected by classification.

The Bureau has selected the local boards of your State on the attached list as a part of its sample survey. A representative ("Enumerator") of the Bureau will call upon this local board during the last week of October. Prior to that time you will be notified more precisely by the Census Regional Office Staff. He or she will be equipped with a questionnaire and instructions from the Bureau of the Census.

It will be necessary that a representative of the State Director be at this local board at all times that the Bureau of the Census "Enumerator" is there. The visit will not exceed a week including evenings and Saturday work if necessary. The sampling in each local board is to consist of approximately 100 cover sheet files of registrants who, between October 1, 1965 and October 1, 1966, were reclassified by the board into Classes I-A, I-A-O, II-A, or II-S, or were classified by the board in Classes I-A-O, II-A, or II-S, or fewer if no more of the kind of files desired is available. The "Enumerator" will be permitted to examine the public record (SSS Form 112-A) to determine which files are to be surveyed.

Assurance has been given that no identifying or other confidential information is needed to conduct the Census inquiry. Each "Enumerator" has been informed that the files are confidential. A copy of the questionnaire to be used by the "Enumerators" is enclosed.

If an exigency of overriding importance should occur during the inquiry, such as the delivery of registrants for induction and the filling of the calls, the survey will be suspended and the Director of Selective Service will be notified by telephone of the suspension, the reason therefor, and the possible duration.

The use of employees on temporary appointments and the payment of overtime for employees for the purpose of this survey are authorized. The extent used and the amount required shall be reported to the attention of the Fiscal and Procurement Division.

Sincerely yours,  
*Lewis B. Hervey*  
DIRECTOR

Enclosure

CC: Local Boards as listed  
Census Enumerators as listed

INSURE FREEDOM'S FUTURE—AND YOUR OWN—BUY UNITED STATES SAVINGS BONDS

FORM 55-1 (10-14-66)		U.S. DEPARTMENT OF COMMERCE BUREAU OF THE CENSUS ACTING AS COLLECTING AGENT FOR THE NATIONAL ADVISORY COMMISSION ON SELECTIVE SERVICE		<b>NOTICE</b> - Confidentiality has been assured the individual as published in the Federal Register - May 20, 1959.	
<b>SELECTIVE SERVICE ABSTRACT</b>				Board number	Sample number
<b>1a. Sample classification</b> .....				From	To
<b>1b. Date of this action</b> .....				Month	Year
<b>2. Registrant's most recent address</b> →		City (or county)	State	Code	
<b>3a. Highest grade of school which the registrant has completed</b> - Circle one →				Elementary 1 2 3 4 5 6 7 8 High 1 2 3 4 College 1 2 3 4 5+	
or mark one →				<input type="checkbox"/> None <input type="checkbox"/> NA	
<b>3b. Date of this information</b> .....				Month	Year
<b>Section A - REGISTRANTS SELECTED BY CLASSIFICATION I-A OR I-A-0</b>					
<b>1. If registrant is in I-A-0</b> What document(s) support(s) this classification? <input type="checkbox"/> Registrant's statements <input type="checkbox"/> Other - Specify _____				Code	
<b>2. If registrant was reclassified I-A</b> →		<b>a. Did registrant's deferment expire?</b>		1 <input type="checkbox"/> Yes      2 <input type="checkbox"/> No	
		<b>b. Is there any document in the file pertaining to this action?</b>		1 <input type="checkbox"/> Yes      2 <input type="checkbox"/> No	
		<b>c. If "Yes," - describe fully</b> _____ _____		Code	
<b>3. If registrant was reclassified from II-S to I-A</b> Is there a document in the file which shows that the registrant was still in school at the time of reclassification? - If "Yes," - fill section C				1 <input type="checkbox"/> Yes      2 <input type="checkbox"/> No	
<b>Section B - REGISTRANTS SELECTED BY CLASSIFICATION II-A</b>					
<b>1. What documents support this classification? - Mark all that apply.</b> <input type="checkbox"/> Letter or certification from employer <input type="checkbox"/> Statement from registrant <input type="checkbox"/> Other - Specify _____ <input type="checkbox"/> No supporting documents				Code	
<b>2. What is registrant's</b> →		<b>a. Occupation?</b>		Code	
		<b>b. Industry?</b>		Code	

Continue on reverse

USCOMM-DC

Section C – REGISTRANTS SELECTED BY CLASSIFICATION II-S		
<b>1. What documents support the registrant's student status? – Mark all that apply.</b> <input type="checkbox"/> Registrant's statement <input type="checkbox"/> Statement from college that registrant is full time student in good standing (SS 109, 109A) <input type="checkbox"/> Transcript of student record <input type="checkbox"/> Score of SSQT <input type="checkbox"/> Other – Specify _____ <input type="checkbox"/> None of the above	Code	
<b>2. Is there any information concerning the →</b>	<b>a. Level of enrollment (freshman, sophomore, etc.)?</b> 1 <input type="checkbox"/> Yes _____ (Specify) 2 <input type="checkbox"/> No	Code
	<b>b. Major field of study? – Also fill 3a</b> 1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No	Code
	<b>c. Number of hours attending?</b> 1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No	Code
	<b>d. Academic progress? – Also fill 3b</b> 1 <input type="checkbox"/> Yes 2 <input type="checkbox"/> No	Code
<b>3. What is registrant's →</b>	<b>a. Major field of study?</b> _____ or <input type="checkbox"/> NA	
	<b>b. Class standing?</b> <input type="checkbox"/> Top ¼ <input type="checkbox"/> Second ¼ <input type="checkbox"/> Third ¼ <input type="checkbox"/> Bottom ¼ <input type="checkbox"/> NA	Code
	<b>c. Score on the SSQT?</b> _____ or <input type="checkbox"/> NA	Code
	<b>d. Grade point average?</b> _____ or <input type="checkbox"/> NA	Code
Remarks		
Regional office	Interviewer's name	Code

FORM SS-1 (10-14-66)

USCOMM-DC

(12-23-66)

Appendix 2

Estimates in table 1 are determined as follows:

Column 1

$$\text{Average proportion } p = \frac{\sum_{i=1}^m p_i}{m}$$

where,

$$p_i = \frac{x_i}{y_i}$$

$x_i$  = number of registrants in the  $i^{\text{th}}$  local board with a characteristic

$y_i$  = number of registrants in a particular reclassification in the  $i^{\text{th}}$  local board

$x_i$  is a subset of  $y_i$

$m$  = number of sample local boards

Column 2

$$\text{(Standard deviation) } \sigma = \left[ \frac{\sum_{i=1}^m (p_i - p)^2}{m - 1} - \frac{\sum_{i=1}^m \frac{p_i (1 - p_i)}{y_i}}{m} \right]^{1/2}$$

TABLE 3.1.—Summary characteristics of local boards

Item	Characteristic	Average proportion	Standard deviation
		(1)	(2)
	Proportion of registrants reclassified I-A:		
1	With deferment not expired . . . . .	0. 27	0. 25
2	With an ' document pertaining to reclassification	. 72	. 26
3	With document pertaining to reclassification other than Armed Forces exam report . . . . .	. 70	. 26
	Proportion of registrants reclassified from II-S to I-A:		
4	With documentation pertaining to school enrollment . . . . .	. 26	. 18
	Proportion of registrants reclassified II-A:		
5	With documentation including an employer letter . . . . .	. 87	. 20
6	In essential industry <sup>1</sup> . . . . .	. 38	. 30
7	In critical occupation <sup>1</sup> . . . . .	. 47	. 28
8	In essential industry and in critical occupation <sup>1</sup> . . . . .	. 30	. 27
	Proportion of registrants reclassified II-S or registrants enrolled in school reclassified II-S to I-A:		
9	With no documentation or with registrants statement only . . . . .	. 09	. 11

<sup>1</sup> Denominator of ratio confined to occupation or industry classifiable as essential.

Source: Special sample survey of the records in 200 local boards.

TABLE 3.2.—Percent of records with each type of classification by whether the registrant lived in the same locality with his board

Type of classification	Total	Same city	Different city, same state	Different state
Total . . . . .	100. 0	100. 0	100. 0	100. 0
IV-F, I-Y to I-A . . . . .	2. 9	2. 8	3. 5	3. 6
II-A, II-C to I-A . . . . .	2. 5	1. 8	4. 4	6. 2
II-S, I-S to I-A . . . . .	46. 6	47. 3	45. 3	41. 7
III-A to I-A . . . . .	2. 9	2. 6	3. 8	4. 5
IV-B, C, D to I-A . . . . .	. 3	. 3	. 5	. 8
Others to I-A . . . . .	. 9	. 8	. 8	2. 1
I-A to II-A . . . . .	3. 4	2. 3	5. 9	10. 1
II-S to II-A . . . . .	1. 9	1. 2	3. 4	6. 6
Others to II-A . . . . .	. 3	. 2	. 2	. 8
I-A to II-S . . . . .	19. 5	20. 1	19. 5	14. 2
I-S to II-S . . . . .	7. 1	7. 7	5. 4	3. 8
Others to II-S . . . . .	11. 8	13. 0	7. 3	5. 6

Source: See table 3.1. See chart 4 for description of each classification.

TABLE 3.3.—Percent of classifications received by educational level of registrant

Classification received	Total	8 or less	High school 1-3	High school 4	College 1-3	College 4+
Total.....	100.0	100.0	100.0	100.0	100.0	100.0
IV-F, I-Y to I-A.....	3.0	34.8	6.2	3.9	1.0	.6
II-A, II-C to I-A.....	2.5	4.5	2.5	1.6	.7	9.3
II-S, I-S to I-A.....	47.2	21.1	56.7	46.9	46.6	44.6
III-A to I-A.....	2.9	33.1	8.6	3.1	.9	1.2
IV-B, C, D to I-A.....	.3	.2	.1	.3	.5	.2
Others to I-A.....	.9	2.1	1.1	.9	1.0	.6
I-A to II-A.....	3.4	1.0	.7	1.9	1.0	15.4
II-S to II-A.....	1.9	.1	.1	.2	.7	11.3
Others to II-A.....	.3	.2	.4	.1	.1	1.1
I-A to II-S.....	19.4	1.5	8.0	18.1	27.7	12.4
I-S to II-S.....	6.9	.3	10.0	8.2	7.4	.1
Others to II-S.....	11.2	1.2	5.7	14.9	12.4	3.1

Source: See table 3.1.

TABLE 3.4.—Percent of registrants with each type of document supporting occupational deferment, for men with occupational deferments, by registrant's residence

Type of document	Total	Same city	Different city, same state	Different state
Total.....	100.0	100.0	100.0	100.0
Employer letter.....	55.4	59.4	54.7	48.1
Registrant's statement.....	2.0	1.5	2.0	3.0
None.....	.3	.3	.2	.3
Other only.....	4.4	5.1	3.3	3.8
Letter—other.....	36.7	32.1	39.5	44.1
Other—statement.....	1.1	1.5	.4	.7

Source: See table 3.1.

TABLE 3.5.—Percent of registrants with each type of document supporting student deferments, by registrant's residence

Type of document	Total	Same city	Different city, same state	Different state
Total.....	100.0	100.0	100.0	100.0
Nothing.....	1.1	.9	.8	3.5
Registrant's statement, only.....	9.5	9.4	8.4	12.5
SS 109, 109A, only <sup>1</sup> .....	66.8	67.4	67.0	58.1
Transcript, only.....	.3	.3	.3	.7
SSQT, only.....	.5	.4	.9	.4
SS 109—SSQT.....	.5	.5	.5	.6
SS 109—transcript.....	4.1	3.9	5.6	3.7
SS 109—transcript—SSQT.....	.2	.2	.3	.2
Other, only.....	12.4	12.5	9.9	14.6
SSQT—other.....	.3	.2	.3	.4
All other.....	4.4	4.1	5.9	5.4

<sup>1</sup> SS 109 (or 109A) is the name of the form on which colleges report student enrollment status to the local board. SSQT is an abbreviation for the Selective Service College Qualification Test. Registrants classified prior to June 1966 probably would not have taken the test, and had test results included in their records.

TABLE 3.6.—Percent of registrants with each type of document supporting deferment, for students reclassified I-A compared with students classified II-S

Type of document	Total	Student reclassified into I-A	Student in II-S
Total.....	100.0	100.0	100.0
Nothing.....	1.1	1.0	1.1
Registrant's statement.....	9.5	17.4	7.8
SS 109, 109A <sup>1</sup> .....	66.8	47.6	71.0
Transcript.....	.3	.9	.2
SSQT.....	.5	1.7	.2
SS 109—SSQT.....	.5	.7	.4
SS 109—transcript.....	4.1	5.9	3.7
SS 109—transcript—SSQT.....	.2	.3	.2
Other only.....	12.4	18.9	10.9
SSQT—other.....	.3	.8	.1
All other.....	4.4	4.9	4.3

<sup>1</sup> See footnote table 3.5.

TABLE 3.7.—Percent of students in each major field of study, for students reclassified I-A and students continuing in II-S

Field of study	Total	Student reclassified I-A	Student in II-S
Total.....	100.0	100.0	100.0
Agriculture.....	2.5	2.2	2.6
Biological Science.....	10.7	8.8	11.2
Business.....	18.3	21.4	17.3
Education.....	9.4	10.1	9.2
Engineering.....	15.6	12.4	16.6
Humanities.....	7.7	8.0	7.6
Mathematics.....	3.9	2.5	4.4
Physical science.....	3.8	4.5	3.6
Social science.....	11.7	16.8	10.1
Other.....	16.3	13.2	17.3

Source: See table 3.1.

TABLE 3.8.—Percent of students in various class standing categories, for students reclassified into I-A compared with those remaining in II-S

Class standing	Total	Student reclassified I-A	Student in II-S
Total.....	100.0	100.0	100.0
Top quarter.....	24.4	9.2	34.8
Second quarter.....	30.9	17.6	40.0
Third quarter.....	16.6	21.5	13.3
Bottom quarter.....	28.1	51.7	11.8

Source: See table 3.1.

TABLE 3.9.—Percent of students with various scores on the Selective Service Qualifying Test, for students reclassified into I-A compared with those remaining in II-S

Score on SSQT	Total	Student reclassified into I-A	Student in II-S
Total.....	100.0	100.0	100.0
Below 70.....	35.3	55.3	25.8
70 to 74.....	24.1	17.1	27.5
75 to 79.....	26.2	18.3	30.1
80 and up.....	14.3	9.3	16.7

Source: See table 3.1.

TABLE 3.10.—Percentage distribution of selected measures of board reclassifications

Percent of each board's sample cases	Number of boards with specified percent reclassified I-A	
	With deferment not expired	With any document pertaining to reclassification
0.....	30	1
1 to 9.....	39	2
10 to 19.....	27	7
20 to 29.....	22	7
30 to 39.....	15	14
40 to 49.....	24	12
50 to 59.....	17	16
60 to 69.....	12	22
70 to 79.....	5	19
80 to 89.....	6	26
90 to 99.....	1	50
100.....	1	23
<b>Total.....</b>	<b>199</b>	<b>199</b>

TABLE 3.11.—Percentage distribution of selected measures of board reclassifications

Percent of each board's sample cases	Number of boards with specified percent reclassified II-S to I-A with document indicating they were still in school	Number of boards with specified percent reclassified II-A	
		In critical occupation	With support document
0.....	18	75	68
1 to 4.....	8	2	37
5 to 9.....	26	1	33
10 to 14.....	21	2	19
15 to 19.....	14	4	12
20 to 24.....	19	15	11
25 to 29.....	14	18	7
30 to 34.....	17	14	3
35 to 39.....	10	3	3
40 to 44.....	12	6	1
45 to 49.....	8	.....	2
50 to 54.....	12	25	2
55 to 59.....	6	1	1
60 to 64.....	3	1	.....
65 to 69.....	3	8	.....
70 to 74.....	2	2	.....
75 to 79.....	4	2	.....
80 to 84.....	1	1	.....
85 to 89.....	.....	.....	.....
90 to 94.....	.....	.....	.....
95 to 99.....	.....	.....	.....
100.....	1	19	.....
<b>Total.....</b>	<b>199</b>	<b>199</b>	<b>199</b>

## Section IV

### *Study of Appeal Actions and Appeal Boards*

"Table 4.1—Ranking of states by ratio of appeals to registrants," shows;

(1) There is a wide range in the workload of appeal boards: In 1 state, 4 boards handled an average of 3,080 cases each, while in 2 other states, in the continental United States the caseload was 27 and 25 respectively.

(2) Registrants from states which are highly urbanized generally make more appeals than those in southern and mountain states. The incidence of appeals appears to be related to characteristics of registrants in different states, rather than being related to any feature of the Selective service System. At least, there is no correlation between the incidence of appeals and the makeup (in terms of occupation, veteran status, length of service, and representativeness) of local boards or of appeal boards.

(3) The rates at which new classifications are assigned (i.e., the rate at which local boards are reversed) differ sharply among states, ranging from lows of two states in which no new classifications were assigned and New York City with only 7 percent new classifications, to states with around 50 percent new classifications.

(4) Part of the low incidence of appeals in some states may indicate a failure to inform registrants of their appeal rights.

(5) Use of Federal judicial districts as the boundaries of appeal boards in the present Selective Service System leads to wide variation in workloads of different appeal boards. (Some states have 3 appeal boards for 250,000 registrants, others have 1 for 450,000 registrants.) Standardization could be promoted by having fewer appeal boards with more equalized workloads.

Table 4.2: The figures in table 4.2 are focused on the problem of variability in appeal board performance. They show:

*Part A:* (1) States with a large number of out-of-state appeals are generally the urban states—the same states which were high in incidence of in-state appeals.

(2) There is usually a difference among appeal boards in the percent of new classifications assigned; sometimes it is a large difference; with a single exception it is always higher for out-of-state cases.

*Part B:* (1) Individual appeal boards may differ sharply within a single state. Boards A and B (both in state X) show very different performance patterns in both in-state and out-of-state cases. Boards C and D (both in State Y) show similar performance for in-state cases, but variations for out-of-state appeals. Boards E and F (both in state Z) differ sharply in in-state cases, but they are remarkably consistent between in-state and out-of-state cases.

(2) Boards G and H show the range of variation between boards—from 0 to 88 percent difference between new classifications on in-state as compared with out-of-state cases.

*Part C:* (1) Appeal boards with substantial numbers of out-of-state cases appear to be those located in industrial and commercial centers. These are the boards with the greatest variation between in-state and out-of-state proportions of new classifications assigned. In almost all cases, reversals of occupational deferments account for these differences. These appeal boards are probably giving more weight to the economic needs of their areas than do the more remote local boards.

Tables 4.1 and 4.2 illustrate both the strengths and weaknesses of the appeal board system. In California, appeal boards were consistently assigning new classifications in the II-S area. There were 4,572 such decisions, representing 90 percent of all new classifications; whether this was the result of local board stringency or of appeal board leniency, it appears to indicate both a standardization effect of appeal boards as well as an opportunity for the individual to get further consideration of his case. On the other hand, there appears to be no reason for appeal boards generally to display such wide variations in the percent of new classifications assigned within a single state, as shown in the fifth column of table 4.2 (A and B).

Table 4.3: Indicates the source of appeals:

(1) Government appeals agents initiate a very small proportion of appeals in any state. They appear to have a negligible effect within the System.

(2) For the most part, it is the registrant himself who initiates appeals. In some states, employers also initiate a major share of the appeals. These appear to be generally the same states as those which were identified in part C of table 4.2 as having a large number of II-S out-of-state appeals.

Tables 4.4 through 4.9 compare the responses of appeal board and local board members to the same opinion questions. Although there are some differences, similarities in the opinions of the two groups are more common. In both cases the most significant observation is the variety of opinions and attitudes expressed by board members.

Table 4.4: Compares the rating of classification difficulty by local boards and appeal boards, it shows that:

The two areas in which local and appeal boards diverge are in assigning and reversing III-A (dependency deferment) and I-O and I-A-O (conscientious objection) classifications. In assigning III-A classifications there are not always clear criteria on which to decide whether or not to grant a deferment, and this may mean that boards with different perspectives may see the problem very differently. Appeal boards may have an especially difficult time since a file may not be fully documented and they are limited in their decisionmaking to information in the registrant's file.

There is a disparity between the attitudes of local and appeal boards concerning the I-O (conscientious objector) classification. This area may be characterized by particularly strong differences of opinion between the registrant and the local board; for example in one state over half of the local

board members (55 percent) think conscientious objectors should not be deferred at all.

Table 4.5: Shows the least difficult areas of classification for local and appeal boards.

Some disparities are obvious in table 4.5 in the III-A and II-C classifications.

Both table 4.4 and 4.5 show that at least some questions are considered from very different points of view by local and appeal boards.

Tables 4.6 and 4.7: Compare local and appeal board opinions of guidance and directives:

Satisfaction with the present system is the most common sentiment among local board members, but it is also clear that many would like more guidance than they are now getting. Very few want less direction.

Since the questions asked of local board members and appeal board members were different, comparisons are risky but two conclusions seem reasonable. Assuming that the local board response "Present situation is about right" is comparable to the appeal board response "Directives are quite clear and specific" then it seems that appeal board members are somewhat less satisfied with the present system than local board members. And if the appeal board responses "Directives need to be much clearer" and "There are a few unclear areas" can be added and compared to the local board response "Would like more specific policies" it is clear that appeal board members, even more than local board members, feel the need for more clarity in deferment criteria. To these observations should be added a further comment. What seems most striking in these data is the lack of agreement among board members over whether directives are clear.

Table 4.8: Compares the ratings of appeal boards and local boards on several factors in classification.

This question reveals no striking differences between appeal board and local board members. The table gives some insight into what board members think is important in deciding whether to grant a III-A (dependency) deferment. One question raised by the data is important. Both local and appeal boards emphasize the importance of documentation. This may put the undereducated or less articulate registrant at a disadvantage.

As in table 4.8 the data here show no important differences between local boards and appeal boards. Of some interest though is the fact that many local board members and appeal board members consider very important such factors as field of study and whether or not the registrant is a graduate or undergraduate student even though they are not covered in official regulations. And while almost a quarter of the local members think whether a student is supporting himself is important, another quarter think just the opposite.

TABLE 4.1.—*Ranking of States by ratio of appeals to registrants, showing percent of new classifications assigned, fiscal year 1966*

Rank	State	Number of appeal boards	Total number of appeals received	Appeals from own State	Appeals from other States	Number of eligible age registrants, July 1, 1965	Ratio of own State appeals to number of registrants	Ratio of new classifications to all decided appeals (percent)
1	California.....	4	12,318	11,953	365	1,308,933	1:109	44
2	Missouri.....	2	1,857	1,689	168	392,915	1:233	21
3	Delaware.....	1	169	153	16	38,207	1:250	33
4	Illinois.....	5	3,401	3,209	192	852,214	1:266	20
5	Oregon.....	2	624	606	18	163,549	1:270	20
6	Hawaii.....	1	218	211	15	63,139	1:300	12
7	Connecticut.....	1	772	686	86	211,977	1:309	35
8	New York.....	4	2,539	2,403	136	779,603	1:324	26
9	New York City.....	5	2,224	2,174	50	707,646	1:326	7
10	Washington.....	2	830	720	110	256,479	1:356	20
11	Wisconsin.....	2	1,063	956	107	363,602	1:380	37
12	Rhode Island.....	1	180	178	2	68,379	1:384	32
13	North Dakota.....	1	182	169	13	69,017	1:408	37
14	Indiana.....	2	1,031	982	49	422,273	1:410	34
15	Oklahoma.....	3	621	594	27	248,312	1:418	42
16	New Jersey.....	1	1,277	1,203	74	516,630	1:429	22
17	Michigan.....	1	1,673	1,526	137	714,090	1:429	41
18	Iowa.....	2	592	542	50	255,575	1:472	44
19	New Hampshire.....	1	128	120	8	57,465	1:479	27
20	Pennsylvania.....	2	2,170	2,086	84	1,025,161	1:491	18
21	Maryland.....	1	616	549	67	274,806	1:501	27
22	New Mexico.....	1	196	175	21	89,395	1:511	67
23	Ohio.....	2	1,752	1,638	114	863,255	1:527	21
24	Montana.....	1	109	95	14	52,857	1:556	43

25	Virginia.....	2	727	652	75	395, 422	1:606	39
26	Minnesota.....	1	556	504	52	314, 003	1:623	31
27	Vermont.....	1	86	64	22	40, 976	1:640	33
28	Maine.....	1	143	137	6	94, 761	1:692	19
29	Nebraska.....	1	199	177	22	127, 535	1:721	49
30	Kansas.....	1	276	256	20	202, 467	1:791	23
31	Massachusetts.....	1	639	556	83	452, 877	1:815	28
32	Georgia.....	3	537	508	29	436, 320	1:859	40
33	South Dakota.....	1	86	82	4	71, 302	1:870	0
34	Texas.....	4	1, 262	1, 084	178	987, 068	1:911	34
35	Colorado.....	1	211	159	52	152, 008	1:956	30
36	North Carolina.....	3	563	541	22	538, 255	1:995	38
37	Kentucky.....	2	352	325	27	353, 145	1:1087	23
38	Idaho.....	1	81	66	15	72, 678	1:1100	27
39	Arkansas.....	2	175	171	4	227, 898	1:1300	37
40	Nevada.....	1	25	17	8	24, 338	1:1432	24
41	Wyoming.....	1	27	22	5	31, 768	1:1444	41
42	Arizona.....	1	84	72	12	122, 219	1:1700	20
43	Utah.....	1	64	54	10	92, 242	1:1708	24
44	Louisiana.....	2	232	206	26	358, 525	1:1740	27
45	District of Columbia.....	1	118	33	85	64, 119	1:1900	47
46	Florida.....	2	197	167	30	405, 722	1:2430	22
47	South Carolina.....	1	123	107	16	280, 091	1:2618	40
48	Alabama.....	3	158	140	18	406, 147	1:2900	19
49	Alaska.....	1	12	4	8	12, 211	1:3050	67
50	West Virginia.....	1	65	56	9	216, 562	1:3867	25
51	Mississippi.....	2	59	49	10	279, 970	1:5700	54
52	Tennessee.....	1	72	58	14	413, 796	1:7134	22
53	Puerto Rico.....	1	10	9	1	372, 752	1:41, 000	0

Source: The Commission's Appeal Board Questionnaire, 1966. (Pages 119-128 of sec. IV of the appendix).

1. Apparent errors in addition corrected (Texas).
2. Michigan totals resolved per detailed breakdown.

TABLE 4.2.—Selected state appeal boards with largest numbers of out-of-state appeals, with comparison of percent of new classifications assigned to in-state and out-of-state appeals, fiscal year 1966

A. STATES							
State	Number of appeal boards	Total number of appeals decided	Appeals from within State	Appeals from out-of-State	Percent of new classifications, in-State appeals	Percent of new classifications, out-of-State appeals	Classification in which most new classifications were assigned
California.....	4	12, 097	11, 748	359	43	52	II-S.
Missouri.....	2	1, 857	1, 689	168	21	18	II-A, II-S.
Illinois.....	5	3, 014	2, 829	185	18	43	II-A.
New York.....	4	2, 201	2, 072	129	25	35	II-S.
Washington.....	2	736	640	96	23	83	II-A.
Ohio.....	2	1, 752	1, 638	114	20	30	II-A.
Texas.....	4	1, 230	1, 053	177	28	63	II-A.

B. SELECTED APPEAL BOARDS—COMPARISONS WITHIN STATES AND RANGE OF VARIATION BETWEEN BOARDS							
A.....	(State X).....	2, 592	2, 538	54	63	43	II-S.
B.....	(State X).....	2, 307	2, 239	68	28	60	II-S.
C.....	(State Y).....	527	511	16	18	63	II-A.
D.....	(State Y).....	468	435	33	12	29	II-A.
E.....	(State Z).....	652	614	38	23	21	II-S.
F.....	(State Z).....	460	398	62	46	47	II-A.
G.....	.....	607	540	67	27	27	II-S.
H.....	.....	357	271	86	2	90	II-A.

TABLE 4.2—Selected state appeal boards with largest numbers of out-of-state appeals, with comparison of percent of new classifications assigned to in-state and out-of-state appeals, fiscal year 1966—Continued

C. APPEAL BOARDS WITH MORE THAN 55 OUT-OF-STATE CASES

Appeal board	Number of out-of-State appeals	Difference in percent of new classifications, out-of-State over in-State	II-A classifications as percent of all new classifications
1	86	+28	55
2	56	+23	16
3	56	+21	47
4	83	+28	50
5	137	+24	46
6	64	+35	73
7	62	+1	50
8	67	.....	27
9	85	+27	73
10	79	+12	40
11	142	+1	48
12	74	+10	38
13	75	+35	66
14	86	+88	92
15	121	+11	7
16	68	+32	9
17	116	+12	8

NOTES TO THE TABLE

Source: See table 4.1.

1. These 17 appeal boards (18 percent of all appeal boards) handled 1,457 out-of-state cases (53 percent of all out-of-state cases).

2. Industrial areas represented by these appeal boards include St. Louis, Seattle, Milwaukee, Hartford-New Haven, Boston, Cleveland, Detroit, part of New Jersey, upper New York State, part of Texas, the Washington, D.C., area, and part of Illinois. (Not in order above).

3. Boards 15, 16, and 17 above are low in proportion of II-A classification not because they had few such cases but because of a very high number of II-S appeals within their state. Out-of-state appeals could not be separated by type in the existing data.

4. With the exception cited in note 3 above, in all cases but one II-A was the largest single category of new classifications.

TABLE 4.3.—Sources of appeals to appeal boards

State	Appeals to appeal boards taken by—									
	Government appeals agent		Registrant		Employer		Relative		Others	
	Number	Per-cent	Number	Per-cent	Number	Per-cent	Number	Per-cent	Number	Per-cent
U.S. Total .....	208	....	34,312	80	7,266	17	1,079	3	139	....
Alabama .....	0	....	124	75	28	17	8	5	5	3
Alaska .....	0	....	12	100	0	....	0	....	0	....
Arizona .....	0	....	63	82	13	17	1	1	....	....
Arkansas .....	2	1	150	90	9	5	6	4	....	....
California .....	2	....	11,506	96	437	4	73	1	....	....
Colorado .....	1	1	145	71	41	20	16	8	....	....
Connecticut .....	1	....	388	58	278	41	8	1	....	....
Delaware .....	0	....	117	69	38	23	8	5	6	4
District of Columbia .....	0	....	87	60	51	35	0	....	6	4
Florida .....	0	....	139	80	36	21	0	....	....	....
Georgia .....	2	....	364	66	161	29	22	4	....	....
Hawaii .....	0	....	211	97	3	1	3	1	1	1
Idaho .....	0	....	56	85	10	15	0	3	....	....
Illinois .....	20	1	2,730	78	643	18	95	....	....	....
Indiana .....	24	2	757	70	264	25	30	3	....	....
Iowa .....	10	2	489	74	155	24	3	1	....	....
Kansas .....	10	4	211	77	45	16	9	3	....	....
Kentucky .....	15	4	263	69	78	21	23	6	....	....
Louisiana .....	3	1	170	66	60	23	15	6	9	4
Maine .....	0	....	62	46	69	51	5	4	....	....
Maryland .....	5	1	459	75	120	20	16	3	11	2
Massachusetts .....	1	....	489	77	131	21	16	3	....	....
Michigan .....	19	1	1,131	63	582	33	59	3	....	....
Mississippi .....	10	15	37	54	16	23	6	9	....	....
Missouri .....	0	0	1,261	67	573	30	29	2	31	2
Montana .....	0	0	73	67	22	20	14	13	....	0
Nebraska .....	2	1	151	82	30	16	2	1	....	0
Nevada .....	2	8	10	40	10	40	3	12	....	0
New Hampshire .....	0	0	96	69	36	26	7	5	....	0
New Jersey .....	0	0	1,043	81	224	17	25	2	....	0
New Mexico .....	5	4	100	70	38	27	....	....	....	0
New York (excluding New York City) .....	8	....	1,869	78	421	18	100	4	....	0
New York City .....	3	....	2,056	95	71	3	26	1	9	....
North Carolina .....	5	1	471	86	42	8	31	6	....	0
North Dakota .....	6	3	157	90	7	4	5	3	....	0
Ohio .....	5	....	1,219	70	451	26	60	4	....	0
Oklahoma .....	2	....	524	85	74	12	12	2	8	1
Oregon .....	7	1	592	93	25	4	5	1	11	2

TABLE 4.3.—Sources of appeals to appeal boards—Continued

State	Appeals to appeal boards taken by—									
	Government appeals agent		Registrant		Employer		Relative		Others	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Pennsylvania.....	2	.....	1,417	66	610	28	118	6	.....	0
Puerto Rico.....	0	.....	8	80	2	20	0	.....	.....	.....
Rhode Island.....	4	2	122	68	54	30	0	0	.....	0
South Carolina.....	1	1	76	62	38	31	8	7	.....	0
South Dakota.....	3	3	84	85	7	7	5	5	.....	0
Tennessee.....	0	0	53	75	12	17	6	9	.....	0
Texas.....	14	1	815	64	407	19	26	2	13	1
Utah.....	1	2	32	59	13	24	8	15	.....	0
Vermont.....	0	0	31	52	29	48	0	0	.....	0
Virginia.....	5	1	460	66	177	25	39	6	15	2
Washington.....	3	.....	708	78	131	14	64	7	6	1
West Virginia.....	2	3	36	49	21	28	8	11	5	7
Wisconsin.....	1	.....	666	56	468	39	49	4	3	.....
Wyoming.....	2	6	22	67	5	15	4	12	.....	.....

Source: See table 4.1.

“Other” category in source of appeals normally means appealed by state director, occasionally national director, sometimes uncertainty on part of reporting appeal board.

Totals of appeals by various sources is larger than total number of appeals received or decided, as shown in tables 4.1 and 4.2, because boards were instructed to report joint appeals (e.g., by registrant and by employer) in both categories. It is doubtful that any major inaccuracies are introduced into the percentages by virtue of this, because joint appeals probably involve all sources to the same extent.

TABLE 4.4.—Percent of local and appeal board members ranking each classification first or most difficult

Classification	Appeal board	Local board
III-A.....	56.8	27.2
II-S.....	21.1	22.5
II-C.....	3.5	8.3
II-A.....	14.9	15.6
I-O.....	14.0	25.7

NOTE.—Local board and appeal board members were asked to respond to the following item:

“Please rank the following classifications in order of difficulty of judgment they create for the board.”

- III-A (dependency or hardship deferment).
- II-S (student deferment).
- II-C (farm deferment).
- II-A (occupational deferment).
- I-O (conscientious objector).

Sources: National Advisory Commission’s questionnaire to Appeal Boards (pages 119–128 of sec. IV); National Advisory Commission’s Questionnaire to Local Boards (pages 188–196 of sec. VII).

TABLE 4.5.—Percent of local and appeal board members ranking each classification least difficult

Classification	Appeal board	Local board
III-A.....	1.1	15.7
II-S.....	4.4	9.5
II-C.....	15.1	33.1
II-A.....	2.3	3.1
I-O.....	15.1	31.2

Source: See table 4.4.

TABLE 4.6.—Local board opinion on the desirability of more guidance

Response	Student deferments	Hardship deferments	Occupational deferments
Would like more specific policies.....	39.7	28.7	45.8
Present situation is about right.....	52.5	64.2	46.8
Would like fewer directives.....	4.6	3.3	3.9

NOTE.—Local board members were asked to respond to the following question: “In deciding about deferments, would you prefer more specific state and national directives, less specific directives, or do you feel the amount of guidance provided to local boards is about right?” Non-respondent category is not shown.

Source: See table 4.4.

TABLE 4.7.—*Appeal board opinion on clarity of directives*

Response	Student deferments	Hardship deferments	Occupational deferments
Directives need to be much clearer. . . . .	19. 8	25. 9	21. 5
There are a few unclear areas. . . . .	30. 9	34. 6	39. 5
Directives are quite clear and specific. . . . .	21. 5	41. 8	36. 7

NOTE.—Appeal board members were asked the following question: “In reaching decisions on appealed cases, are there classifications where clearer and less ambiguous directives are needed?” Non-respondent category not shown.

Source: See table 4.1.

TABLE 4.8.—*Local and appeal board ratings in percentages of importance of factors in granting dependency deferments*

Factor to be considered	Very important		Should not be considered at all	
	Local board	Appeal board	Local board	Appeal board
Number of dependents. . . . .	68. 5	71. 6	1. 4	0
Total amount of income the person is supplying the dependent. . . . .	73. 1	75. 9	1. 2	0
Closeness of the dependent relationship. . . . .	64. 8	56. 3	2. 3	0
Whether or not there are other persons who might support the dependents, and whether or not the dependents have other income. . . . .	88. 0	89. 8	. 5	0
Can the registrant support the dependent with Armed Force allotment. . . . .	60. 9	79. 3	3. 4	0
Length of time the person has been supporting the dependents. . . . .	52. 9	52. 3	3. 9	2. 3
Extent to which registrant can document conditions. . . . .	81. 8	85. 1	. 5	0
Number of men being called. . . . .	21. 0	13. 8	36. 4	40. 2

NOTE.—Appeal board and local board members were asked to respond to the following questions: “In considering hardship deferments for men who are not fathers, how much consideration does your board give to each of the following factors?” To simplify the table only the percentages responding “very important” and “should not be considered at all” are shown.

Source: See table 4.4.

TABLE 4.9.—*Local and appeal board ratings of importance of factors in student deferment*

Factor to be considered	Of great importance		Should not be considered at all	
	Local board	Appeal board	Local board	Appeal board
Level or class of student.....	36.7	30.2	14.8	8.1
Field of study.....	33.9	47.1	16.4	7.1
Class standing.....	68.9	58.1	3.2	2.3
Test scores.....	51.1	42.9	5.6	3.3
Number of years student has been deferred....	51.8	46.6	6.5	2.3
Does program lead to degree.....	53.1	60.5	6.6	1.2
Whether or not college has furnished information about grades and test scores.....	77.4	77.5	2.5	1.1
Age of student.....	30.6	29.1	12.9	8.1
Whether graduate student or undergraduate....	37.4	34.5	8.9	8.0
Whether student is supporting himself by working in college.....	23.5	22.0	23.4	11.0

NOTE.—Appeal board and local board members were asked to answer the following question: “In the classification and reclassification of students into I–A, how much weight is your board giving to each of the following factors at the present time.” As in table 4.8 only the percentages responding “of great importance” and “should not be considered at all” are shown.

Source: See table 4.4.



OFFICE OF THE DIRECTOR

**NATIONAL HEADQUARTERS  
SELECTIVE SERVICE SYSTEM**

1724 F STREET NW.  
WASHINGTON, D.C. 20435

ADDRESS REPLY TO  
THE DIRECTOR OF SELECTIVE SERVICE

September 23, 1966

TO ALL LOCAL BOARDS AND APPEAL BOARDS:

The National Advisory Commission on Selective Service has been appointed by The President with the responsibilities set forth in Executive Order 11289, a copy of which is enclosed.

In order to base its report soundly on facts, and on judgments with experience in the system as it actually operates, the Commission desires to obtain information from each of the local boards and appeal boards. To collect this information, the enclosed questionnaire was prepared.

Please complete and return the questionnaire to the National Advisory Commission.

Sincerely,

*Lewis B. Hershey*  
DIRECTOR

Enclosure

INSURE FREEDOM'S FUTURE—AND YOUR OWN—BUY UNITED STATES SAVINGS BONDS

Questionnaire to  
Members of Appeal Boards

The information requested below is needed for the National Advisory Commission on Selective Service. The information will be used for statistical purposes only, and no advisory board or individual will be specifically identified. Please complete and return this questionnaire in the enclosed envelope by October 26, 1966, to the National Advisory Commission on Selective Service, Executive Office Building, Washington, D. C.

The first part of the questionnaire may be answered by the clerk, the second part should be answered by the appeal board members as a group.

Appeal Board No. \_\_\_\_\_ State \_\_\_\_\_

1. How many appeals did you receive from each local board in your jurisdiction during fiscal 1966, and from all other boards combined? How many appealed cases were classified the same way by the appeal board and the local board, and how many were classified differently? (The information for this question should be obtained from the appeal board docket.)

Local Board number and location	Total number of appeals received	Number of identical classifications	Number of different classifications
<b>Totals, all appeals</b>			
All appeals from boards not in your jurisdiction			



2. For all appeals acted on in fiscal 1966, indicate the classification assigned by the local board and by the appeal board in the appropriate box below

Classification assigned by appeal board	Total	Classification assigned by the local board							
		I-A	I-A-O	I-S	II-A	II-C	II-S	III-A	Other
I-A									
I-A-O									
I-S									
II-A									
II-C									
II-S									
III-A									
IV-A									
IV-D									
Other									
	Total								

3. How many of the cases classified by your appeal board in fiscal 1966 were appealed to the President?

a. Total number appealed to the President \_\_\_\_\_

Number appealed on split vote \_\_\_\_\_

Number appealed by State Director  
or National Director \_\_\_\_\_

4. How many of the appeals received from local boards were taken by the Government Appeals Agent in fiscal 1966? How many by others?

Government Appeals Agent \_\_\_\_\_

Registrant \_\_\_\_\_

Registrant's employer \_\_\_\_\_

Registrant's relative \_\_\_\_\_

(Joint appeals should be counted in all the groups that apply.)

Part II

5. The following information should be supplied by the members of the Appeal Board as a group. If no meeting of the Appeal Board is scheduled for the next few weeks, State headquarters should request additional copies of the questionnaire by phone from Major Archie Cannon, Administrative Officer, National Advisory Commission on Selective Service, and have each appeal board member complete the questionnaire as an individual.

In the cases you have considered during the past year, which classification presented the most difficult problems of judgment? (Rank in order of difficulty, with most difficult ranked "1," next most difficult "2," and so on -- if two classifications are of about equal difficulty, they should be given the same ranking.)

- |   |                      |
|---|----------------------|
| Classifications involving occupational (II-A) deferment                         | <input type="text"/> |
| Classifications involving agricultural (II-C) deferment                         | <input type="text"/> |
| Classifications involving student deferments (II-S)                             | <input type="text"/> |
| Classifications involving exemption of ministers or government officials (IV-D) | <input type="text"/> |
| Classifications involving conscientious objectors                               | <input type="text"/> |
| Classifications involving hardship deferments (III-A)                           | <input type="text"/> |

6. In reaching decisions on appealed cases, are there classifications where clearer and less ambiguous directives are needed? (Check one for each type of deferment.)

	<u>Directives need to be much clearer</u>	<u>There are a few unclear areas</u>	<u>Directives are quite clear and specific</u>
Student Deferments	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
Hardship Deferments	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
Occupational Deferments	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3

7. Please specify any areas of deferment policy and directives that you feel should be clarified. (Use back of page, if necessary)

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8. In reaching decisions about the deferment of students whose case has been appealed, how much weight do you now assign to the following factors?

Factors	Of great importance	Fairly important	Not very important	Should not be considered at all
a. Level of student (i.e., Freshmen, Sophomore, Junior, Senior)	□/1	□/2	□/3	□/4
b. Field of study (i.e., science, humanities, education, medicine, engineering, social work)	□/1	□/2	□/3	□/4
c. Class standing of student	□/1	□/2	□/3	□/4
d. Student's test scores	□/1	□/2	□/3	□/4
e. Number of years the student has been deferred	□/1	□/2	□/3	□/4
f. Whether or not the program the student is in leads to a degree of not	□/1	□/2	□/3	□/4
g. Whether or not the college has furnished complete information on grades and test scores about the student	□/1	□/2	□/3	□/4
h. Age of the student	□/1	□/2	□/3	□/4
i. Whether the student is a graduate student or an undergraduate student	□/1	□/2	□/3	□/4
j. Whether the student is supporting himself by working in college	□/1	□/2	□/3	□/4

Now go back and make a double check in the factor you consider MOST important.

9. In reaching decisions on appealed hardship deferments who are not fathers what consideration do you give to the following factors?

Factors	Very important	Fairly important	Not very important	Should not be considered at all
a. The number of dependents	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
b. The total amount of income the person is supplying to the dependent	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
c. Closeness of the dependent relationship (i.e., mother, father, uncle, nephew, etc.)	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
d. Whether or not there are other persons who might support the dependents, and whether or not the dependents have other income	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
e. Can the registrant support the dependents with allotment from Armed Forces	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
f. The length of time the person has been supporting the dependents	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
g. Extent to which the registrant can document the conditions of dependence	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
h. The number of men who are being called	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4

10. Do you think any changes in appeal procedures are needed?

Yes     No    (If "Yes", specify: \_\_\_\_\_)

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_.)

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Check to see that you have completed all the items -- Place the questionnaire in the enclosed envelope and mail it. Thank you very much for your cooperation.

September 1966

GSA DC 67-5344

## Section V

### *Basic Statistics on the Selective Service System*

Most of the information in this section was furnished to the Commission by the National Headquarters, Selective Service System and by the Department of Defense.

Table 5.1 shows the number of boards by state and the average number of registrants in each board. For the nation, there is an average of almost 8,000 registrants per board, ranging from only a little over 2,000 in some of the sparsely settled Rocky Mountain states to more than 20,00 in New York City (which is treated as a separate state for purposes of administration in the Selective Service System).

Table 5.2 shows the wide range in the size of boards, varying from 147 with less than 1,000 registrants per board up to 3 with over 50,000 registrants.

Table 5.3 lists the total number of registrants of all ages in January, June, and September of 1966 in each state.

Tables 5.4 and 5.5 list all of the registrants by state and by selective service classification.

Table 5.6 shows the calls, deliveries for induction, and actual inductions by year and month from 1948 through October 1966. There is a variable relationship between the number of deliveries for induction and the number actually inducted, because some of the men fail the induction examination. The percent failing the induction physical has ranged from 30 percent in 1960 to only 13 percent in the first 10 months of 1966. Each year, a few more men are actually inducted than are called for by the Defense Department. This figure has ranged from an excess of inductions over calls of 1.1 percent in 1960 to 6.8 percent in 1962.

Table 5.7 shows the results of a special inquiry about the induction of married men who were in classification I-A during the first 5 months of 1966. The table shows the number and percent of local boards in each state that had to induct married men in any of the first 5 months of the year. There is a wide variation among the states, with 90 percent of the boards in Washington and Alabama having to induct married men, while none of the boards in Connecticut had to induct married men during the same period.

Tables 5.8 through 5.11 show Department of Defense estimates of military service proportions by color. These estimates were based in part on surveys made by the Census Bureau of the adult male population which had completed military service.

Tables 5.12 and 5.13 provide information on the reserve component of the Armed Forces. Table 5.12 shows a breakdown for each service of

Ready, Standby, and Retired Reserves. The definitions of each reserve category according to the Department of Defense, are given below:

The Ready, Standby, and Retired Reserves are three categories of reservists established by law, and they exist in each service. The Army National Guard and Air National Guard fall within the Ready Reserve category.

*Ready Reserve.*—Consists of those units or members of the reserve components, or both, who are liable for active duty either in time of war, in time of national emergency declared by the Congress or proclaimed by the President, or when otherwise authorized by law.

The number which may be assigned to the Ready Reserve is limited by law to 2,900,000. The law prescribes that no more than 1 million Ready Reservists may be ordered to active duty involuntarily under a presidentially declared emergency. All members of the National Guard are in the Ready Reserve. However, the law authorizes the National Guard to retain certain members in an inactive status. No members of the Air National Guard, by practice, are retained in an inactive status. The Army National Guard retains a very small percentage of its members in an inactive status.

*Standby Reserve.*—Consists of those members of the reserve components who are liable for active duty only in time of war or national emergency declared by the Congress, or when otherwise authorized by law. Standby Reservists are not subject to involuntary order to active duty under an emergency proclaimed by the President. A member of the Standby Reserve may not be ordered to active duty involuntarily unless the Director of Selective Service determines that the member is available for active duty. Within the Standby Reserve there are those in an active status and others in an inactive status.

*Retired Reserve.*—Is composed of members not receiving retired pay, others who are receiving retired pay, and still others who will be entitled to retired pay upon reaching age 60. Personnel in the Retired Reserve are considered in a retired status. Members of the Retired Reserve may be involuntarily ordered to active duty under the same conditions which would authorize the involuntary order of Standby Reservists to active duty except the permission of the Director of Selective Service does not have to be obtained prior to the order to active duty of Retired Reservists.

Table 5.13 shows the number of enlisted Ready Reservists who are in unit (869,000) and the number who have a reserve obligation but are not attached to units (824,000). It also shows that over three-fourths of the total Army Reservists in units have come in as nonprior service enlistments, about two-thirds of the Air Force reservists in units are direct enlistees in the reserves, but only 9 percent of the Naval Reserve are drawn directly from civilian life. Only about 14 percent of the men with prior active duty are in the Ready Reserve; the remaining three-fourths who have a service obligation are not organized into units.

Table 5.14 shows the proportion of men at each age who are in high school or in college.

TABLE 5.1.—*Number of local boards and average number of registrants per board, by States*

State	Number of boards			Average number of registrants per board
	Metro-politan	Nonmetro-politan	Total	
Alabama.....	27	59	86	8, 042
Alaska.....		5	5	4, 970
Arizona.....	13	12	25	8, 261
Arkansas.....	7	71	78	5, 122
California.....	109	35	144	16, 852
Canal Zone.....		2	2	1, 400
Colorado.....	11	56	67	4, 313
Connecticut.....	19	7	26	16, 147
Delaware.....	3	2	5	13, 881
District of Columbia.....	16		16	8, 736
Florida.....	37	47	84	8, 045
Georgia.....	18	146	164	4, 706
Guam.....		2	2	5, 127
Hawaii.....	6	7	13	9, 266
Idaho.....	1	44	45	2, 931
Illinois.....	131	86	217	7, 896
Indiana.....	66	89	155	5, 367
Iowa.....	12	92	104	4, 902
Kansas.....	7	77	84	4, 542
Kentucky.....	19	117	136	4, 700
Louisiana.....	33	56	89	6, 844
Maine.....	4	13	17	11, 206
Maryland.....	43	23	66	7, 650
Massachusetts.....	110	18	128	7, 086
Michigan.....	59	73	132	10, 561
Minnesota.....	46	85	131	4, 634
Mississippi.....	2	88	90	5, 352
Missouri.....	33	107	140	5, 448
Montana.....	2	54	56	2, 188
Nebraska.....	7	89	96	2, 733
Nevada.....	2	15	17	2, 424
New Hampshire.....	1	11	12	9, 055
New Jersey.....	35	11	46	21, 366
New Mexico.....	1	30	31	5, 417
New York City.....	68		68	21, 611
New York (excluding New York City).....	50	42	92	15, 624
North Carolina.....	11	90	101	9, 510
North Dakota.....	1	52	53	2, 536
Ohio.....	75	59	134	12, 295
Oklahoma.....	15	68	83	5, 643

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TABLE 5.1.—*Number of local boards and average number of registrants per board, by states—Continued*

State	Number of boards			Average number of registrants per board
	Metro-politan	Nonmetro-politan	Total	
Oregon.....	10	22	32	9,704
Pennsylvania.....	122	53	175	11,977
Puerto Rico.....	9	72	81	7,265
Rhode Island.....	9	2	11	13,470
South Carolina.....	7	39	46	10,950
South Dakota.....	1	65	66	2,046
Tennessee.....	17	88	105	6,883
Texas.....	74	81	155	11,343
Utah.....	10	25	35	4,366
Vermont.....		14	14	5,532
Virgin Islands.....		2	2	3,718
Virginia.....	25	104	129	5,601
Washington.....	15	15	30	15,684
West Virginia.....	8	48	56	7,871
Wisconsin.....	17	63	80	8,875
Wyoming.....		23	23	2,614
U.S. total.....	1,424	2,656	4,080	7,992

Source: Selective Service System. Data are for June 30, 1966.

TABLE 5.2.—*Number of boards by number of registrants, July 1, 1966*

Number of registrants	Number of local boards
Under 1,000.....	147
1,000 to 2,500.....	625
2,501 to 5,000.....	985
5,001 to 7,000.....	663
7,501 to 10,000.....	499
10,001 to 12,500.....	343
12,501 to 15,000.....	241
15,001 to 17,500.....	184
17,501 to 20,000.....	134
20,001 to 22,500.....	102
22,501 to 25,000.....	61
25,001 to 27,500.....	32
27,501 to 30,000.....	23
30,001 to 32,500.....	13
32,501 to 35,000.....	7
35,001 to 37,500.....	8
37,501 to 40,000.....	3
40,001 to 42,500.....	2
42,501 to 45,000.....	6
45,001 to 47,500.....	2
47,501 to 50,000.....	4
Over 50,000.....	3
<b>Total.....</b>	<b>4,087</b>

Source: See table 5.1.

TABLE 5.3.—*Total number of living registrants, all ages, January, June, and September 1966, by state*

State	January	June	September
Alabama.....	677,002	691,613	700,434
Alaska.....	23,950	24,852	25,307
Arizona.....	200,057	206,514	210,427
Arkansas.....	391,868	399,539	404,255
California.....	2,349,397	2,426,679	2,473,184
Canal Zone.....	2,703	2,799	2,850
Colorado.....	281,145	288,941	293,890
Connecticut.....	408,523	419,825	426,439
Delaware.....	67,449	69,407	70,563
District of Columbia.....	135,945	139,767	141,801
Florida.....	653,546	675,785	688,672
Georgia.....	754,284	771,676	782,871
Guam.....	9,849	10,254	10,479
Hawaii.....	117,496	120,463	122,370
Idaho.....	128,905	131,914	133,675
Illinois.....	1,672,940	1,713,278	1,737,323
Indiana.....	812,330	831,831	843,534
Iowa.....	499,082	509,821	516,414
Kansas.....	373,480	381,593	386,697
Kentucky.....	626,312	639,215	646,957
Louisiana.....	594,995	609,139	617,843
Maine.....	186,274	190,499	192,994
Maryland.....	490,777	504,868	512,754
Massachusetts.....	885,585	907,009	919,927
Michigan.....	1,359,556	1,393,999	1,414,617
Minnesota.....	592,485	607,103	615,636
Mississippi.....	471,697	481,707	487,449
Missouri.....	746,684	762,729	772,693
Montana.....	119,667	122,543	124,372
Nebraska.....	256,914	262,392	265,862

TABLE 5.3.—Total number of living registrants, all ages, January, June, and September 1966, by state—Continued

State	January	June	September
Nevada . . . . .	39, 686	41, 215	42, 216
New Hampshire . . . . .	105, 891	108, 656	110, 318
New Jersey . . . . .	956, 882	982, 846	997, 951
New Mexico . . . . .	163, 671	167, 942	170, 438
New York City . . . . .	1, 439, 218	1, 469, 565	1, 487, 226
New York (excluding New York City) . . . . .	1, 399, 320	1, 437, 425	1, 460, 108
North Carolina . . . . .	939, 179	960, 518	972, 587
North Dakota . . . . .	132, 023	134, 392	135, 992
Ohio . . . . .	1, 607, 135	1, 647, 528	1, 672, 336
Oklahoma . . . . .	458, 978	468, 330	474, 155
Oregon . . . . .	302, 463	310, 535	315, 338
Pennsylvania . . . . .	2, 051, 058	2, 096, 055	2, 122, 926
Puerto Rico . . . . .	575, 415	588, 493	596, 310
Rhode Island . . . . .	144, 724	148, 167	150, 285
South Carolina . . . . .	492, 212	503, 704	510, 409
South Dakota . . . . .	132, 113	135, 016	136, 778
Tennessee . . . . .	707, 076	722, 746	732, 632
Texas . . . . .	1, 718, 259	1, 758, 215	1, 781, 901
Utah . . . . .	165, 999	170, 284	172, 946
Vermont . . . . .	75, 639	77, 445	78, 509
Virgin Islands . . . . .	7, 157	7, 436	7, 596
Virginia . . . . .	705, 395	722, 543	733, 212
Washington . . . . .	457, 393	470, 526	478, 377
West Virginia . . . . .	431, 728	440, 781	445, 214
Wisconsin . . . . .	693, 007	709, 976	719, 966
Wyoming . . . . .	58, 727	60, 121	61, 015
U.S. total . . . . .	31, 851, 245	32, 638, 305	33, 109, 030

Source: See table 5.1.

TABLE 5.4.—Classification of selective serv-

State	Total living registrants, all ages	Total unclassified, all ages	Total classified, all ages	Classes I-A and I-A-O	
				26 years of age and older	Under 19 years of age
<b>Total</b> . . . . .	<sup>1</sup> 33, 109, 030	350, 633	32, 758, 397	68, 369	517, 830
Alabama . . . . .	700, 434	1, 165	699, 269	900	17, 179
Alaska . . . . .	25, 307	246	25, 061	11	322
Arizona . . . . .	210, 427	1, 068	209, 359	462	4, 640
Arkansas . . . . .	404, 255	1, 415	402, 840	893	6, 948
California . . . . .	2, 473, 184	91, 266	2, 381, 918	5, 431	30, 535
Canal Zone . . . . .	2, 850	38	2, 812	5	23
Colorado . . . . .	293, 890	5, 321	288, 569	793	3, 727
Connecticut . . . . .	426, 439	5, 444	420, 995	1, 298	5, 026
Delaware . . . . .	70, 563	700	69, 863	105	1, 574
District of Columbia . . . . .	141, 801	1, 140	140, 661	338	3, 017
Florida . . . . .	688, 672	4, 249	684, 423	636	9, 413
Georgia . . . . .	782, 871	3, 537	779, 334	1, 400	8, 778
Guam . . . . .	10, 479	115	10, 364	42	295
Hawaii . . . . .	122, 370	552	121, 818	248	2, 672
Idaho . . . . .	133, 675	577	133, 098	426	2, 828
Illinois . . . . .	1, 737, 323	21, 517	1, 715, 806	2, 605	23, 068
Indiana . . . . .	843, 534	5, 163	838, 371	1, 381	16, 977
Iowa . . . . .	516, 414	664	515, 750	944	12, 417
Kansas . . . . .	386, 697	3, 507	383, 190	1, 015	8, 474
Kentucky . . . . .	646, 957	2, 106	644, 851	1, 775	11, 691
Louisiana . . . . .	617, 843	2, 264	615, 579	564	8, 184
Maine . . . . .	192, 994	966	192, 028	552	3, 373
Maryland . . . . .	512, 754	7, 521	505, 233	932	8, 777
Massachusetts . . . . .	919, 927	15, 384	904, 543	3, 004	9, 265
Michigan . . . . .	1, 414, 617	11, 335	1, 403, 282	2, 426	32, 997
Minnesota . . . . .	615, 636	5, 504	610, 132	857	10, 934
Mississippi . . . . .	487, 449	1, 049	486, 400	959	2, 979
Missouri . . . . .	772, 693	5, 081	767, 612	2, 101	9, 697
Montana . . . . .	124, 372	663	123, 709	287	1, 494
Nebraska . . . . .	265, 862	3, 013	262, 849	714	3, 014
Nevada . . . . .	42, 216	419	41, 797	110	1, 230
New Hampshire . . . . .	110, 318	1, 245	109, 073	217	1, 491
New Jersey . . . . .	997, 951	15, 929	982, 022	1, 522	8, 420
New Mexico . . . . .	170, 438	770	169, 668	273	2, 523
New York City . . . . .	1, 487, 226	7, 103	1, 480, 123	2, 579	22, 041
New York (excluding New York City) . . . . .	1, 460, 108	11, 947	1, 448, 161	4, 041	15, 501
North Carolina . . . . .	972, 587	8, 643	963, 944	2, 367	11, 910
North Dakota . . . . .	135, 992	344	135, 648	497	2, 687
Ohio . . . . .	1, 672, 336	18, 558	1, 653, 778	2, 363	23, 829

See footnote at end of table.

ice registrants, by state, Sept. 30, 1966

Classes I-A and I-A-O—Continued						
Single or married after Aug. 26, 1965						
Examined and qualified	Not examined	Induction or examination postponed	Ordered for induction or examination	Pending reclassification	Personal appearances and appeals in process	Delinquents
54, 698	95, 563	10, 373	284, 415	157, 418	32, 502	12, 492
666	4, 303	102	6, 898	2, 413	275	96
52	33	7	171	118	5	8
622	1, 556	86	3, 151	889	233	204
598	792	49	3, 310	705	85	114
4, 015	26, 393	816	32, 126	18, 385	11, 030	2, 630
6	28	.....	28	2	.....	.....
316	807	24	1, 903	1, 094	91	46
646	814	92	3, 087	2, 611	212	110
93	84	52	581	274	34	11
374	134	16	1, 122	5, 310	12	129
1, 226	783	105	7, 502	4, 942	189	496
935	754	186	6, 041	3, 500	355	182
75	104	.....	158	81	.....	.....
300	465	79	1, 321	549	41	27
83	172	14	963	580	21	19
2, 665	4, 837	308	14, 848	11, 811	2, 718	812
1, 818	1, 712	333	7, 586	2, 668	931	163
513	91	688	1, 850	1, 026	155	28
807	2, 132	51	2, 574	1, 326	245	56
1, 047	419	74	2, 883	1, 686	293	67
596	577	78	3, 747	917	72	130
181	43	678	922	939	30	33
1, 321	1, 454	191	4, 327	3, 546	457	240
1, 146	1, 283	233	5, 412	6, 257	647	171
1, 357	3, 128	378	19, 073	11, 404	1, 923	275
1, 119	518	182	3, 394	2, 316	355	46
250	1, 245	45	5, 214	1, 178	26	99
1, 216	2, 038	214	6, 264	2, 685	638	140
349	250	39	609	327	40	24
330	501	99	1, 196	1, 048	49	47
196	39	11	892	305	18	40
261	93	57	473	400	21	15
1, 451	848	162	9, 836	4, 251	744	279
263	365	106	3, 034	833	102	51
4, 266	2, 118	725	7, 149	1, 669	1, 344	1, 805
1, 637	3, 751	439	18, 336	9, 564	2, 304	381
705	1, 844	400	9, 858	3, 240	358	334
223	454	69	949	272	100	16
2, 913	1, 502	308	11, 595	4, 183	649	255

TABLE 5.4.—*Classification of selective service*

State	Total living registrants, all ages	Total unclassified, all ages	Total classified, all ages	Classes I-A and I-A-O	
				26 years of age and older	Under 19 years of age
Oklahoma . . . . .	474, 155	3, 686	470, 469	1, 293	9, 999
Oregon . . . . .	315, 338	600	314, 738	847	10, 673
Pennsylvania . . . . .	2, 122, 926	26, 128	2, 096, 798	3, 542	35, 804
Puerto Rico . . . . .	596, 310	354	595, 956	1, 388	15, 224
Rhode Island . . . . .	150, 285	644	149, 641	345	1, 232
South Carolina . . . . .	510, 409	4, 011	506, 398	832	6, 821
South Dakota . . . . .	136, 778	656	136, 122	141	1, 060
Tennessee . . . . .	732, 632	3, 943	728, 689	2, 872	13, 532
Texas . . . . .	1, 781, 901	9, 247	1, 772, 654	3, 462	36, 541
Utah . . . . .	172, 946	181	172, 765	660	4, 108
Vermont . . . . .	78, 509	643	77, 866	166	821
Virgin Islands . . . . .	7, 596	17	7, 579	31	174
Virginia . . . . .	733, 212	7, 486	725, 726	2, 288	8, 059
Washington . . . . .	478, 377	1, 968	476, 409	1, 054	8, 649
West Virginia . . . . .	445, 214	3, 807	441, 407	705	5, 702
Wisconsin . . . . .	719, 966	19, 579	700, 387	1, 522	7, 796
Wyoming . . . . .	61, 015	155	60, 860	148	1, 685

<sup>1</sup> Includes local board No. 100 (foreign), District of Columbia.

registrants by state, Sept. 30, 1966—Continued

Classes I-A and I-A-O—Continued						
Single or married after Aug. 26, 1965						
Examined and qualified	Not examined	Induction or examination postponed	Ordered for induction or examination	Pending reclassification	Personal appearances and appeals in process	Delinquents
980	980	109	2,937	1,720	186	47
857	364	71	3,035	1,153	254	90
4,112	1,605	440	10,693	8,541	2,102	403
1,147	2,238	76	4,541	1,856	9	1,042
367	8	51	1,307	2,023	98	24
498	654	36	5,029	2,416	149	146
86	317	18	739	661	77	18
1,970	1,619	204	6,585	1,043	456	135
2,766	13,129	596	15,595	10,243	608	498
177	155	62	1,821	1,133	80	31
113	24	59	448	392	17	12
48	165	2	37	5	.....	15
1,376	1,531	128	6,911	3,733	254	123
917	305	440	5,232	2,743	677	148
440	520	63	3,493	1,743	111	49
1,955	3,233	509	5,140	2,378	603	119
252	252	13	489	331	19	13

TABLE 5.4.—*Classification of selective service*

State	Classes I-A				
	Married on or before				
	Examined and qualified	Not examined	Induction or examination postponed	Ordered for induction or examination	Pending reclassification
U.S. total.....	59, 960	14, 735	1, 401	24, 310	13, 032
Alabama.....	613	702	10	500	157
Alaska.....	6	43	1	2	19
Arizona.....	581	188	11	21	39
Arkansas.....	173	106	22	357	95
California.....	4, 019	4, 049	149	2, 340	1, 663
Canal Zone.....	3	2	.....	1	.....
Colorado.....	219	86	15	229	103
Connecticut.....	750	44	1	30	150
Delaware.....	161	2	.....	6	2
District of Columbia.....	177	.....	1	89	40
Florida.....	1, 201	325	9	171	194
Georgia.....	1, 018	62	75	1, 014	467
Guam.....	6	.....	.....	1	.....
Hawaii.....	63	15	2	1	1
Idaho.....	6	20	4	104	40
Illinois.....	4, 704	329	81	1, 286	913
Indiana.....	3, 164	134	39	707	397
Iowa.....	1, 402	16	90	401	167
Kansas.....	376	262	11	187	98
Kentucky.....	2, 794	113	13	461	315
Louisiana.....	882	16	41	474	94
Maine.....	171	6	1	22	20
Maryland.....	223	79	48	435	265
Massachusetts.....	503	101	17	144	392
Michigan.....	2, 184	820	39	2, 138	549
Minnesota.....	780	37	2	143	180
Mississippi.....	107	57	26	547	161
Missouri.....	3, 250	75	65	899	352
Montana.....	81	24	11	18	35
Nebraska.....	447	41	13	56	102
Nevada.....	164	5	1	30	4
New Hampshire.....	52	2	1	7	10
New Jersey.....	1, 169	182	46	971	545
New Mexico.....	313	49	6	231	34
New York City.....	3, 734	78	9	116	159
New York (excluding New York City).....	2, 762	622	6	435	861
North Carolina.....	967	1, 519	149	2, 464	736
North Dakota.....	100	38	5	49	16
Ohio.....	4, 347	98	45	1, 044	619
Oklahoma.....	263	123	38	351	177
Oregon.....	333	39	1	72	44

registrants by state, September 30, 1966—Continued

and I-A-O		Class I-Y	Class I-C		Class I-O		
Aug. 26, 1965			In- ducted	Enlisted or commis- sioned	Not exam- ined	Exam- ined and quali- fied	19-26 years of age
Personal ap- pearances and appeals in progress	Delin- quents						
2,411	861	2,431,191	487,866	1,965,565	4,934	3,253	1,550
23	12	47,576	7,450	42,184	48	63	16
.....	1	1,669	361	1,626	8	7	.....
32	14	24,427	2,817	15,138	45	42	15
7	4	20,961	4,752	25,616	53	12	11
534	89	157,906	44,079	149,111	574	476	235
.....	.....	122	20	528	.....	.....	.....
20	1	21,341	3,850	20,842	51	42	20
9	7	32,064	5,757	24,915	12	15	7
2	.....	5,506	1,138	4,488	9	18	5
.....	6	5,126	1,613	7,442	35	6	4
13	47	33,879	10,303	66,113	93	104	36
74	21	47,105	11,698	49,395	28	43	14
.....	.....	843	300	1,834	.....	.....	.....
1	.....	4,543	1,259	10,540	30	38	2
3	3	4,994	1,108	9,093	69	27	6
204	62	149,986	32,763	88,458	113	90	43
94	10	50,899	15,269	49,993	270	155	81
29	1	23,104	7,159	32,960	96	72	18
23	14	24,133	3,937	25,505	228	70	45
47	2	65,486	9,490	33,601	13	25	17
10	3	79,053	7,355	33,619	19	17	10
7	2	9,400	1,849	16,468	10	8	1
44	15	35,368	6,509	31,703	74	71	36
.....	.....	.....	.....	.....	.....	.....	.....
41	13	42,676	6,466	58,122	23	41	3
162	32	137,386	26,824	71,996	210	168	86
54	2	41,096	9,539	37,513	152	31	31
9	41	75,759	4,387	23,604	19	10	15
90	11	40,002	11,455	45,762	80	63	28
9	2	4,143	1,487	8,845	180	19	26
8	4	8,198	3,224	15,961	39	15	11
1	.....	4,101	916	3,267	7	12	4
1	.....	5,877	709	9,632	9	7	1
109	27	82,189	17,990	55,827	83	97	40
8	2	19,806	2,049	11,775	19	24	7
.....	.....	.....	.....	.....	.....	.....	.....
103	36	97,446	23,571	45,510	47	63	25
.....	.....	.....	.....	.....	.....	.....	.....
66	18	104,623	22,788	88,725	149	82	47
68	18	71,443	14,685	60,815	10	29	9
10	.....	7,204	2,176	7,424	10	15	6
102	10	100,690	27,547	102,597	459	232	120
35	4	18,918	6,463	34,683	44	33	19
18	5	23,233	3,868	25,042	153	88	26

TABLE 5.4.—Classification of selective service

State	Classes I-A				
	Married on or before				
	Examined and qualified	Not examined	Induction or examination postponed	Ordered for induction or examination	Pending reclassification
Pennsylvania . . . . .	3, 657	122	21	395	543
Puerto Rico . . . . .	39	199	17	448	194
Rhode Island . . . . .	64	1	.....	4	7
South Carolina . . . . .	1, 251	16	7	318	163
South Dakota . . . . .	134	28	3	75	77
Tennessee . . . . .	2, 164	292	36	798	119
Texas . . . . .	1, 029	2, 650	139	2, 950	793
Utah . . . . .	423	20	3	67	52
Vermont . . . . .	45	3	35	7	10
Virgin Islands . . . . .	8	19	.....	.....	.....
Virginia . . . . .	3, 718	19	4	225	423
Washington . . . . .	463	12	11	42	137
West Virginia . . . . .	1, 245	3	18	255	183
Wisconsin . . . . .	1, 332	825	3	129	103
Wyoming . . . . .	121	17	.....	43	13

registration by state, Sept. 30, 1966—Continued

and I-A-O		Class I-Y	Class I-C		Class I-O		
Aug. 26, 1965			In- ducted	Enlisted or commis- sioned	Not exam- ined	Exam- ined and quali- fied	19-26 years of age
Personal ap- pearances and appeals in progress	Delin- quents						
107	42	120, 537	31, 116	125, 938	638	360	200
.....	133	140, 451	7, 102	5, 900	50	35	6
2	2	13, 620	1, 830	9, 080	1	4	2
10	18	16, 238	6, 658	32, 128	7	18	10
2	1	8, 490	1, 513	8, 240	51	18	11
33	11	49, 835	10, 739	45, 104	29	21	7
79	90	200, 863	21, 088	111, 954	139	138	48
7	1	7, 408	2, 406	8, 069	6	14	1
2	1	2, 961	456	6, 021	5	5	.....
.....	.....	532	230	393	.....	.....	.....
24	3	41, 825	12, 510	47, 683	74	77	44
27	10	35, 104	6, 794	40, 377	277	16	57
21	3	28, 330	6, 536	31, 752	31	30	11
26	5	31, 638	11, 004	40, 241	48	83	25
1	2	3, 078	904	4, 413	7	4	2

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TABLE 5.4.—Classification of selective service registrants, by state, September 30, 1966—Continued

State	Class I-W		Class I-D	Class I-S		Class II-A	Class II-A (app.)	Class II-C
	At work	Released		College	High school			
U.S. total.....	4, 933	6, 045	1, 208, 686	10, 378	380, 633	227, 019	28, 677	22, 824
Alabama.....	2	15	26, 641	133	9, 470	2, 801	90	35
Alaska.....	1	.....	2, 188	.....	807	79	23	.....
Arizona.....	2	5	7, 761	40	4, 767	985	111	54
Arkansas.....	2	1	15, 877	6	5, 235	1, 896	80	206
California.....	314	290	85, 550	1, 122	13, 783	10, 984	2, 333	359
Canal Zone.....	.....	.....	120	.....	127	24	49	.....
Colorado.....	39	47	9, 114	98	5, 051	2, 464	124	261
Connecticut.....	9	11	21, 492	143	7, 813	4, 155	915	246
Delaware.....	28	52	5, 045	26	605	406	170	50
District of Columbia.....	2	3	2, 801	41	378	647	89	2
Florida.....	50	29	31, 060	265	14, 801	3, 206	322	78
Georgia.....	28	21	25, 452	375	10, 212	1, 944	187	139
Guam.....	.....	.....	27	.....	99	18	96	.....
Hawaii.....	2	2	6, 338	9	589	619	64	32
Idaho.....	28	49	5, 123	4	1, 237	792	37	66
Illinois.....	151	164	44, 913	956	20, 742	15, 439	2, 807	605
Indiana.....	644	656	31, 655	95	10, 309	6, 358	963	41
Iowa.....	121	154	17, 582	220	4, 197	3, 798	275	104
Kansas.....	391	695	20, 765	29	1, 855	3, 152	95	806
Kentucky.....	15	9	38, 990	132	7, 906	4, 401	197	10
Louisiana.....	18	13	23, 222	112	15, 590	1, 866	143	6
Maine.....	2	3	5, 439	6	2, 098	924	144	60
Maryland.....	87	122	23, 554	107	5, 359	3, 140	544	693
Massachusetts.....	18	26	51, 824	182	11, 190	6, 664	698	352
Michigan.....	154	200	36, 742	884	10, 704	13, 308	3, 290	1, 284
Minnesota.....	29	68	24, 998	165	4, 302	5, 730	578	1, 195

Mississippi.....	31	19,348	47	13,435	1,945	64	59
Missouri.....	90	26,675	111	8,501	4,776	278	504
Montana.....	17	7,339	64	2,612	688	47	185
Nebraska.....	75	12,338	64	3,554	2,246	70	40
Nevada.....	5	2,159	7	661	108	43	53
New Hampshire.....	7	5,504	22	2,087	641	52	133
New Jersey.....	32	42,204	273	11,347	9,939	1,190	820
New Mexico.....	3	5,321	159	2,561	576	36	36
New York City.....	15	49,832	199	8,755	15,657	1,556	25
New York (excluding New York City).....	65	53,894	182	28,226	14,158	2,018	3,509
North Carolina.....	20	20,787	380	21,016	4,467	472	179
North Dakota.....	12	5,587	23	962	1,323	47	1,022
Ohio.....	828	64,593	974	5,787	14,553	2,505	107
Oklahoma.....	88	22,960	89	3,691	2,472	102	117
Oregon.....	114	13,285	52	1,217	1,550	120	21
Pennsylvania.....	1,011	81,168	359	9,857	22,373	1,529	2,970
Puerto Rico.....	2	8,242	59	1,658	853	18	16
Rhode Island.....	2	9,369	38	1,354	477	103	47
South Carolina.....	17	18,962	18	6,442	1,003	34	67
South Dakota.....	30	6,700	26	2,588	1,306	13	312
Tennessee.....	17	22,087	56	8,129	3,059	405	121
Texas.....	42	47,697	365	32,519	9,203	449	556
Utah.....	3	12,500	132	1,194	388	20	80
Vermont.....	5	3,983	12	73	558	84	543
Virgin Islands.....		29		164	19		
Virginia.....	198	26,091	103	12,905	3,141	813	338
Washington.....	12	20,244	1,053	11,458	3,798	344	
West Virginia.....	20	9,833	188	4,601	2,886	103	58
Wisconsin.....	30	23,162	169	3,489	6,703	1,734	4,125
Wyoming.....	5	2,520	4	564	353	4	97

Source: Selection service form No. 116. Data are for Sept. 30, 1966.

TABLE 5.4.—Classification of selective service registrants, by state, Sept. 30, 1966—Continued

State	Class II-S	Class III-A	Class IV-A	Class IV-B	Class IV-C	Class IV-D	Class IV-F	Class V-A
U.S. total.....	1, 523, 839	3, 638, 476	2, 440, 328	56	12, 989	97, 873	2, 498, 023	14, 412, 888
Alabama.....	15, 475	77, 423	57, 747	.....	14	1, 138	103, 429	272, 670
Alaska.....	1, 384	1, 524	1, 150	.....	59	49	1, 746	11, 581
Arizona.....	10, 592	24, 900	19, 637	.....	100	1, 217	11, 920	72, 055
Arkansas.....	12, 388	55, 770	25, 653	.....	17	841	51, 805	167, 400
California.....	100, 263	278, 205	187, 926	.....	2, 761	7, 601	184, 452	1, 009, 390
Canal Zone.....	370	129	131	.....	2	10	155	927
Colorado.....	19, 373	34, 728	20, 767	.....	107	1, 103	13, 082	126, 591
Connecticut.....	29, 484	31, 614	34, 578	.....	333	1, 182	19, 997	191, 366
Delaware.....	3, 607	6, 396	6, 247	.....	29	226	4, 083	28, 748
District of Columbia.....	5, 241	8, 437	7, 477	.....	71	306	17, 877	72, 298
Florida.....	44, 288	67, 247	54, 560	.....	438	1, 786	92, 047	236, 466
Georgia.....	28, 872	84, 439	46, 191	.....	40	997	131, 801	315, 489
Guam.....	126	448	676	3	19	25	2, 197	2, 891
Hawaii.....	4, 539	8, 152	12, 179	.....	43	240	11, 896	54, 917
Idaho.....	8, 266	19, 772	11, 357	.....	29	1, 827	7, 170	56, 758
Illinois.....	96, 042	190, 440	133, 691	2	560	5, 636	45, 478	815, 476
Indiana.....	34, 628	97, 407	63, 566	2	103	2, 097	44, 576	390, 490
Iowa.....	28, 168	65, 589	40, 795	2	68	1, 742	26, 272	243, 436
Kansas.....	19, 213	48, 846	28, 452	3	61	1, 501	14, 642	171, 115
Kentucky.....	21, 512	99, 956	25, 268	.....	33	1, 082	37, 071	275, 957
Louisiana.....	28, 329	70, 367	51, 212	.....	80	1, 288	52, 713	234, 162
Maine.....	6, 909	22, 221	13, 399	1	125	373	14, 700	90, 908
Maryland.....	25, 571	47, 956	38, 797	2	130	1, 356	52, 028	209, 672
Massachusetts.....	52, 978	65, 769	73, 976	1	676	2, 630	75, 542	426, 057
Michigan.....	56, 858	199, 999	98, 359	1	366	4, 197	21, 955	639, 426
Minnesota.....	36, 642	65, 255	61, 408	3	114	2, 669	18, 857	278, 838
Mississippi.....	14, 704	50, 273	24, 659	3	12	938	50, 521	193, 602
Missouri.....	31, 375	95, 824	54, 580	.....	77	2, 333	61, 623	353, 674

Montana.....	7, 257	10, 797	5, 358	.....	24	354	3, 734	66, 915
Nebraska.....	14, 449	27, 918	17, 105	.....	30	1, 008	19, 471	129, 296
Nevada.....	1, 970	4, 856	4, 267	.....	19	294	1, 605	14, 394
New Hampshire.....	4, 633	11, 689	11, 492	2	93	326	5, 638	47, 410
New Jersey.....	72, 545	92, 415	98, 661	.....	616	3, 183	36, 542	425, 404
New Mexico.....	6, 438	23, 777	9, 362	.....	21	449	5, 516	73, 537
New York City.....	77, 143	97, 377	102, 873	1	2, 585	5, 841	161, 438	742, 212
New York (excluding New York City).....	111, 091	156, 782	134, 017	.....	830	5, 198	50, 751	610, 215
North Carolina.....	26, 944	113, 939	53, 944	1	37	1, 345	131, 755	404, 716
North Dakota.....	7, 091	14, 953	11, 512	.....	25	420	6, 228	64, 089
Ohio.....	110, 960	221, 536	124, 260	2	312	4, 753	80, 361	735, 852
Oklahoma.....	16, 541	58, 185	35, 503	3	42	1, 126	37, 584	212, 468
Oregon.....	13, 695	31, 395	30, 892	.....	93	1, 115	12, 504	138, 293
Pennsylvania.....	86, 556	226, 751	159, 023	2	350	6, 439	112, 621	1, 033, 474
Puerto Rico.....	8, 416	32, 778	19, 374	5	78	368	132, 534	209, 455
Rhode Island.....	6, 805	8, 728	12, 165	1	41	486	4, 422	75, 526
South Carolina.....	14, 936	49, 868	11, 837	.....	13	399	116, 905	212, 461
South Dakota.....	7, 072	15, 406	13, 983	.....	18	552	5, 621	60, 639
Tennessee.....	21, 557	99, 781	51, 970	1	42	1, 574	87, 284	294, 976
Texas.....	67, 494	234, 050	124, 612	8	639	3, 886	97, 529	728, 180
Utah.....	7, 799	24, 824	14, 101	.....	50	5, 652	6, 482	72, 835
Vermont.....	3, 853	7, 503	7, 865	.....	69	146	6, 151	35, 412
Virgin Islands.....	142	426	370	.....	13	3	1, 793	2, 961
Virginia.....	28, 261	72, 068	43, 011	.....	99	1, 070	99, 809	306, 566
Washington.....	20, 116	57, 473	49, 055	1	221	1, 790	10, 741	196, 582
West Virginia.....	9, 141	43, 407	28, 363	.....	12	572	41, 772	219, 181
Wisconsin.....	30, 788	72, 789	65, 675	2	133	2, 834	49, 527	330, 470
Wyoming.....	2, 949	7, 919	5, 240	2	17	300	2, 070	27, 009

Source: Selective service form No. 116. Data are for Sept. 30, 1966.

TABLE 5.5.—Percent distribution of selective service registrants, by state, September 30, 1966

State	Percent classified of total living registrants all ages	Percent classified	Classes I-A and I-A-O								
			26 years of age and older		Single or married after Aug. 26, 1965						
			Under 19 years of age	Examined and qualified	Not examined	Induction or examination postponed	Ordered for induction or examination	Pending reclassification	Personal appearances and appeals in process	Delinquents	
U.S. total . . . . .	98.9	100.0	0.2	1.6	0.2	0.3	(*)	0.9	0.5	0.1	(*)
Alabama . . . . .	99.8	100.0	.1	2.5	.1	.6	(*)	1.0	.3	(*)	(*)
Alaska . . . . .	99.0	100.0	.1	1.3	.2	.1	(*)	.7	.5	(*)	(*)
Arizona . . . . .	99.5	100.0	.2	2.2	.3	.7	(*)	1.5	.4	.1	0.1
Arkansas . . . . .	99.6	100.0	.2	1.7	.2	.2	(*)	.8	.2	(*)	(*)
California . . . . .	96.3	100.0	.2	1.3	.2	1.1	(*)	1.3	.8	.5	.1
Canal Zone . . . . .	98.7	100.0	.2	.8	.2	1.0	.....	1.0	.1	.....	.....
Colorado . . . . .	98.2	100.0	.3	1.3	.1	.3	(*)	.7	.4	(*)	(*)
Connecticut . . . . .	98.7	100.0	.3	1.2	.2	.2	(*)	.7	.6	.1	(*)
Delaware . . . . .	99.0	100.0	.2	2.3	.1	.1	0.1	.8	.4	.1	(*)
District of Columbia . . . . .	99.2	100.0	.2	2.1	.3	.1	(*)	.8	3.8	(*)	.1
Florida . . . . .	99.4	100.0	.1	1.4	.2	.1	(*)	1.1	.7	(*)	.1
Georgia . . . . .	99.5	100.0	.2	1.1	.1	.1	(*)	.8	.5	.1	(*)
Guam . . . . .	98.0	100.0	.4	2.9	.7	1.0	.....	1.5	.8	.....	.....
Hawaii . . . . .	99.5	100.0	.2	2.2	.2	.4	.1	1.1	.5	(*)	(*)
Idaho . . . . .	99.6	100.0	.3	2.1	.1	.1	(*)	.7	.4	(*)	(*)
Illinois . . . . .	98.8	100.0	.2	1.3	.2	.3	(*)	.9	.7	.2	(*)
Indiana . . . . .	99.4	100.0	.2	2.0	.2	.2	(*)	.9	.3	.1	(*)
Iowa . . . . .	99.9	100.0	.2	2.4	.1	(*)	.1	.4	.2	(*)	(*)
Kansas . . . . .	99.1	100.0	.3	2.2	.2	.6	(*)	.7	.3	.1	(*)
Kentucky . . . . .	99.7	100.0	.3	1.8	.2	.1	(*)	.5	.3	(*)	(*)
Louisiana . . . . .	99.6	100.0	.1	1.3	.1	.1	(*)	.6	.2	(*)	(*)
Maine . . . . .	99.5	100.0	.3	1.8	.1	(*)	.3	.5	.5	(*)	(*)
Maryland . . . . .	98.5	100.0	.2	1.7	.3	.3	(*)	.9	.7	.1	(*)

Massachusetts	98.3	100.0	.3	1.0	.1	.2	(*)	.6	.7	.1	(*)
Michigan	99.2	100.0	.2	2.3	.1	.2	(*)	1.4	.8	.1	(*)
Minnesota	99.1	100.0	.2	1.8	.2	.1	(*)	.6	.4	.1	(*)
Mississippi	99.8	100.0	.2	.6	.1	.3	(*)	1.1	.2	(*)	(*)
Missouri	99.3	100.0	.3	1.3	.2	.3	(*)	.8	.4	.1	(*)
Montana	99.5	100.0	.2	1.2	.3	.2	(*)	.5	.3	(*)	(*)
Nebraska	98.9	100.0	.3	1.2	.1	.2	(*)	.5	.4	(*)	(*)
Nevada	99.0	100.0	.3	3.0	.5	.1	(*)	2.1	.7	.1	.1
New Hampshire	98.9	100.0	.2	1.4	.2	.1	(*)	.4	.4	(*)	(*)
New Jersey	98.4	100.0	.2	.9	.2	.1	(*)	1.0	.4	.1	(*)
New Mexico	99.5	100.0	.2	1.5	.2	.2	(*)	1.8	.5	.1	(*)
New York City	99.5	100.0	.2	1.5	.3	.1	(*)	.5	.1	.1	.1
New York (excluding New York City)	99.2	100.0	.3	1.1	.1	.3	(*)	1.3	.7	.2	(*)
North Carolina	99.1	100.0	.3	1.2	.1	.2	(*)	1.0	.3	(*)	(*)
North Dakota	99.7	100.0	.4	2.0	.2	.3	(*)	.7	.2	.1	(*)
Ohio	98.9	100.0	.1	1.4	.2	.1	(*)	.7	.3	(*)	(*)
Oklahoma	99.2	100.0	.3	2.1	.2	.2	(*)	.6	.4	(*)	(*)
Oregon	99.8	100.0	.3	3.4	.3	.1	(*)	1.0	.4	.1	(*)
Pennsylvania	98.8	100.0	.2	1.7	.2	.1	(*)	.5	.4	.1	(*)
Puerto Rico	99.9	100.0	.2	2.6	.2	.4	(*)	.8	.3	(*)	.2
Rhode Island	99.6	100.0	.2	.8	.3	(*)	(*)	.9	1.4	.1	(*)
South Carolina	99.2	100.0	.2	1.4	.1	.1	(*)	1.0	.5	(*)	(*)
South Dakota	99.5	100.0	.1	.8	.1	.2	(*)	.5	.5	.1	(*)
Tennessee	99.5	100.0	.4	1.9	.3	.2	(*)	.9	.2	.1	(*)
Texas	99.5	100.0	.2	2.1	.2	.8	(*)	.9	.6	(*)	(*)
Utah	99.9	100.0	.4	2.4	.1	.1	(*)	1.1	.7	(*)	(*)
Vermont	99.2	100.0	.2	1.1	.2	(*)	(*)	.6	.5	(*)	(*)
Virgin Islands	99.8	100.0	.4	2.3	.6	2.2	(*)	.5	.1	(*)	.2
Virginia	99.0	100.0	.3	1.1	.2	.2	(*)	1.0	.5	(*)	(*)
Washington	99.6	100.0	.2	1.8	.2	.1	(*)	1.1	.6	.1	(*)
West Virginia	99.1	100.0	.2	1.3	.1	.1	(*)	.8	.4	(*)	(*)
Wisconsin	97.3	100.0	.2	1.1	.3	.5	(*)	.7	.3	.1	(*)
Wyoming	99.7	100.0	.2	2.8	.4	.4	(*)	.8	.6	(*)	(*)

\*Denotes less than 0.05 percent.  
 Source: See table 5.4.

TABLE 5.5.—Percent distribution of selective service registrants, by state, September 30, 1966—Continued

State	Classes I-A and I-A-O						Class I-Y	Class I-C			Class Y-OO		
	Married on or before Aug. 26, 1965							In-ducted	Enlisted or com-mis-sioned	Not exam-ined	Exam-ined and quali-fied	19-26 years of age	
	Exam-ined and quali-fied	Not exam-ined	Induc-tion or exami-nation postponed	Ordered for induc-tion or exami-nation	Pending reclas-sification	Personal appear-ances and appeals in process							Delin-quents
U.S. total . . . . .	0.2	(*)	(*)	0.1	(*)	(*)	7.4	1.5	6.0	(*)	(*)	(*)	
Alabama . . . . .	.1	0.1	(*)	.1	(*)	(*)	6.8	1.1	6.0	(*)	(*)	(*)	
Alaska . . . . .	(*)	.2	(*)	(*)	0.1	(*)	6.7	1.5	6.5	(*)	(*)	(*)	
Arizona . . . . .	.3	.1	(*)	(*)	(*)	(*)	11.7	1.4	7.2	(*)	(*)	(*)	
Arkansas . . . . .	(*)	(*)	(*)	.1	(*)	(*)	5.2	1.2	6.4	(*)	(*)	(*)	
California . . . . .	.2	.2	(*)	.1	.1	(*)	6.6	1.9	6.3	(*)	(*)	(*)	
Canal Zone . . . . .	.1	.1	(*)	(*)	(*)	(*)	4.3	.7	18.8	(*)	(*)	(*)	
Colorado . . . . .	.1	(*)	(*)	.1	(*)	(*)	7.4	1.3	7.2	(*)	(*)	(*)	
Connecticut . . . . .	.2	(*)	(*)	(*)	(*)	(*)	7.6	1.4	5.9	(*)	(*)	(*)	
Delaware . . . . .	.2	(*)	(*)	(*)	(*)	(*)	7.9	1.6	6.4	(*)	(*)	(*)	
District of Columbia . . . . .	.1	(*)	0.1	.1	(*)	(*)	3.6	1.1	5.3	(*)	(*)	(*)	
Florida . . . . .	.2	(*)	(*)	(*)	(*)	(*)	5.0	1.5	9.7	(*)	(*)	(*)	
Georgia . . . . .	.1	(*)	(*)	.1	.1	(*)	6.1	1.5	6.3	(*)	(*)	(*)	
Guam . . . . .	.1	(*)	(*)	(*)	(*)	(*)	8.1	2.9	17.7	(*)	(*)	(*)	
Hawaii . . . . .	.1	(*)	(*)	(*)	(*)	(*)	3.7	1.0	8.7	(*)	(*)	(*)	
Idaho . . . . .	(*)	(*)	(*)	.1	(*)	(*)	3.8	.8	6.8	0.1	(*)	(*)	
Illinois . . . . .	.3	(*)	(*)	.1	.1	(*)	8.7	1.9	5.2	(*)	(*)	(*)	
Indiana . . . . .	.4	(*)	(*)	.1	.1	(*)	6.1	1.8	6.0	(*)	(*)	(*)	
Iowa . . . . .	.3	(*)	(*)	.1	(*)	(*)	4.5	1.4	6.4	(*)	(*)	(*)	
Kansas . . . . .	.1	.1	(*)	.1	(*)	(*)	6.3	1.0	6.7	.1	(*)	(*)	
Kentucky . . . . .	.4	(*)	(*)	.1	.1	(*)	10.2	1.5	5.2	(*)	(*)	(*)	
Louisiana . . . . .	.2	(*)	(*)	.1	(*)	(*)	12.9	1.2	5.5	(*)	(*)	(*)	
Maine . . . . .	.1	(*)	(*)	(*)	(*)	(*)	4.9	1.0	8.6	(*)	(*)	(*)	
Maryland . . . . .	(*)	(*)	(*)	.1	.1	(*)	7.0	1.3	6.3	(*)	(*)	(*)	

Massachusetts.....	.1	(*)	.1	(*)	(*)	4.7	.7	6.4	(*)	(*)	(*)
Michigan.....	.2	(*)	.1	(*)	(*)	9.8	1.9	5.1	(*)	(*)	(*)
Minnesota.....	.1	(*)	(*)	(*)	(*)	6.7	1.6	6.2	(*)	(*)	(*)
Mississippi.....	(*)	(*)	.1	(*)	(*)	15.6	.9	4.9	(*)	(*)	(*)
Missouri.....	.4	(*)	.1	(*)	(*)	5.2	1.5	6.0	(*)	(*)	(*)
Montana.....	.1	(*)	(*)	(*)	(*)	3.4	1.2	7.2	.2	(*)	(*)
Nebraska.....	.2	(*)	.1	(*)	(*)	3.1	1.2	6.1	(*)	(*)	(*)
Nevada.....	.4	(*)	(*)	(*)	(*)	9.8	2.2	7.8	(*)	(*)	(*)
New Hampshire.....	.1	(*)	(*)	(*)	(*)	5.4	.7	8.8	(*)	(*)	(*)
New Jersey.....	.1	(*)	.1	(*)	(*)	8.4	1.8	5.7	(*)	(*)	(*)
New Mexico.....	.2	(*)	.1	(*)	(*)	11.7	1.2	6.9	(*)	(*)	(*)
New York City.....	.3	(*)	(*)	(*)	(*)	6.6	1.6	3.1	(*)	(*)	(*)
New York (Ex NYC).....	.2	(*)	.1	(*)	(*)	7.2	1.6	6.1	(*)	(*)	(*)
North Carolina.....	.1	(*)	.1	(*)	(*)	7.4	1.5	6.3	(*)	(*)	(*)
North Dakota.....	.1	(*)	(*)	(*)	(*)	5.3	1.6	5.5	(*)	(*)	(*)
Ohio.....	.3	(*)	.1	(*)	(*)	6.1	1.7	6.2	(*)	(*)	(*)
Oklahoma.....	.1	(*)	.1	(*)	(*)	4.0	1.4	7.4	(*)	(*)	(*)
Oregon.....	.1	(*)	(*)	(*)	(*)	7.4	1.2	8.0	.1	(*)	(*)
Pennsylvania.....	.2	(*)	(*)	(*)	(*)	5.8	1.5	6.0	(*)	(*)	(*)
Puerto Rico.....	(*)	(*)	.1	(*)	(*)	23.6	1.2	1.0	(*)	(*)	(*)
Rhode Island.....	(*)	(*)	(*)	(*)	(*)	9.1	1.2	6.1	(*)	(*)	(*)
South Carolina.....	.3	(*)	.1	(*)	(*)	3.2	1.3	6.4	(*)	(*)	(*)
South Dakota.....	.1	(*)	.1	(*)	(*)	6.2	1.1	6.1	(*)	(*)	(*)
Tennessee.....	.3	(*)	.1	(*)	(*)	6.8	1.5	6.2	(*)	(*)	(*)
Texas.....	.1	(*)	.1	(*)	(*)	11.3	1.2	6.3	(*)	(*)	(*)
Utah.....	.2	(*)	.2	(*)	(*)	4.3	1.4	4.7	(*)	(*)	(*)
Vermont.....	.1	(*)	(*)	(*)	(*)	3.8	.6	7.7	(*)	(*)	(*)
Virgin Islands.....	.1	(*)	.2	(*)	(*)	7.0	3.0	5.2	(*)	(*)	(*)
Virginia.....	.5	(*)	(*)	(*)	(*)	5.8	1.7	6.6	(*)	(*)	(*)
Washington.....	.1	(*)	(*)	(*)	(*)	7.4	1.4	8.5	.1	(*)	(*)
West Virginia.....	.3	(*)	.1	(*)	(*)	6.4	1.5	7.2	(*)	(*)	(*)
Wisconsin.....	.2	(*)	(*)	(*)	(*)	4.5	1.6	5.7	(*)	(*)	(*)
Wyoming.....	.2	(*)	.1	(*)	(*)	5.1	1.5	7.3	(*)	(*)	(*)

\*Denotes less than 0.05 percent.  
 Source: See table 5.4.

TABLE 5.5.—Percent distribution of selective service registrants, by state, September 30, 1966—Continued

State	Class I-W		Class I-D	Class I-S		Class II-A	Class II-A (App.)	Class II-C
	Class I-S			College	High school			
	At work	Released						
U.S. total.....	(*)	(*)	3.7	(*)	1.2	0.7	0.1	0.1
Alabama.....	(*)	(*)	3.3	(*)	1.6	.4	(*)	(*)
Alaska.....	(*)	.....	8.7	.....	3.2	.3	.1	.....
Arizona.....	(*)	(*)	3.7	(*)	2.3	.5	(*)	(*)
Arkansas.....	(*)	(*)	3.9	(*)	1.3	.5	(*)	.1
California.....	(*)	(*)	3.6	(*)	.6	.5	.1	(*)
Canal Zone.....	.....	.....	4.3	.....	4.5	.8	1.7	.....
Colorado.....	(*)	(*)	3.2	(*)	1.8	.9	.1	.1
Connecticut.....	(*)	(*)	5.1	(*)	1.9	1.0	.2	.1
Delaware.....	(*)	0.1	7.2	(*)	.9	.6	.3	.1
District of Columbia.....	(*)	(*)	2.0	(*)	.3	.5	.1	(*)
Florida.....	(*)	(*)	4.5	(*)	2.2	.5	(*)	(*)
Georgia.....	(*)	(*)	3.3	0.1	1.3	.3	(*)	(*)
Guam.....	.....	.....	.3	.....	1.0	.2	.9	.....
Hawaii.....	(*)	(*)	5.2	(*)	.5	.5	.1	(*)
Idaho.....	(*)	.1	3.9	(*)	.9	.6	(*)	.1
Illinois.....	(*)	(*)	2.6	.1	1.2	.9	.2	(*)
Indiana.....	.1	.1	3.8	(*)	1.2	.8	.1	(*)
Iowa.....	(*)	(*)	3.4	.1	.8	.7	.1	(*)
Kansas.....	.1	.2	5.4	(*)	.5	.8	(*)	.2
Kentucky.....	(*)	(*)	6.0	(*)	1.2	.7	(*)	(*)
Louisiana.....	(*)	(*)	3.8	(*)	2.5	.3	(*)	(*)
Maine.....	(*)	(*)	2.8	(*)	1.1	.5	.1	(*)
Maryland.....	(*)	(*)	4.7	(*)	1.1	.6	.1	.1
Massachusetts.....	(*)	(*)	5.7	(*)	1.2	.7	.1	(*)
Michigan.....	(*)	(*)	2.6	.1	.8	.9	.2	.1
Minnesota.....	(*)	(*)	4.1	(*)	.7	.9	.1	.2

Mississippi.....	(*)	4.0	(*)	2.8	.4	(*)	.1	(*)
Missouri.....	(*)	3.5	(*)	1.1	.6	(*)	.1	(*)
Montana.....	(*)	5.9	(*)	2.1	.6	(*)	.2	(*)
Nebraska.....	(*)	4.7	(*)	1.4	.9	(*)		(*)
Nevada.....	(*)	5.2	(*)	1.6	.3	(*)	.1	(*)
New Hampshire.....	(*)	5.0	(*)	1.9	.6	(*)	.1	(*)
New Jersey.....	(*)	4.3	(*)	1.2	1.0	(*)	.1	(*)
New Mexico.....	(*)	3.1	(*)	1.5	.3	(*)		(*)
New York City.....	(*)	3.4	(*)	.6	1.1	(*)	.1	(*)
New York (Ex NYC).....	(*)	3.7	(*)	1.9	1.0	(*)	.1	(*)
North Carolina.....	(*)	2.2	(*)	2.2	.5	(*)	.1	(*)
North Dakota.....	(*)	4.1	(*)	.7	1.0	(*)	.2	(*)
Ohio.....	(*)	3.9	(*)	.3	.9	(*)		(*)
Oklahoma.....	(*)	4.9	(*)	.8	.5	(*)		(*)
Oregon.....	(*)	4.2	(*)	.4	.5	(*)		(*)
Pennsylvania.....	(*)	3.9	(*)	.5	1.1	(*)	.1	(*)
Puerto Rico.....	(*)	1.4	(*)	.3	.1	(*)	.1	(*)
Rhode Island.....	(*)	6.3	(*)	.9	.3	(*)	.1	(*)
South Carolina.....	(*)	3.7	(*)	1.3	.2	(*)		(*)
South Dakota.....	(*)	4.9	(*)	1.9	1.0	(*)	.1	(*)
Tennessee.....	(*)	3.0	(*)	1.1	.4	(*)		(*)
Texas.....	(*)	2.7	(*)	1.8	.5	(*)		(*)
Utah.....	(*)	7.2	(*)	.7	.2	(*)		(*)
Vermont.....	(*)	5.1	(*)	.1	.7	(*)	.1	(*)
Virgin Islands.....	(*)	.4	(*)	2.2	.2	(*)		(*)
Virginia.....	(*)	3.6	(*)	1.8	.4	(*)	.1	(*)
Washington.....	(*)	4.2	(*)	2.4	.8	(*)	.1	(*)
West Virginia.....	(*)	2.2	(*)	1.0	.7	(*)		(*)
Wisconsin.....	(*)	3.3	(*)	.5	1.0	(*)	.3	(*)
Wyoming.....	(*)	4.1	(*)	.9	.6	(*)		(*)

\* Denotes less than 0.05 percent.  
 Source: See table 5.4.

TABLE 5.5—Percent distribution of selective service registrants, by state, Sept. 30, 1966—Continued

State	Class II-S	Class III-A	Class IV-A	Class IV-B	Class IV-C	Class IV-D	Class IV-F	Class V-A
U.S. total.....	4.7	11.1	7.5	(*)	(*)	0.3	7.6	44.0
Alabama.....	2.2	11.1	8.3	.....	(*)	.2	14.8	39.0
Alaska.....	5.5	6.1	4.6	.....	0.2	.2	7.0	46.2
Arizona.....	5.1	11.9	9.4	.....	.1	.6	5.7	34.4
Arkansas.....	3.1	13.8	6.4	.....	(*)	.2	12.9	41.6
California.....	4.2	11.7	7.9	.....	.1	.3	7.7	42.4
Canal Zone.....	13.2	4.6	4.7	.....	.1	.3	5.5	33.0
Colorado.....	6.7	12.0	7.2	.....	.4	.4	4.5	43.9
Connecticut.....	7.0	7.5	8.2	.....	.1	.3	4.7	45.5
Delaware.....	5.2	9.2	8.9	.....	(*)	.3	5.8	41.2
District of Columbia.....	3.7	6.0	5.3	.....	.1	.2	12.7	51.4
Florida.....	6.5	9.8	8.0	.....	.1	.3	13.4	34.6
Georgia.....	3.7	10.8	5.9	(*)	(*)	.1	16.9	40.5
Guam.....	1.2	4.3	6.5	(*)	.2	.2	21.2	27.9
Hawaii.....	3.7	6.7	10.0	.....	(*)	.2	9.8	45.1
Idaho.....	6.2	14.9	8.5	.....	(*)	1.4	5.4	42.7
Illinois.....	5.6	11.1	7.8	(*)	(*)	.3	2.6	47.5
Indiana.....	4.1	11.6	7.6	(*)	(*)	.3	5.3	46.6
Iowa.....	5.5	12.7	7.9	(*)	(*)	.4	5.1	47.2
Kansas.....	5.0	12.7	7.4	(*)	(*)	.4	3.8	44.7
Kentucky.....	3.3	15.5	3.9	.....	(*)	.2	5.7	42.8
Louisiana.....	4.6	11.4	8.3	.....	(*)	.2	8.6	38.0
Maine.....	3.6	11.6	7.0	(*)	.1	.2	7.6	47.3
Maryland.....	5.1	9.5	7.7	(*)	(*)	.3	10.3	41.5
Massachusetts.....	5.9	7.3	8.2	(*)	.1	.3	8.4	47.1
Michigan.....	4.1	14.3	7.0	(*)	(*)	.3	1.6	45.6
Minnesota.....	6.0	10.7	10.1	(*)	(*)	.4	3.1	45.7

Mississippi.....	3.0	10.3	5.1	(*)	(*)	.2	10.4	39.8
Missouri.....	4.1	12.5	7.1	.....	.....	.3	8.0	46.1
Montana.....	5.9	8.7	4.3	.....	.....	.3	3.0	54.1
Nebraska.....	5.5	10.6	6.5	.....	.....	.4	7.4	49.2
Nevada.....	4.7	11.6	10.2	.....	.....	.7	3.8	34.4
New Hampshire.....	4.2	10.7	10.5	(*)	.1	.3	5.2	43.5
New Jersey.....	7.4	9.4	10.0	.....	.1	.3	3.7	43.3
New Mexico.....	3.8	14.0	5.5	.....	(*)	.3	3.3	43.4
New York City.....	5.2	6.6	6.9	(*)	.2	.4	10.9	50.1
New York (Ex NYC).....	7.7	10.8	9.3	.....	.1	.4	3.5	42.1
North Carolina.....	2.8	11.8	5.6	(*)	.....	.1	13.7	42.0
North Dakota.....	5.2	11.0	8.5	.....	(*)	.3	4.6	47.3
Ohio.....	6.7	13.4	7.5	(*)	.....	.3	4.9	44.5
Oklahoma.....	3.5	12.4	7.6	(*)	.....	.3	8.0	45.2
Oregon.....	4.4	10.0	9.8	.....	(*)	.4	4.0	43.9
Pennsylvania.....	4.1	10.8	7.6	(*)	.....	.3	5.4	49.3
Puerto Rico.....	1.4	5.5	3.3	(*)	.....	.1	22.2	35.1
Rhode Island.....	4.6	5.8	8.1	(*)	.....	.3	3.0	50.5
South Carolina.....	2.8	9.9	2.3	.....	(*)	.1	23.1	42.0
South Dakota.....	5.2	11.3	10.3	.....	(*)	.4	4.1	44.6
Tennessee.....	3.0	13.7	7.1	(*)	.....	.2	12.0	40.5
Texas.....	3.8	13.2	7.0	(*)	.....	.2	5.5	41.1
Utah.....	4.5	14.4	8.2	.....	(*)	3.3	3.8	42.2
Vermont.....	5.0	9.6	10.1	.....	.....	.2	7.9	45.5
Virgin Islands.....	1.9	5.6	4.9	.....	.....	(*)	23.7	39.1
Virginia.....	3.9	9.9	5.9	.....	.....	.2	13.9	42.2
Washington.....	4.2	12.1	10.3	(*)	.2	.4	2.3	41.3
West Virginia.....	2.1	9.8	6.4	(*)	.....	.1	9.5	49.7
Wisconsin.....	4.4	10.4	9.4	(*)	.....	.4	7.1	47.2
Wyoming.....	4.9	13.0	8.6	(*)	.....	.5	3.4	44.4

\*Denotes less than 0.05 percent.  
 Source: See table 5.4.

TABLE 5.6.—*Total calls for inductees, deliveries for induction and inductions of selective service registrants by years, 1948–63 and by months, January 1964–October 1966*

Month and/or Year	Calls for inductees	Deliveries for induction <sup>1</sup>	Inductions
1948 . . . . .	25,000	21,466	20,348
1949 <sup>2</sup> . . . . .	10,000	10,334	9,781
1950 <sup>3</sup> . . . . .	210,397	226,667	219,765
1951 . . . . .	524,680	579,576	551,770
1952 . . . . .	413,608	466,169	438,479
1953 . . . . .	430,000	497,424	471,806
1954 . . . . .	251,000	274,785	253,230
1955 . . . . .	151,000	167,333	152,777
1956 . . . . .	149,000	167,431	152,450
1957 . . . . .	136,958	154,491	138,504
1958 . . . . .	136,000	167,201	142,246
1959 . . . . .	94,000	127,314	96,153
1960 . . . . .	84,000	123,160	86,602
1961 . . . . .	113,000	148,100	118,586
1962 . . . . .	76,000	108,833	82,060
1963 . . . . .	119,000	156,124	119,265
1964:			
January . . . . .	16,000	20,970	17,467
February . . . . .	12,000	17,446	14,029
March . . . . .	14,000	18,164	14,859
April . . . . .	12,000	16,193	12,984
May . . . . .	7,000	10,627	8,076
June . . . . .	6,000	7,736	5,669
July . . . . .	8,000	10,812	8,111
August . . . . .	3,300	5,859	3,916
September . . . . .	4,900	7,323	5,054
October . . . . .	6,600	9,220	6,357
November . . . . .	8,600	11,126	8,089
December . . . . .	7,800	10,294	7,775
Total, 1964 . . . . .	106,200	145,770	112,386
1965:			
January . . . . .	5,400	8,226	5,815
February . . . . .	3,000	5,470	3,593
March . . . . .	7,900	11,423	8,270
April . . . . .	13,700	17,717	13,797
May . . . . .	15,100	18,495	14,664
June . . . . .	17,000	21,623	17,887
July . . . . .	17,100	21,436	18,257
August . . . . .	16,500	20,507	17,939
September . . . . .	27,400	31,149	26,909
October . . . . .	33,600	34,522	30,070
November . . . . .	38,350	40,651	35,645
December . . . . .	40,200	44,567	38,691
Total, 1965 . . . . .	218,150	275,786	230,991

See footnotes at end of table.

TABLE 5.6.—*Total calls for inductees, deliveries for induction and inductions of selective service registrants by years, 1948–63 and by months, January 1964–October 1966—Continued*

Month and/or Year	Calls for inductees	Deliveries for induction <sup>1</sup>	Induction
1966:			
January.....	37, 280	44, 251	38, 682
February.....	25, 400	33, 570	29, 239
March.....	22, 400	32, 482	27, 076
April.....	19, 200	26, 123	21, 667
May.....	40, 600	46, 313	39, 712
June.....	18, 500	23, 848	20, 140
July.....	28, 500	34, 366	29, 954
August.....	36, 600	42, 975	37, 691
September.....	37, 300	42, 766	38, 017
October.....	49, 200	55, 254	49, 481
Total, January through October....	314, 980	381, 948	331, 659

<sup>1</sup> For Army and Marine Corps combined, August 1951–May 1952; Army and Navy combined, November and December 1955, March 1956; otherwise all Army.

<sup>2</sup> No deliveries or inductions July 1949–August 1950.

<sup>3</sup> Beginning of Korea, August 1950; August deliveries were in connection with call for September.

Source: Annual Report of the Director of Selective Service, 1965 and selective service tables, December 1966.

TABLE 5.7.—*Number and percentage of boards that delivered registrants for induction who were married before Aug. 26, 1965, for selected states <sup>1</sup>*

State	Total number of boards in the State	Boards affected	
		Number	Percent of total boards
Alabama.....	86	79	91. 9
Connecticut.....	26	.....	.....
Maryland.....	66	59	89. 4
Minnesota.....	131	86	65. 6
Tennessee.....	105	48	45. 7
Utah.....	35	16	45. 7
Washington.....	30	27	90. 0

<sup>1</sup> Data is for the months of January through May 1966. Does not include volunteers.

Source: Special survey by Selective Service System, Aug. 25, 1966.

TABLE 5.8.—*Military service status of men aged 26–34 years, by color*

[In thousands]

Military service status	Total		White		Nonwhite		Non-whites as percent of total
	Number	Percent	Number	Percent	Number	Percent	
Total . . . . .	9, 891	100. 0	8, 750	100. 0	1, 141	100. 0	11. 5
Entered military service . . . . .	6, 332	64. 0	5, 770	65. 9	561	49. 2	8. 9
Inducted . . . . .	2, 171	21. 9	1, 890	21. 6	281	24. 6	12. 9
Regular enlistment . . . . .	2, 881	29. 1	2, 626	30. 0	255	22. 4	8. 9
Officer programs . . . . .	337	3. 4	333	3. 8	4	. 4	1. 3
Reserve programs . . . . .	908	9. 2	888	10. 2	20	1. 7	2. 2
Unknown . . . . .	34	. 3	33	. 4	1	. 1	3. 8
Never entered service . . . . .	3, 560	36. 0	2, 980	34. 1	580	50. 8	16. 3
Unfit for service (estimate) <sup>1</sup> . . . . .	2, 353	23. 8	1, 869	21. 4	484	42. 4	20. 6
Other deferred or exempt classes (estimate) <sup>2</sup> . . . . .	1, 208	12. 2	1, 112	12. 7	96	8. 4	7. 9

<sup>1</sup> Estimated overall rejection rates by race for these age classes were adapted from studies of the Office of the Surgeon General, Department of the Army.

<sup>2</sup> Derived as residual. Also includes small number in class I–A.

Source: Census Bureau surveys of civilian men aged 16–34 years and Department of Defense surveys of active duty military personnel, October 1964.

TABLE 5.9.—*Military service status of men aged 26–29 years, by color*

[In Thousands]

Military service status	Total		White		Nonwhite		Non-whites as percent of total
	Number	Percent	Number	Percent	Number	Percent	
Total . . . . .	4, 392	100. 0	3, 878	100. 0	513	100. 0	11. 7
Entered military service . . . . .	2, 562	58. 3	2, 370	61. 1	192	37. 4	7. 5
Inducted . . . . .	628	14. 3	550	14. 2	78	15. 2	12. 4
Regular enlistment . . . . .	1, 168	26. 6	1, 069	27. 6	98	19. 1	8. 4
Officer programs . . . . .	129	2. 9	128	3. 3	1	. 2	. 9
Reserve programs . . . . .	617	14. 0	603	15. 5	14	2. 8	2. 3
Unknown . . . . .	20	. 5	20	. 5	1	. 1	3. 0
Never entered service . . . . .	1, 830	41. 7	1, 509	38. 9	322	62. 7	17. 6
Unfit for service (estimate) <sup>1</sup> . . . . .	1, 213	27. 6	958	24. 7	255	49. 7	21. 0
Other deferred or exempt classes (estimate) <sup>2</sup> . . . . .	618	14. 1	551	14. 2	67	13. 0	10. 8

<sup>1</sup> Estimated overall rejection rates by color for these age classes were adapted from studies of the Office of the Surgeon General, Department of the Army.

<sup>2</sup> Derived as residual. Also includes small number in class I–A.

Source: Census Bureau surveys of civilian men aged 16–34 years and Department of Defense surveys of active duty military personnel, October 1964.

TABLE 5.10.—*Military service status of men aged 30–34 years, by color*

[In Thousands]

Military service status	Total		White		Nonwhite		Non-whites as percent of total
	Number	Percent	Number	Percent	Number	Percent	
Total . . . . .	5, 500	100. 0	4, 872	100. 0	628	100. 0	11. 4
Entered military service . . . . .	3, 770	68. 5	3, 400	69. 8	370	58. 9	9. 8
Inducted . . . . .	1, 544	28. 1	1, 340	27. 5	203	32. 4	13. 2
Regular enlistment . . . . .	1, 714	31. 2	1, 557	31. 9	157	25. 0	9. 2
Officer programs . . . . .	208	3. 8	205	4. 2	3	. 5	1. 5
Reserve programs . . . . .	291	5. 3	286	5. 9	6	. 9	1. 9
Unknown . . . . .	14	. 2	13	. 3	1	. 1	5. 1
Never entered service . . . . .	1, 730	31. 4	1, 472	30. 2	258	41. 1	14. 9
Unfit for service (estimate) <sup>1</sup> . . . . .	1, 140	20. 7	911	18. 7	229	36. 5	20. 1
Other deferred or exempt classes (estimate) <sup>2</sup> . . . . .	590	10. 7	561	11. 5	29	4. 6	7. 8

<sup>1</sup> Estimated overall rejection rates by color for these age classes were adapted from studies of the Office of the Surgeon General, Department of the Army.

<sup>2</sup> Derived as residual. Also includes small number in class I–A.

Source: Census Bureau surveys of civilian men aged 16–34 years and Department of Defense surveys of active duty military personnel, October 1964.

TABLE 5.11.—*First-term reenlistment rates of whites and Negroes by occupation group, 1964—All services*

Military occupational specialty (MOS)	White	Negro
Communications and intelligence specialists.....	16.4	41.7
Other technical and allied specialists.....	13.0	28.3
Electronic equipment repairmen.....	23.8	43.7
Administrative specialists and clerks.....	20.9	49.1
Medical and dental specialists.....	20.5	37.4
Craftsmen.....	19.0	48.8
Electrical/mechanical equipment repairmen.....	21.3	47.9
Infantry, gun crews and allied specialists.....	23.3	49.0
Service and supply handlers.....	19.5	47.6
<b>Total.....</b>	<b>21.6</b>	<b>46.6</b>

Source: Department of Defense.

TABLE 5.12.—Reserve component personnel not on active duty by component and category, Sept. 30, 1966

	Total	National Guard of the United States 1	Army Reserve	Naval Reserve	Marine Corps Reserve	Air National Guard of the United States	Air Force Reserve
Total.....	2, 763, 362	426, 370	1, 216, 833	479, 333	2 146, 184	81, 295	413, 347
Officer.....	654, 244	36, 416	253, 948	171, 682	20, 049	10, 200	161, 949
Enlisted 3.....	2, 109, 118	389, 954	962, 885	307, 651	126, 135	71, 095	251, 398
Ready Reserve.....	1, 948, 379	426, 370	771, 438	342, 740	116, 121	81, 295	210, 415
Officer.....	246, 688	36, 416	97, 020	54, 475	7, 475	10, 200	41, 102
Enlisted 3.....	1, 701, 691	389, 954	674, 418	288, 265	108, 646	71, 095	169, 313
Standby Reserve.....	469, 180	.....	250, 949	53, 699	20, 395	.....	144, 137
Officer.....	138, 872	.....	31, 793	38, 637	3, 757	.....	64, 685
Enlisted.....	330, 308	.....	219, 156	15, 062	16, 638	.....	79, 452
Active status.....	325, 400	.....	250, 776	22, 607	19, 512	.....	32, 505
Officer.....	61, 809	.....	31, 683	7, 545	2, 926	.....	19, 655
Enlisted.....	263, 591	.....	219, 093	15, 062	16, 586	.....	12, 850
Inactive status.....	143, 780	.....	173	31, 092	883	.....	111, 632
Officer.....	77, 063	.....	110	31, 092	831	.....	45, 030
Enlisted.....	66, 717	.....	63	.....	52	.....	66, 602

Retired Reserve.....	345,803	.....	194,446	82,894	9,668	.....	58,795
Officer.....	268,684	.....	125,135	78,570	8,817	.....	56,162
Enlisted.....	77,119	.....	69,311	4,324	851	.....	2,633

<sup>1</sup> Includes "Inactive National Guard" numbering 5,040 total, 1,160 officers, 3,880 enlisted.

<sup>2</sup> Includes officer candidates.

<sup>3</sup> Marine Corps estimate.

Source: Department of Defense.

TABLE 5.1.3.—*Personnel in Ready Reserve units and pools, by personnel category and by training status of those enlisted under the reserve enlistment program, Sept. 30, 1966*

	[Enlisted personnel only]									
	Department of Defense total	Department of the Army			Department of Navy total, June 30, 1966	Marine Corps total <sup>5</sup>	Department of the Air Force			
		Total	National Guard	Reserve			Total, Oct. 31, 1966	National Guard	Reserve	
Career (nonobligors): <sup>1</sup>										
Units.....	153, 812	81, 600	61, 400	20, 200	32, 860	3, 376	35, 976	23, 560	12, 416	
Pool.....	21, 542	3, 500	.....	3, 500	12, 266	3, 000	2, 776	.....	2, 776	
Obligors (prior service): <sup>2</sup>										
Units.....	111, 493	42, 300	<sup>6</sup> 8, 100	34, 200	68, 346	847	( <sup>3</sup> )	.....	.....	.....
Pool.....	735, 333	400, 800	.....	400, 800	160, 656	46, 500	127, 377	.....	.....	127, 377
Reserve enlistment program (nonprior service):										
Units.....	603, 867	483, 300	316, 600	166, 700	9, 283	42, 682	68, 602	47, 775	20, 827	
Trained.....	(420, 356)	(317, 700)	(217, 500)	(100, 200)	(7, 594)	(34, 767)	(60, 295)	(42, 559)	(17, 736)	
In training.....	(55, 644)	(43, 400)	(29, 400)	(14, 000)	(1, 049)	(6, 947)	(4, 248)	(3, 350)	(898)	
Awaiting training (backlog).....	(127, 827)	(122, 200)	(69, 700)	(52, 500)	(640)	(968)	(4, 019)	(1, 826)	(2, 193)	
Pool.....	67, 146	49, 000	.....	49, 000	460	12, 000	5, 686	.....	5, 686	
Trained.....	(65, 346)	(47, 200)	.....	(47, 200)	(460)	(12, 000)	(5, 686)	.....	(5, 686)	
Untrained.....	(1, 800)	(1, 800)	.....	(1, 800)	.....	.....	( <sup>4</sup> )	.....	.....	
Units.....	869, 172	607, 200	386, 100	211, 100	110, 489	46, 905	104, 578	71, 335	33, 243	
Pool.....	824, 021	453, 300	.....	453, 300	173, 382	61, 500	135, 839	.....	135, 839	
Summary total.....	1, 693, 193	1, 060, 500	.....	.....	283, 871	108, 405	240, 417	.....	.....	

<sup>1</sup> Volunteer personnel who have discharged their statutory military obligation.  
<sup>2</sup> Personnel who have served on active duty and who have a remaining military service obligation.  
<sup>3</sup> Air Force obligors who have served on active duty are not required to participate in Reserve training.  
<sup>4</sup> No direct REP (nonprior service) input into the pool.  
<sup>5</sup> Marine Corps Reserve pool strengths as of Sept. 30 partially estimated.  
<sup>6</sup> Does not include 3,880 "inactive National Guard" enlisted personnel.  
 Source: Department of Defense.

TABLE 5.14.—*Estimated number of the male population ages 17 through 29 enrolled in high school and college, as of Dec. 31, 1966, United States and outlying areas*

[In thousands]

Attained age	Enrolled in high school, 9th through 12th grades		Enrolled in college					
			First year		2d through 4th years		Graduate school	
	Number	Per-cent	Number	Per-cent	Number	Per-cent	Number	Per-cent
17.....	1,376.5	68.2	131.4	12.4	3.8	0.2	.....	.....
18.....	394.2	19.5	496.8	46.7	113.7	5.6	.....	.....
19.....	132.2	6.6	172.5	16.2	500.1	24.7	1.1	0.2
20.....	41.0	2.0	53.2	5.0	465.2	23.0	2.1	.4
21.....	18.7	.9	31.8	3.0	309.3	15.3	28.0	4.8
22.....	8.7	.4	25.1	2.4	165.4	8.2	82.0	13.9
23.....	8.3	.4	26.3	2.5	117.0	5.8	81.6	13.8
24.....	8.0	.4	39.3	3.7	90.7	4.5	90.1	15.3
25.....	7.3	.4	28.6	2.7	74.1	3.6	78.7	13.4
26.....	6.8	.3	20.4	1.9	60.7	3.0	68.5	11.6
27.....	6.4	.3	14.2	1.3	50.0	2.5	59.8	10.1
28.....	6.2	.3	12.8	1.2	41.2	2.0	52.6	8.9
29.....	5.6	.3	11.1	1.0	32.7	1.6	44.7	7.6
Total.....	2,019.9	100.0	1,063.5	100.0	2,023.9	100.0	589.2	100.0

Source: Department of Defense, based on Bureau of the Census estimates.



## Section VI

### *Analysis of Memoranda and Directives Issued by State Directors of Selective Service*

The state headquarters of the Selective Service System issue a wide variety of memoranda and directives to local boards for guidance. These are transmitted to national headquarters for information and review.

A count by subject of the 2,265 state directives issued in the first 9 months of 1966 is shown on table 6.1, and a more detailed analysis of the deferment policy guidelines was made. State directives were furnished by national headquarters for 47 of the states.

In 1966, 39 state headquarters issued 173 directives, bulletins, or memoranda to their local boards which dealt with deferment policies. These figures show, of course, that many state offices sent no directives at all dealing with deferment policy. Of those offices that did send directives, some sent only 1 or 2, others sent 7 or 8, and one headquarters sent 13. Clearly the amount of guidance a local board gets depends at least to some extent on the state it is in.

Over half of the directives (196) dealt with some aspect of student deferment policy. The remaining ones covered other major areas—occupational deferments, dependency deferments, agricultural deferments. A review of these directives shows that the various state headquarters do not give uniform advice. In some instances, indeed, advice on a subject coming from one state headquarters is opposite to the advice on the same subject coming from another state headquarters. Obviously this may lead to local boards in different states doing very different things.

With the renewed use in 1966 of the Selective Service College Qualification Test and rank in class information (and also because of substantially higher draft calls), a number of states sent information and advice to local boards concerning student deferments. A review of the directives issued by the various state headquarters shows considerable inconsistency and contradiction in the advice being given about the criteria used in judging registrants' eligibility for the student deferment classification. Three major questions have been answered in different ways:

(1) How are selective service college qualification test scores and/or rank in class information to be used? Some state headquarters seemed to take the position that these criteria should be strictly followed by local boards. Others explicitly said the criteria were only advisory.

(2) What constitutes full-time student status? In some states, local boards are told that 12 hours is a full-time load; in other states, the minimum full-time load is 15 hours; in still other states, the college's definition of a full-time load is accepted.

(3) Are students in business, trade, or vocational schools eligible for the student deferment classification? Some state headquarters say that the II-S is not appropriate but that the I-S(C) may be given. Local boards in other states are told that the II-S should be given and that the I-S(C) cannot be given. One state headquarters said that the II-A should be given.

The excerpts from state headquarters directives which are quoted below illustrate the variability.

*Are the criteria merely advisory?*

“As discussed previously, students who fail to complete a year’s study in the prescribed percentage of their class (or who fail to achieve a score of 70 or 80 on the college qualification test) do not qualify for class II-S. Upon receipt of notification of class ranking (and/or college qualification test score), such students must be immediately removed from class II-S.” Alabama, Local Board Letter No. 761, June 30, 1966.

“The new regulation sets criteria as to grade level or college qualification test scores which boards may use in deciding the classification of college students. Note that such criteria is advisory only as stated in section 6(h) of the law and section 1622.25(b) of the regulations.” Idaho, Memorandum No. 1353, April 26, 1966.

“Local boards may place a registrant in class II-S regardless of class standing or test scores if it is determined that there are extenuating circumstances in the case.” Illinois, State memorandum No. 6-21, revised, June 3, 1966.

“Regardless of college qualification test score, or class standing, if a registrant can complete his course work and obtain his bachelor’s degree within the 4-year period, this headquarters would recommend continued deferment for that purpose.” Minnesota, Memorandum No. 4-10, August 15, 1966.

“Section 1622.25(a) publishes criteria deemed appropriate for classification purposes—keep in mind that no local or appeal board is required to deny or defer any student solely on the basis of class standing or examination test score. The absence of either or both does not prevent a local board from granting a class II-S deferment if in their opinion the registrant’s activity in study is found to be necessary to the maintenance of the national health, safety, or interest.” Kansas, Classification Bulletin No. 72, November 1, 1966.

“Operations Bulletin No. 296, issued March 31, 1966, sets forth section 1622.25(a) which is the criteria promulgated by the Director of Selective Service \* \* \* and this criteria is advisory only.” Louisiana, Administrative Circular, No. 502.11, August 10, 1966.

“To qualify for deferment the students must be satisfactorily pursuing a full-time course of instruction, and after the first or freshman year, must meet the criteria of class standing or have attained a score of 70 or above on the Selective Service Qualification Test.” Mississippi, Local Board Advice, No. 174, June 10, 1966.

“All other undergraduate college students should meet the criteria set forth in Operations Bulletin 296 (SSR 1622.25(a)) in order to be eligible for class II-S.” North Carolina, Circular Letter No. III-2-e-3, June 3, 1966.

“Under the provisions of section 1622.20(d) of the regulations, no local board, or appeal board, is compelled to defer any person solely on the basis of the test or class standing outlined in section 1622.25(a). However, we recommend that local boards generally follow the criteria set forth by the director in appropriate cases.” Texas State Director’s Advice to Local boards (No. 525), amended May 13, 1966.

“A registrant’s college qualification test score or his class ranking does not automatically obligate the local board either to defer or withhold deferment, but should be considered along with all other information in the registrant’s cover sheet.” Utah, Bulletin No. 10–66, June 6, 1966.

“In the consideration of further undergraduate student deferment, local boards may use either the college qualification test score, or the class standing, or may decline to use either.” Wyoming, Selective Service Instructional Bulletin, No. 1622–1, June 7, 1966.

“Local boards, when considering registrants who are undergraduates and who have not yet entered graduate school, must have the registrant’s class standing or the results of the college qualification test to determine whether the registrant qualifies for a II–S classification. If the registrant does not authorize the school to furnish this information to the local board, and he fails to take or pass the college qualification test, he will not qualify for a deferment as a student under the provisions of section 1622.25(a) of Selective Service Regulations.” New York, Administrative Memorandum No. 4, June 20, 1966.

*What does full-time student status mean?*

“Except for the summer months, students must be currently pursuing a full-time course of instruction. In order to be considered a full-time student, a registrant must attempt a minimum of 15 quarter hours or 15 semester hours of study or its equivalent. In order to progress normally, a student must earn a minimum of 30 semester hours or 45 quarter hours of study per academic year.” Alabama, Local Board Letter 761, June 30, 1966.

“A full-time course of instruction is that number of credit hours determined to be full time by the college or university.” Florida, Circular 426.1, June 1, 1966.

“A full-time course of instruction for the purposes of this circular (‘Policy on Student Deferments’) shall be enrollment for at least 12 semester hours during a regular session and 6 semester hours during the summer session.” Louisiana, Administrative Circular 502.11, August 10, 1966.

“A full-time student is one who has been accepted as a regularly enrolled student in a recognized college, university, or similar institution of learning and is taking at least 12 semester hours of course work.” New York City, Local Board Advice No. 65–3, July 11, 1966.

“It is the determination of the institution of higher learning involved to make the decision as to what constitutes a full-time course of instruction; however, no undergraduate taking less than 12 credit hours of instruction should be considered a full-time student.” Oklahoma State Memorandum No. 294, September 15, 1966.

"A full-time course of instruction is one which will permit a registrant to complete his course of study in a normal period of time. Generally, this will demand that a registrant be enrolled for a minimum of 15 credit hours, or equivalent, in undergraduate study. Similarly a registrant will be expected to complete a 4 year course in 4 successive academic years." Oregon, Memorandum No. 499, May 4, 1966.

"Students now taking 12 or more credit hours a week but less than the normal full-time load but planning to attend school on a year round basis should certify this to their local boards to be considered for student deferment at this time." Tennessee, Memorandum to all local and appeal boards, September 27, 1966.

"Because of the reduced period of summer school, 10 credit hours have been interpreted as constituting a full course of instruction." Utah, Bulletin No. 10-66, June 6, 1966.

"The UMTS Act provides that upon presentation of proper information to this local board, any registrant who is ordered to report for induction while satisfactorily pursuing a full-time course of study (minimum of 15 credit hours) at a college, university, or similar institution of learning, should be deferred in Class I-S(C) until the end of the academic year or until he ceases to satisfactorily pursue his course of instruction \* \* \*." Utah, Bulletin No. 13-66, October 15, 1966.

"A registrant who is placed in Class I-S(C) has to be retained in Class I-S(C) :

- (1) Until the end of his academic year or
- (2) Until he ceases satisfactorily to pursue a full-time course of instruction, or
- (3) Until he drops below a full-time course, whichever of the three is earlier.

For the purpose expressed in this paragraph, a full-time course of instruction should be considered to be 12 semester hours in the fall and spring semesters, and 6 semester hours in the summer session." Texas, State Director's Advice to Local Boards (No. 525), May 13, 1966.

*What about the student who changes his program of study thereby extending it?*

"A registrant who fails to meet the requirements for graduation within the time established by the catalog is not eligible for further deferment in class II-S since he has not satisfactorily pursued his course of instruction. A change in college courses which requires additional semesters to complete degree requirements, is not sufficient basis for registrants to expect their eligibility to be continued or extended." Pennsylvania, Local Board Advice (No. B-7-2), August 31, 1966.

"The necessity of taking 4½ or 5 years to complete a 4-year course might be justified in some cases and not in others. Such a situation might occur because a registrant changed majors and lost acceptable credits, or it could occur because of being a poor student with several failures. In the first instance continued deferment might be justified, and in the latter, further deferment might be doubtful." West Virginia, Lettergram, June 14, 1966.

*What should be the classification status of students in business, trade, or vocational schools?*

"When local boards receive information that a registrant has entered upon, and is satisfactorily pursuing, a full-time course of training at a trade school or business college, they should continue to process the registrant for physical examination and induction. When reached for induction, if the local board finds that the registrant started the course of instruction without undue delay following his last year of high school, such registrant will normally be classified I-S(C)." Alabama, Local Board Letter No. 761, June 30, 1966.

"Attendance at a business school or similar institution may qualify a registrant for class II-S under [specified] conditions. Attendance at a trade school may qualify a registrant for class II-S under [specified] conditions." Arkansas, Local Board Advice No. 66-7, April 4, 1966.

"Only schools approved by the State department of education or recognized by a State university may be considered in the deferment of a registrant in class II-S \* \* \*. A registrant enrolled in these schools is not entitled to class I-S(C)." Hawaii, Transmittal Memorandum No. 129, June 15, 1966.

"Any registrant enrolled in a vocational, technical, business, trade school, or any institution of learning below college or university degree granting level, need not take the college qualification test for the purpose of obtaining or continuing deferment in class II-S \* \* \*. A registrant attending a school of this type should be considered for a student deferment when he is a full-time student making normal progress towards completion of the prescribed course of instruction." Kansas, Classification Bulletin No. 69; May 24, 1966.

"Registrants who are pursuing a full-time course of instruction and are making satisfactory progress in other schools below college level, should be considered for class II-A, in accordance with section 1622.22 of the regulations." Kentucky, Operations Memorandum No. 1622.251, June 1, 1966.

"Deferment of registrants for study at such schools will be the prerogative of the local board and the determining factor will be whether or not the student-registrant's activity in study is essential to the national interest." Indiana, Reference Manual File II-1622.25, June 13, 1966.

"Temporary deferment of such students should be based in each individual case on the local board's determination as to whether or not the registrant's activity in study is essential to the national interest at this time." Michigan, no file number, June 23, 1966.

"Any registrant enrolled in a vocational, technical, business, trade school, or any institution of learning below the college or university degree granting level, need not take the College Qualification Test for the purpose of obtaining or continuing in class II-S \* \* \*. Submission of SSS form 109 or 109-A indicating the registrant is a full-time student making normal progress toward completion of a prescribed course of instruction is sufficient information to consider the registrant for deferment as a student." Minnesota, memorandum No. 4-9.7, April 12, 1966.

"Students who are enrolled in a vocational, trade, or business school which is a public institution, or, if private, has the approval of the State

department of education or this headquarters, and who are pursuing a course of study found by local boards to be necessary to the national health, safety, or interest, may be deferred in class II-S, provided the school certifies that they are currently enrolled and are making satisfactory progress, the length of the course, and when they may be expected to finish." Mississippi, Local Board Advice No. 174, June 10, 1966.

"This headquarters recommends that local boards defer students in business and trade schools to complete the course in which they are enrolled if they are reached for induction while they are satisfactorily pursuing a full-time course at such school." Nebraska, Administrative Bulletin No. 47, May 24, 1966.

"A registrant may be termed an undergraduate student and eligible for consideration for classification in class II-S when he qualifies for such classification by meeting the criteria as established in Operations Bulletin No. 296: \* \* \* (2) a person engaged in a course of study on a full-time basis in a trade school, business school, or similar institution who will receive a certificate or diploma upon successful completion of an established program of study. The first year of study considered as beginning in September, following registrant's graduation from high school." New Jersey, Local Board Memorandum No. 357, September 21, 1966.

Identical language is in Pennsylvania Local Board Advice No. B-7-2, August 31, 1966.

"In considering deferment for business or commercial college students, we recommend generally that you grant deferments in the case of full-time students at those schools which have agreed to abide by standards set by the Texas Association of Commercial Colleges or other known reliable business colleges \* \* \*. A registrant cannot [emphasis in original] be placed in class I-S (C) if he is a student in a business or commercial college, or a trade or vocational school." Texas, State Director's Advice to Local Boards (No. 525) May 13, 1966.

"Section 1622.25(a) provides ample authority for class II-A deferment of students who are enrolled in technical, vocational, business, and other trade schools. Local boards are encouraged to give serious consideration to class II-S deferment for any such registrant who demonstrates to the board's satisfaction that he is a competent student and making normal progress. Students enrolled in this type of school do not qualify for a I-S classification." Wisconsin, WSS 140.9, September 30, 1966.

"Registrants attending technical schools and trade schools will not qualify for a II-S classification unless the school is considered a college, university, or similar institution of learning. This means that the registrant must be a candidate for a degree or the courses offered must be acceptable for credit toward a degree by a college." New York, Administrative Memorandum No. 4, June 20, 1966.

#### ADVICE FROM STATE HEADQUARTERS ON OTHER KINDS OF DEFERMENTS

Advice from state headquarters to local boards in 1966 concerning deferments other than student deferments was not as frequent and covered a wide variety of subjects. Perhaps because advice was not as frequent and

perhaps also because other areas were not changing as much as student deferment policy disagreement among states was not as common. But it existed. In the area of teacher deferments, for example, the instructions given below obviously differ.

“An appropriate time for an individual to fulfill his military obligation should be upon the completion of his educational goals. No consideration should be given unless the local board is convinced that he is accepting a teaching job in a ‘critical’ area and proof has been made that no replacements are available.” Illinois State Memorandum No. 6-2c, revised July 1, 1966.

“It is recommended that all teachers be considered for deferment to complete the first year of teaching.” New York Operations Circular No. 104, amended August 15, 1966.

It was also clear that a man ordered for induction who produced a certificate testifying that his wife was pregnant would be treated differently in different states.

“Effective this date, an order to report for induction shall not be canceled when a registrant submits a pregnancy statement. If the pregnancy statement is submitted prior to the issuance of the order to report for induction the registrant is entitled to consideration for class III-A.” Illinois State Memorandum No. 9-8, Revised August 19, 1966.

“If a registrant who has received an order to report for induction presents evidence in the form of a certificate signed by a physician stating that his wife is pregnant and the probable delivery date of the child, the local board shall postpone the induction of the registrant and prepare the usual postponement of induction (SSS Form No. 264) and cite therein as authority for its action ‘State Headquarters Memorandum No. 64.’” New Mexico State Headquarters, Memorandum No. 64, May 25, 1966.

“On the assumption that there has been some contact or activity in a registrant’s case within a reasonable period prior to the issuance of an order to report for induction, whereby the individual would have been alerted to the need of reporting any change in status, it will no longer be the policy of this office to cancel the order based on the subsequent receipt of a pregnancy certificate.” Missouri, memo to all local boards, November 16, 1966.

To these specific examples of inconsistency and disagreement should be added a brief general comment. A review of the memoranda and bulletins shows that where one state headquarters gives quite specific and detailed advice, another gives general instructions. Indeed, where one state headquarters sends advice another may choose to remain silent. This point is made because what state headquarters do not tell their local boards may be as important as what they do tell them. And what the state headquarters do not say, as well as what they do say, varies from state to state.

TABLE 6.1.—*Number of memoranda and other directives from state directors to local boards, January through September 1966*

State	Subject of memoranda		
	Administrative and other	Manpower procurement	Deferment policy
Alabama.....	22	10	1
Arizona.....	3	3	1
Arkansas.....	8	20	6
Colorado.....	1	1	.....
Connecticut.....	2	1	.....
Delaware.....	3	6	.....
Florida.....	11	37	3
Georgia.....	16	32	1
Hawaii.....	10	23	3
Idaho.....	49	42	5
Illinois.....	19	30	8
Indiana.....	35	48	5
Iowa.....	5	8	5
Kansas.....	14	14	5
Kentucky.....	40	35	5
Louisiana.....	28	15	2
Maryland.....	12	13	.....
Massachusetts.....	9	11	1
Michigan.....	37	34	3
Minnesota.....	17	20	5
Mississippi.....	15	17	1
Missouri.....	22	17	8
Montana.....	2	5	.....
Nebraska.....	.....	4	2
Nevada.....	27	25	7
New Hampshire.....	5	4	3
New Jersey.....	19	30	2
New Mexico.....	27	37	6
New York.....	53	28	13
North Carolina.....	24	29	8
North Dakota.....	20	50	3
Ohio.....	47	36	2
Oklahoma.....	13	33	7
Oregon.....	15	35	7
Pennsylvania.....	57	58	6
Puerto Rico.....	2	1	.....
Rhode Island.....	1	.....	.....
South Dakota.....	22	.....	2
Tennessee.....	17	50	5
Texas.....	67	59	5

TABLE 6.1.—*Number of memoranda and other directives from state directors to local boards, January through September 1966—Continued*

State	Subject of memoranda		
	Administrative and other	Manpower procurement	Deferment policy
Utah.....	2	7	5
Vermont.....	27	22	.....
Virginia.....	41	40	6
Washington.....	44	18	3
West Virginia.....	7	5	2
Wisconsin.....	3	11	5
Wyoming.....	29	42	6
Miscellaneous.....	98	13	.....
Total.....	1,047	1,045	173

Source: Analysis of copies of state directors' memoranda furnished by the Selective Service System to the Commission.



## Section VII

### *Opinions of Local Board Members*

A brief questionnaire was distributed to each of the more than 4,080 local boards to get the views of board members on the operation of the Selective Service System, the problems they faced in routine operation, and their suggestions for change and improvement in the system. Local board members were asked to respond as a group rather than individually, so that the replies reported are for each board as a whole, rather than for individual board members.

Each local board received a questionnaire with a covering letter from General Hershey asking the board to complete the questionnaire and return it to the National Advisory Commission on Selective Service (a copy of the questionnaire and cover letter is on pages 188–196 of this section). Even though less than a month was provided for receipt of replies, 3,843 usable completed questionnaires were received, 94 percent of the total that were distributed.

Nonrespondents were not heavily concentrated in any one state, or in small boards or large boards; no important nonresponse biases were identified.

The responses of the board members to each question are summarized in the following tables. The first table (7.1) indicates the amount of contact between local boards and state headquarters during the past year on classification matters, which varies widely from 9 percent of all boards which reported no consultation with the state on classification matters, up to 7 percent which reported more than 50 contacts.

Most of the local boards expect to have to reclassify some men who now have deferments into I–A. (See table 7.2.) These pressures are felt to about the same degree in large and in small boards, but are felt more in rural than in urban boards.

There is substantial agreement among board members about which classification categories of men should be reclassified I–A, if reclassification is necessary. By a wide margin they prefer to have men in I–Y (men who would meet standards for service only in a national emergency) reclassified into I–A. (Reclassification of I–Y registrants would entail lowering of standards and is, therefore, a Defense Department decision, out of the hands of the local boards.) Students are ranked second, persons with occupational deferments are ranked third, and persons with hardship deferments are ranked last in the order in which local board members would reclassify registrants into I–A. (Table 7.3.) There is a great deal of similarity in the rankings made by the members of large and small boards, and in metropolitan and nonmetropolitan boards, although there is some tendency for

nonmetropolitan board members to want to reclassify men with occupational deferments into I-A sooner than boards in large cities.

Local board members were also asked to indicate which classifications were most difficult to judge. On this item there was a big difference between metropolitan and nonmetropolitan boards. For the metropolitan boards, conscientious objector decisions were most difficult, followed by hardship. Nonmetropolitan boards, however, found student and hardship deferments the most difficult. It seems likely that conscientious objector decisions create few problems for many rural boards because they very rarely encounter conscientious objector cases. (See table 7.4.)

Each board was asked to indicate the number of classifications and reclassifications made during the month of September 1966 (table 7.5) and the percent of these that were virtually automatic (table 7.6). The boards did not interpret this question in the same way, for about 17 percent reported that 90 percent or more of the classifications were automatic (a figure that was confirmed by some of the interviews with board members) while another 7 percent reported that less than 10 percent of their classifications were virtually automatic. This latter group is probably emphasizing their legal responsibility more than the former group, although this may also reflect real differences in the experience and competence of the clerks and different patterns of operation in different boards. On the basis of visits to boards and discussions by staff members with clerks and board members, the evidence indicates that a fairly high percent of all classifications are routine and require very little local board deliberation.

Board members were also asked to indicate whether or not they wanted more specific policy guidance. Nearly 46 percent of the boards wanted more specific guidance on occupational deferments, 40 percent wanted more specific guidance on student deferments, and 29 percent wanted more specific guidance on hardship deferments (table 7.7). While metropolitan boards were more likely to want more guidance than nonmetropolitan ones, the differences were not very large. Less than 5 percent of the boards felt that they received too much guidance from state and national headquarters.

Board members feel that consistency in judgment is very important, even if it is necessary to overlook individual differences (table 7.8).

Board members were asked to rate the importance of several factors in deciding about hardship and student deferments. There was substantial agreement among different boards about which factors were most important, but there were also differences (tables 7.9 and 7.10). In the area of agreement, most boards thought that provision of complete information for the records was very important. In the area of disagreement, about 24 percent of the boards thought that whether or not a student is working constituted a very important factor in deciding about his deferment, while 23 percent thought it should not be considered at all.

Twenty-one percent of the board members thought the level of draft calls (the number of men being drafted) should be an important consideration in determining hardship deferments, while another 36 percent did not believe this factor should be considered at all.

While the Commission found no state or national directives that students in one field should have preference for deferment over students in another

field, a substantial minority (34 percent) of local board members believe that field of study is a very important factor to consider in granting a student deferment; only 16 percent of the board members believe it should not be considered at all. There is also a wide variation in the opinions of board members about which students should have preference for deferments if a choice has to be made. Some boards would reclassify graduate students first, others would consider them last. Generally, boards would not take medical or engineering students ahead of psychology students or students in a vocational program, but there are exceptions to any of these generalizations.

Four of the questions gave local board members an opportunity to write in their own ideas and opinions. In response to the question about elimination of deferments, about 60 percent of the local boards provided a wide variety of responses. About 5 percent of the respondents either favored elimination of all deferments or universal military training. The remainder of responses either favored eliminating or changing some specific type of deferment. Only about 6 percent of boards responding thought that there should be additional categories of deferment, and most of these were extensions of existing categories.

	Percent of all responses specifying elimination of deferment	Percent of responses which mentioned the deferment category
Student deferment . . . . .	1.0	27.8
Occupational . . . . .	1.0	16.5
I-Y eligible in national emergency . . . . .	1.1	13.7
Hardship deferments . . . . .		10.0
Conscientious objectors . . . . .	1.1	8.8
National Guard and Reserve . . . . .	.9	7.1
UMT or eliminate all . . . . .	5.0	5.0
Other and miscellaneous . . . . .		10.0

About 92 percent of all boards responding gave some comment about the aspects of deferment policy that had given them the most difficulty. Students were mentioned about twice as much as any other category. Occupational and hardship deferments were also mentioned by a substantial percent of all boards. A substantial fraction of all the comments, 20 to 35 percent, indicated a need for clearer or more specific directives, a majority of the remainder dealt with administrative matters (“Couldn’t get complete information from colleges about their students, etc.”).

Approximately 60 percent of the boards also responded to the question of the need for new selective service policies.

Of those responding, about 23 percent made recommendations (usually to “tighten up”) in the area of deferments.

Another 15 percent of the recommendations dealt with induction practices, quotas, etc.

About 13 percent dealt with physical, mental, and moral standards for service.

About 20 percent dealt with administration of local boards and miscellaneous general administration problems.

The remainder dealt with other recommendations on Reserves, National Guard, and a variety of other topics.

TABLE 7.1

Question: "Did you consult with state headquarters about the classification of any cases during the last fiscal year? (If "yes," approximately how many? Give your best estimate if records are not available.)

Number	Percent distribution		
	Total	Metro-politan boards	Nonmetro-politan boards
None.....	9.2	11.3	8.1
1-10.....	50.8	38.1	57.5
11-20.....	17.8	16.0	18.8
21-30.....	8.7	10.4	7.8
31-40.....	3.4	4.7	2.7
41-50.....	3.1	5.3	1.9
Over 50.....	7.0	14.2	3.2
Total.....	100.0	100.0	100.0

Source: Responses to Commission's special questionnaire to local boards (see pp. 188-196 of sec. VII of appendix.)

TABLE 7.2

Question: "If the conflict in Vietnam continues for the next year do you think your local board will have to reclassify some men who are now deferred into I-A, or will the men becoming 19 be adequate to meet the larger calls that are currently being made?"

Response	Number of boards responding	Percent
Will probably have to reclassify some men into I-A.....	2,969	77.3
Uncertain.....	621	16.1
Normal increase in I-A's will probably be adequate.....	237	6.2
No response.....	16	.4
Total.....	3,843	100.0

Source: See table 7.1.

TABLE 7.3

Question: "If you do have to reclassify some men, and if you did not receive specific instructions from state or national headquarters, which of the following sources of additional personnel do you think should be considered first?"

Response	Total	Ranking					
		1st	2d	3d	4th	Last	No response
<b>Students:</b>							
Number responding . . . . .	3, 842	566	1, 480	1, 055	446	92	203
Percent . . . . .	100. 0	14. 7	38. 5	27. 5	11. 6	2. 4	5. 3
<b>Men in I-Y who might qualify for limited service:</b>							
Number responding . . . . .	3, 843	2, 749	603	232	76	7	176
Percent . . . . .	100. 0	71. 5	15. 7	6. 0	2. 0	. 2	4. 6
<b>Persons with occupational deferments:</b>							
Number responding . . . . .	3, 843	161	1, 222	1, 646	549	53	212
Percent . . . . .	100. 0	4. 2	31. 8	42. 8	14. 3	1. 4	5. 5
<b>Persons with hardship deferments:</b>							
Number responding . . . . .	3, 835	20	202	550	2, 295	487	281
Percent . . . . .	100. 0	. 5	5. 3	14. 3	59. 9	12. 7	7. 3
<b>Other (a write-in category):</b>							
Number responding . . . . .	3, 842	200	198	130	158	606	2, 549
Percent . . . . .	100. 0	5. 2	5. 2	3. 4	4. 1	15. 8	66. 3

Source: See table 7.1.

TABLE 7.4.—Percent indicating each rank on the question: “Please rank the following classifications in order of difficulty of judgment they create for the board”

Classification and type of board	Most difficult—rank 1	Rank 2	Rank 3	Rank 4	Least difficult—rank 5
<b>III-A (hardship):</b>					
Total . . . . .	27.6	19.7	17.6	19.1	16.0
Metropolitan . . . . .	33.6	27.1	16.7	14.0	8.7
Nonmetropolitan . . . . .	24.4	15.7	18.0	21.9	19.9
<b>II-S (student):</b>					
Total . . . . .	22.8	21.3	23.4	22.9	9.6
Metropolitan . . . . .	19.2	19.9	26.7	25.1	9.1
Nonmetropolitan . . . . .	24.7	22.0	21.6	21.7	9.9
<b>II-C (agricultural):</b>					
Total . . . . .	8.8	14.7	18.0	23.5	35.1
Metropolitan . . . . .	2.5	6.1	11.0	22.5	57.9
Nonmetropolitan . . . . .	12.0	19.2	21.6	24.0	23.2
<b>II-A (occupational):</b>					
Total . . . . .	15.9	35.7	30.4	14.9	3.1
Metropolitan . . . . .	10.9	35.6	33.2	17.3	3.0
Nonmetropolitan . . . . .	18.6	35.8	28.9	13.6	3.2
<b>I-O (conscientious objector):</b>					
Total . . . . .	26.8	10.3	11.5	18.9	32.5
Metropolitan . . . . .	35.1	12.8	13.4	21.1	17.6
Nonmetropolitan . . . . .	22.2	8.9	10.4	17.7	40.7

Source: See table 7.1.

TABLE 7.5

Question: "Some cases are virtually automatic from the regulations or other facts, and others require more consideration. In your September 1966 board meeting, how many men did you classify or reclassify?"

Number classified or reclassified	Number of local boards					
	Classifications			Reclassifications		
	Total	Metro-politan	Non-metro-politan	Total	Metro-politan	Non-metro-politan
Less than 20.....	1, 224	157	1, 067	227	24	203
20 to 49.....	1, 072	353	719	593	36	557
50 to 99.....	630	322	308	903	131	772
100 to 199.....	380	203	177	943	374	569
200 to 299.....	151	94	57	481	297	184
300 to 399.....	76	55	21	230	154	76
400 to 499.....	43	33	10	125	100	25
500 to 599.....	29	22	7	71	56	15
600 and over.....	46	40	6	126	110	16
<b>Total.....</b>	<b>3, 651</b>	<b>1, 279</b>	<b>2, 372</b>	<b>3, 699</b>	<b>1, 282</b>	<b>2, 417</b>
	Percent distribution					
Less than 20.....	33. 5	12. 3	45. 0	6. 1	1. 9	8. 4
20 to 49.....	29. 4	27. 6	30. 3	16. 1	2. 8	23. 1
50 to 99.....	17. 3	25. 2	13. 0	24. 4	10. 2	31. 9
100 to 199.....	10. 4	15. 9	7. 4	25. 5	29. 2	23. 6
200 to 299.....	4. 1	7. 4	2. 4	13. 0	23. 1	7. 6
300 to 399.....	2. 1	4. 3	. 9	6. 2	12. 0	3. 1
400 to 499.....	1. 2	2. 6	. 4	3. 4	7. 8	1. 0
500 to 599.....	. 8	1. 7	. 3	1. 9	4. 4	. 6
600 and over.....	1. 2	3. 0	. 3	3. 4	8. 6	. 7
<b>Total.....</b>	<b>100. 0</b>	<b>100. 0</b>	<b>100. 0</b>	<b>100. 0</b>	<b>100. 0</b>	<b>100. 0</b>

Source: See table 7.1.

TABLE 7.6

Question: "What percent of classifications are virtually automatic?"

Percent interval	Total			Lowest quartile in number of classifications			Highest quartile in number of classifications		
	Total	Metro-politan	Non-metro-politan	Total	Metro-politan	Non-metro-politan	Total	Metro-politan	Non-metro-politan
0 to 9. . . . .	7.5	9.8	6.2	6.6	18.9	5.8	10.6	12.1	7.5
10 to 19. . . . .	8.2	8.8	7.7	5.6	13.5	5.4	11.4	11.2	11.6
20 to 29. . . . .	9.3	9.4	8.9	7.0	2.7	7.2	12.2	11.3	13.6
30 to 39. . . . .	11.6	11.5	11.6	10.0	8.1	10.1	11.7	11.0	12.7
40 to 49. . . . .	10.4	10.0	10.8	9.1	2.7	9.2	10.9	8.8	15.6
50 to 59. . . . .	9.9	10.2	9.8	11.1	10.8	11.0	9.2	10.3	7.3
60 to 69. . . . .	8.6	9.7	7.9	10.3	13.5	10.1	6.4	7.6	3.9
70 to 79. . . . .	8.1	7.7	8.5	9.5	8.2	10.0	6.7	6.7	6.9
80 to 89. . . . .	9.2	8.4	9.9	10.6	13.5	10.5	7.6	7.5	8.5
90 to 99. . . . .	17.2	14.5	18.7	20.2	8.1	20.7	13.3	13.5	12.4
Total. . . . .	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Source: See table 7.1.

TABLE 7.7

Question: "In deciding about deferments, would you prefer more specific state and national directives, less specific directives, or do you feel the amount of guidance provided to local boards is about right?"

Response	Student deferments	Hardship deferments	Occupational deferments
Would like more specific policies:			
Number responding . . . . .	1,524	1,104	1,758
Percent . . . . .	39.7	28.7	45.8
Present situation is about right:			
Number responding . . . . .	2,019	2,467	1,798
Percent . . . . .	52.5	64.2	46.8
Would like fewer directives:			
Number responding . . . . .	178	125	151
Percent . . . . .	4.6	3.3	3.9
No response . . . . .	121	145	135
Percent . . . . .	3.2	3.8	3.5
Total . . . . .	3,842	3,841	3,842
Percent . . . . .	100.0	100.0	100.0

Source: See table 7.1.



TABLE 7.9

Question: "In considering hardship deferments for men who are not fathers, how much consideration does your board give to each of the following factors?"

Factor	Very important	Fairly important	Not very important	Should not be considered at all	No response	Total
a. The number of dependents.	2,633	899	236	53	22	3,843
Percent . . . . .	68.5	23.4	6.1	1.4	.6	100.0
b. The total amount of income the person is supplying to the dependent. . . . .	2,807	773	189	47	27	3,843
Percent . . . . .	73.1	20.1	4.9	1.2	.7	100.0
c. Closeness of the dependent relationship (i.e., mother, father, uncle, nephew, etc.) . . . . .	2,489	892	346	88	28	3,843
Percent . . . . .	64.8	23.2	9.0	2.3	.7	100.0
d. Whether or not there are other persons who might support the dependents, and whether or not the dependents have other income. . . . .	3,382	373	47	18	23	3,843
Percent . . . . .	88.0	9.7	1.2	.5	.6	100.0
e. Can the registrant support the dependents with allotment from Armed Forces. . . . .	2,342	1,020	314	130	37	3,843
Percent . . . . .	60.9	26.5	8.2	3.4	1.0	100.0
f. The length of time the person has been supporting the dependents. . . . .	2,033	1,018	613	151	28	3,843
Percent . . . . .	52.9	26.5	16.0	3.9	.7	100.0
g. Extent to which the registrant can document the conditions of dependence. . . . .	3,145	539	114	18	27	3,843
Percent . . . . .	81.8	14.0	3.0	.5	.7	100.0
h. The number of men who are being called. . . . .	806	721	881	1,399	36	3,843
Percent . . . . .	21.0	18.8	22.9	36.4	.9	100.0

Source: See table 7.1.

TABLE 7.10

Question: "In the classification and reclassification of students into I-A, how much weight is your board giving to each of the following factors at the present time?"

Factor	Of great importance	Fairly important	Not very important	Should not be considered at all	No response	Total
a. Level of student (i.e., freshman, sophomore, junior, senior).....	1,413	993	803	568	66	3,843
Percent.....	36.7	25.8	21.0	14.8	1.7	100.0
b. Field of study (i.e., science, humanities, education, medicine, engineering, social work).....	1,304	928	907	629	74	3,842
Percent.....	33.9	24.2	23.6	16.4	1.9	100.0
c. Class standing of student..	2,648	775	232	121	66	3,842
Percent.....	68.9	20.2	6.0	3.2	1.7	100.0
d. Student's test scores.....	1,963	1,095	491	216	77	3,842
Percent.....	51.1	28.5	12.8	5.6	2.0	100.0
e. Number of years the student has been deferred....	1,988	1,057	486	250	60	3,841
Percent.....	51.8	27.5	12.6	6.5	1.6	100.0
f. Whether or not the program the student is in leads to a degree or not....	2,040	906	578	255	62	3,841
Percent.....	53.1	23.6	15.1	6.6	1.6	100.0
g. Whether or not the college has furnished complete information on grades and test scores about the student.....	2,973	506	204	95	64	3,842
Percent.....	77.4	13.2	5.3	2.5	1.6	100.0
h. Age of student.....	1,174	1,148	960	497	62	3,842
Percent.....	30.6	29.9	25.0	12.9	1.6	100.0
i. Whether the student is a graduate student or an undergraduate student....	1,436	1,190	808	342	65	3,841
Percent.....	37.4	31.0	21.0	8.9	1.7	100.0
j. Whether the student is supporting himself by working in college.....	902	977	944	898	71	3,842
Percent.....	23.5	25.4	25.9	23.4	1.8	100.0

Source: See table 7.1.



Information about Selective Service

The following information about the operation of local boards will be used by the National Advisory Commission on Selective Service. The information will be used for statistical purposes only, and no draft board or individual will be specifically identified.

Please complete the questionnaire as promptly as possible, but in no case later than October 24, 1966.

The questionnaire should be completed by the draft board as a group. These questions should require no more than 30 to 45 minutes to complete. Ignore the small numbers beside the boxes -- they will be used in processing the questionnaires.

Local Board Number \_\_\_\_\_ State \_\_\_\_\_

- 1. Did you consult with State Headquarters about the classification of any cases during the last fiscal year?

Yes  No

(If "yes," approximately how many? Give your best estimate if records are not available.) \_\_\_\_\_

- 2. If the conflict in Viet Nam continues for the next year do you think your local board will have to reclassify some men who are now deferred into I-A, or will the men becoming 19 be adequate to meet the larger calls that are currently being made? (Check one.)

Will probably have to reclassify some men into I-A  1  
Uncertain  2  
Normal increase in I-A's will probably be adequate  3

3. If you do have to reclassify some men, and if you did not receive specific instructions from State or National Headquarters, which of the following sources of additional personnel do you think should be considered first? (Rank the first group "1," second "2" and so on.)

Students	<input type="checkbox"/>
Men in I-Y who might qualify for limited service	<input type="checkbox"/>
Persons with occupational deferments	<input type="checkbox"/>
Persons with hardship deferments	<input type="checkbox"/>
Other (Specify) _____	<input type="checkbox"/>
_____	

4. Please rank the following classifications in order of difficulty of judgment they create for the Board. (Rank the most difficult category "1", next most difficult "2" and so on down to "5" for the easiest. We want to know which kind of classification presents the most difficulties of judgment.)

III-A	<input type="checkbox"/>
II-S	<input type="checkbox"/>
II-C	<input type="checkbox"/>
II-A	<input type="checkbox"/>
I-0	<input type="checkbox"/>

5. Some cases are virtually automatic from the regulations or other facts, and others require more consideration. In your September 1966 Board meeting, how many men did you classify or reclassify?

Classify? \_\_\_\_\_

Reclassify? \_\_\_\_\_

How many of these were virtually automatic? \_\_\_\_\_

6. In deciding about deferments, would you prefer more specific State and National directives, less specific directives, or do you feel the amount of guidance provided to local boards is about right? (Check one for each type of deferment.)

	<u>Student deferments</u>	<u>Hardship deferments</u>	<u>Occupational deferments</u>
Would like more specific policies	<input type="checkbox"/> <sup>1</sup>	<input type="checkbox"/> <sup>1</sup>	<input type="checkbox"/> <sup>1</sup>
Present situation is about right	<input type="checkbox"/> <sup>2</sup>	<input type="checkbox"/> <sup>2</sup>	<input type="checkbox"/> <sup>2</sup>
Would like fewer directives	<input type="checkbox"/> <sup>3</sup>	<input type="checkbox"/> <sup>3</sup>	<input type="checkbox"/> <sup>3</sup>

7. Do you think that local boards should be consistent in their judgment, even if it occasionally means that a registrant with a borderline claim to deferment must be denied?

Agree strongly <sup>1</sup>

Somewhat agree <sup>2</sup>

Somewhat disagree <sup>3</sup>

Disagree strongly <sup>4</sup>

8. In your opinion are there some kinds of deferments that should be eliminated or changed to make the draft fairer? If so, what are they?

Yes       No      (List: \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_ .)

9. In your opinion are there any groups of persons who are not deferred now who should be?

Yes       No      (List: \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_ .)

10 . In considering hardship deferments for men who are not fathers, how much consideration does your Board give to each of the following factors:

Factors	Very important	Fairly important	Not very important	Should not be considered at all
a. The number of dependents	<input type="text"/> 1	<input type="text"/> 2	<input type="text"/> 3	<input type="text"/> 4
b. The total amount of income the person is supplying to the dependent	<input type="text"/> 1	<input type="text"/> 2	<input type="text"/> 3	<input type="text"/> 4
c. Closeness of the dependent relationship (i.e, mother, father, uncle, nephew, etc.)	<input type="text"/> 1	<input type="text"/> 2	<input type="text"/> 3	<input type="text"/> 4
d. Whether or not there are other persons who might support the dependents, and whether or not the dependents have other income	<input type="text"/> 1	<input type="text"/> 2	<input type="text"/> 3	<input type="text"/> 4
e. Can the registrant support the dependents with allotment from Armed Forces	<input type="text"/> 1	<input type="text"/> 2	<input type="text"/> 3	<input type="text"/> 4
f. The length of time the person has been supporting the dependents	<input type="text"/> 1	<input type="text"/> 2	<input type="text"/> 3	<input type="text"/> 4
g. Extent to which the registrant can document the conditions of dependence	<input type="text"/> 1	<input type="text"/> 2	<input type="text"/> 3	<input type="text"/> 4
h. The number of men who are being called	<input type="text"/> 1	<input type="text"/> 2	<input type="text"/> 3	<input type="text"/> 4

11 . In the classification and reclassification of students into I-A, how much weight is your Board giving to each of the following factors at the present time? (Check one choice for each factor.)

Factor	Of great importance	Fairly important	Not very important	Should not be considered at all
a. Level of student (i.e., Freshman, Sophomore, Junior, Senior)	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
b. Field of study (i.e., science, humanities, education, medicine, engineering, social work)	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
c. Class standing of student	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
d. Student's test scores	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
e. Number of years the student has been deferred	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
f. Whether or not the program the student is in leads to a degree or not	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
g. Whether or not the college has furnished complete information on grades and test scores about the student	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
h. Age of the student	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
i. Whether the student is a graduate student or an undergraduate student	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
j. Whether the student is supporting himself by working in college	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4

Now go back and make a double check in the factor you consider MOST important.

12. If a choice among students is necessary, in what order should the following groups of students be reclassified into I-A. Assume that the students are similar in other respects. (Place "1" in box of group that should be put in I-A first; "2" in box of group that should be put into I-A second; and so on. If two groups are about equal, they can be given the same rank.)

- |   |                      |
|---|----------------------|
| Graduate students   | <input type="text"/> |
| Students who were in the bottom half of their class in grades and who made below average scores on the recent tests   | <input type="text"/> |
| Students who did not have transcripts of grades or test scores sent to the draft board, but who were certified as making satisfactory progress by their college | <input type="text"/> |
| Freshmen who had completed less than a year of college, and were in the bottom half of their class  | <input type="text"/> |
| Engineering students in the bottom half of their class  | <input type="text"/> |
| Medical students in the bottom half of their class  | <input type="text"/> |
| Psychology students in the bottom half of their class   | <input type="text"/> |
| Students in a vocational program that does not lead to a college degree   | <input type="text"/> |

- 13 . In considering who should be deferred in any of the classifications, what aspects of the current policies and procedures have given you the most difficulty? (Please specify: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_ .)

14. Do you think any changes in current draft board policies are needed?

Yes     No

(If "yes," please specify: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_.)

-----  
CHECK TO SEE THAT YOU HAVE COMPLETED ALL THE ITEMS. PLACE THE QUESTIONNAIRE IN THE ENVELOPE AND MAIL IT. THANK YOU VERY MUCH FOR YOUR COOPERATION.

(NACSS/9-66)

GSA DC 67-5223

## Section VIII

### *Illustrative Estimates of the Workload of a Modified Selective Service System*

In order to illustrate the feasibility of proposed changes in the organization of the Selective Service System, the staff of the Commission prepared estimates of the workload of each area office, which are outlined below. It must be emphasized that these illustrations are based on the assumption that the Commission's recommendations about deferments, exemptions and the age of induction would be applied. It also assumes adoption of the Commission's recommendations about reorganization of the System and consolidation of the more than 4,080 local boards into possibly 300 to 500 local area offices and the use of automatic data-processing equipment by each office, region, national headquarters, and Armed Forces Examining and Entrance Station. The organization chart on page 33 of the report shows the recommended organization of the System. The recommendation for reorganization would provide a local area office and local board for each of the 231 Standard Metropolitan Statistical Areas of the United States (a Bureau of the Budget definition) and additionally one for each city of 25,000 or over (there are 149 of these outside the Standard Metropolitan Statistical Areas).

There would be at least one office in each state or territory. In very large metropolitan areas like New York, Chicago, Los Angeles, Philadelphia, Detroit, and Washington additional local area offices might also be established. This is the reasoning behind the range estimate of 300 to 500.

#### WORKLOAD IN THE PRESENT SYSTEM

At present, reclassifications are about four-fifths of the workload of the Selective Service System, and initial classifications are about one-fifth the workload. While it is impossible to make a precise determination of how much the recommendations of the Commission would reduce the average number of reclassifications, a rough estimate would be that initial classifications might be one-fourth to one-third of the workload, and reclassifications would be two-thirds to three-fourths the workload. In fiscal 1966 the boards in New York City performed about 57,000 classifications and reclassifications per million population per year. Under the proposals for limited deferment and youngest first service, this might be reduced to 40,000 to 50,000 classifications and reclassifications per million population per year.

The workloads below have been estimated for an area with a million population; estimates for local area offices (and local boards) serving more or fewer persons can be estimated by dividing or multiplying by the population of the area.

1. For each million population there would be between 9,000 and 11,000 men reaching age 18 and initially registering.

2. If men remained as active registrants until their 26th birthday, there would be an average of about 80,000 registrants per million population. If registrants' records followed them, there would be considerable variation because of the tendency of young men to move from rural to urban areas.

If men remained as registrants until their 35th birthday, there would be 150,000–175,000 registrants in a local area office serving a million population. This range would be somewhat lower in rural areas and somewhat higher in urban areas.

3. There would be about 45,000–50,000 changes of address of registrants each year, and about one-fourth that number of movements of registrants between local area offices each year (see table 8.1).

4. There are estimated to be between 500 and 1,000 classifications per year that would be appealed to the attention of the local board.

5. There would be between 3,500–5,000 inductions and enlistments combined each year from the eligible registrants; this estimate would, of course, vary with force levels and rate of change in the size of the Armed Forces.

#### PROJECTED ANNUAL REQUIREMENTS FOR NEW ENTRANTS INTO MILITARY SERVICE

Tables 8.2 and 8.3 show the average number of new enlistees, draftees, and nonprior service officer accessions from civilian life who would be required each year under hypothetical active military strength levels, ranging from 2.0 to 3.5 million. Major assumptions for these estimates were:

1. A continuation of the draft authority and of past and present experience in the proportion of each age group who will volunteer.

2. Maintenance of military strength for a period of years at an assumed stable level, e.g., 2.0 million, 2.5 million, 3.0 million, 3.5 million. (Note that in a period of rising strength annual requirements would exceed those for the "stable level" and vice versa.)

3. A rising turnover rate, and—therefore—proportionately higher annual requirements for new personnel at each higher strength level. This results from: (a) Increased requirements for 2-year draftees, as total accessions increase; (b) increased entries of "draft-motivated" volunteers with low career-retention potential; and (c) increased relative requirements for the Army and Marine Corps under strength levels such as 3.0 million or higher, as evidenced by recent experience.

4. For estimating purposes, the number of women in active military service and of annual entries of women into service has been assumed to be consistent at these alternative strength levels.

Table 8.3 shows the proportion of qualified 18-year-olds who would be required for service (at some age before expiration of their service liability) under the alternative strength levels. The average number of 18-year-old males in the period 1970–75 has been used as a population basis for this purpose. Two possible levels of disqualification rates have been assumed: An overall rate of 33 percent, consistent with standards in effect in June 1966 and a lower rate of 25 percent, which might be attained under the announced Department of Defense program of qualifying large numbers of additional young men for service in future years.

TABLE 8.1.—*Estimated percent of registrants in each local area office who would change addresses or who would move out of the area office each year*

Age	Changes of address (percent)	Changes of local area office (percent)
18 to 19.....	21.6	5.9
20 to 21.....	38.2	10.2
22 to 24.....	48.6	14.2

Source: Based on information in U.S. Census Current Population Reports, series P-20, No. 150, April 1966. Changes of address are estimated to equal the number of persons moving from one house to another. Changes of local area office assume all interstate migrants and ½ of intercounty within-state migrants would move among local area offices.

TABLE 8.2.—*Estimated annual number of initial entrants to active military service required to maintain hypothetical strength levels*

[In thousands]

Total strength	Total	Enlisted personnel			Officers
		Total	Enlistees	Draftees	
2,000.....	325	303	303	.....	22
2,500.....	485	452	373	79	33
3,000.....	650	609	450	159	41
3,500.....	859	812	505	307	47

Source: Department of Defense.

TABLE 8.3.—*Estimated percent of qualified men of military service age required for military service under alternative strength levels*

[Numbers in thousands]

	Active military strength level			
	2,000	2,500	3,000	3,500
Average number of 18-year-olds, 1970-75.....	2,060	2,060	2,060	2,060
Qualified for service:				
33 percent rejection rate.....	1,380	1,380	1,380	1,380
25 percent rejection rate.....	1,540	1,540	1,540	1,540
Required for military service (including reserve) <sup>1</sup> .....	460	610	780	990
Required, as percent of qualified:				
33 percent rejection rate.....	33	44	56	72
25 percent rejection rate.....	29	40	50	64

<sup>1</sup> Assumes about 130,000 annual non-prior-service enlistments into the reserve components, under programs providing for 4-12 months' active duty training.

Source: Department of Defense.



## Section IX

### *Information on Persons Rejected for Military Service*

The Commission noted with deep concern the statistics on the number of young men who do not meet the Department of Defense's standards for military service, and reviewed carefully the extent and nature of the problem, and the steps which have been taken to deal with it.

The overall proportion of men who have been found unqualified for military service is shown in table 9.1 for two age groups that had completed the age of liability for induction in 1964. These show that rejection was at a low level (20–22 percent) during the Korean conflict when manpower needs were high, and rose to 27–29 percent for the group who entered service in the mid-1950's. A further rise (not shown in the table) in rejection rates occurred in the early 1960's when 30–32 percent of the age group was disqualified. While these figures are estimates based on samples, they represent the range of fluctuation in standards.

These tables show that standards for entry into military service fluctuate as military manpower needs fluctuate. Men with limited skills and ability and those with physical defects are thus denied the training and rehabilitation benefits of military service during times of low military requirements, but are called into service when conflicts occur.

Men are rejected for service by the local board prior to any Armed Forces examination if they have obvious disqualifications. These disqualifications are shown in table 9.2; in 1964 nearly 28 percent of the men disqualified for service were rejected by the local boards; nearly all the disqualifications for moral or administrative reasons were by local boards. In 1965 local board rejections declined to 21 percent of the total rejected prior to service entry.

The second, and major place where men are found unqualified for service is at the preinduction examination, which is usually given in the year before the man is likely to be called for service. The recent experience with preinduction examinations is shown in table 9.3, which shows the higher rates of disqualification in the 1960's as compared with the 1950's. The preinduction rejection rates overstate the percent disqualified because men with deferments may not ever be ordered for preinduction exams, even though, if examined, they would be qualified in higher proportions than the men who are examined. In addition, many men enlist for service before they ever take a preinduction exam.

The third point at which men are found unqualified for service is at the point of entry on active duty, where an additional 10 to 15 percent of the men delivered for induction by the Selective Service System are rejected for military service.

Table 9.4 shows the wide variation from state to state in the proportion of men rejected for service at the preinduction examinations in 1965. These wide variations among states, which reflect variations in enlistment rates and underlying social and economic conditions, have existed for a long time.

More detailed information on military disqualification rates is contained in the July 1966 supplement to "Health of the Army," Office of the Surgeon General, U.S. Army.

#### REHABILITATION OF THOSE FOUND UNQUALIFIED FOR SERVICE

There are two major programs which have been developed to deal with the men found unqualified for military service. The first of these is a health referral program operated by the Public Health Service and state and local health agencies. Men disqualified for health reasons at the examining station who sign a waiver can have their cases referred for treatment. Table 9.5 shows what happened under this program to the nearly 600,000 registrants who did not meet physical standards in the past 16 months. Another 115,000 men disqualified by the local boards did not get included in the program at all, and of the 150,000 men referred to community agencies for assistance, nearly half either received no treatment or no complete followup.

The followup of men who fail the mental test requirements is made by the U.S. Department of Labor through the U.S. Employment Service and the state employment security agencies. This service also reaches only a small portion of the men who are disqualified for service. Only 20.6 percent are even initially interviewed (table 9.6); of those interviewed, apparently half were either underemployed or unemployed (table 9.7).

TABLE 9.1.—*Estimated percent unfit for service*

	Total	White	Nonwhite
Age in 1964:			
30-34.....	20.7	18.7	36.5
26-29.....	27.6	24.7	49.7
Total 26-34.....	23.8	21.4	42.4

NOTE.—Two groups are included: 26-29 in 1964 (who entered service between 1953 and 1960, but mostly between 1954 and 1958), and 30-34 in 1964 (who entered between 1950 and 1955, but mostly in 1950-53 during the Korean conflict).

Source: Department of Defense estimates.

TABLE 9.2.—*Disqualifications by local board, 1965 and 1964*

Disqualifying cause	1965		1964	
	Number	Percent	Number	Percent
Total.....	140,628	100.0	172,450	100.0
Physical and mental reasons.....	87,175	62.0	106,352	61.7
Moral reasons.....	53,453	38.0	66,098	38.3

Source: Department of Defense "Health of the Army, Results of the Examination of Youths for Military Service, 1965", table 2.

TABLE 9.3.—Results of the preinduction examination of draftees for military service, July 1950 through December 1965

Results of examinations	July 1950 through December 1965 <sup>1</sup>	1965	1964	1963	1962	July 1950 through December 1961 <sup>1</sup>
<b>NUMBER</b>						
Examined.....	9,409,875	1,228,976	847,511	532,286	306,073	6,495,029
Found acceptable.....	5,659,291	688,631	398,721	265,914	153,561	4,152,464
Disqualified.....	3,750,584	540,345	448,790	266,372	152,512	2,342,565
Administrative reasons.....	119,503	15,516	14,146	6,668	7,831	75,342
Failed mental requirements only, total <sup>2</sup> .....	1,619,092	227,809	234,067	115,192	65,762	976,262
Failed mental tests.....	1,287,160	131,268	137,292	67,381	46,814	904,405
Trainability limited.....	331,932	96,541	96,775	47,811	18,948	71,857
Mentally and medically disqualified.....	267,574	28,786	12,864	16,287	9,281	200,356
Medically disqualified only.....	1,744,415	268,234	187,713	128,225	69,638	1,090,605

	100.0	100.0	100.0	100.0	100.0	100.0
Examined.....	100.0	100.0	100.0	100.0	100.0	100.0
Found acceptable.....	60.1	47.0	50.0	50.0	50.2	63.9
Disqualified.....	39.9	53.0	50.0	50.0	49.8	36.1
Administrative reasons.....	1.3	1.7	1.3	1.3	2.6	1.2
Failed mental requirements only, total <sup>2</sup> .....	17.2	27.6	21.6	21.6	21.5	15.0
Failed mental tests.....	13.7	16.2	12.6	12.6	15.3	13.9
Trainability limited.....	3.5	11.4	9.0	9.0	6.2	1.1
Mentally and medically disqualified.....	2.8	1.5	3.1	3.1	3.0	3.1
Medically disqualified only.....	18.6	22.2	24.0	24.0	22.7	16.8

<sup>1</sup> Data were adjusted for draftees who were disqualified prior to 1952 for failing the mental test only but who were later reexamined and found acceptable under modified mental test procedures.

<sup>2</sup> "Failed mental requirements only" includes both: *a.* "Failed mental tests," namely examinees who failed the minimum requirements (10th percentile) on the AFQT (Armed Forces Qualification Test), or ECFA (Examen calificacion de fuerzas armadas) administered to Spanish-speaking examinees in Puerto Rico; and *b.* "Trainability Limited," namely, examinees classified as mental group IV on the basis of the AFQT but who failed to meet the additional aptitude (currently, AQB)

requirements. These additional aptitude requirements for mental group IV became effective in August 1958; they were known formerly—until mid-September 1961—as ACB (Army Classification Battery) tests, and as AQB (Army Qualification Battery) tests since then. (Trainability Limited also includes examinees in Puerto Rico tested with ECFA who failed the ERT—"English Reading Test.") The AQB requirements were raised in May 1963, but lowered in November 1965.

Source: Department of Defense "Health of the Army, Results of the Examination of Youths for Military Service, 1965," table 3.

TABLE 9.4.—Results of preinduction examination of draftees, by Army area, State, and territory, 1965

Area and State	Percent									
	Total	Found acceptable	Total	Adminis- trative reasons	Failed mental requirements only <sup>1</sup>			Mentally and medi- cally dis- qualified	Medically disquali- fied only	
					Total	Failed mental tests	Train- ability limited			
Total United States.....	100.0	56.0	44.0	1.3	18.6	10.7	7.9	2.3	21.8	
Zone of interior.....	100.0	56.5	43.5	1.3	17.9	10.0	7.9	2.3	22.0	
First Army Area.....	100.0	55.4	44.6	1.4	15.6	10.6	5.0	2.4	25.2	
Connecticut.....	100.0	64.7	35.3	.4	13.8	7.1	6.7	3.0	18.1	
Maine.....	100.0	46.8	53.2	6.8	14.4	10.5	3.9	3.9	28.1	
Massachusetts.....	100.0	50.4	49.6	1.6	10.3	5.0	5.3	2.6	35.1	
New Hampshire.....	100.0	61.4	38.6	3.6	6.4	3.2	3.2	3.1	25.5	
New Jersey.....	100.0	61.9	38.1	1.3	15.7	10.6	5.1	.8	20.3	
New York.....	100.0	53.2	46.8	1.2	17.7	12.8	4.9	2.7	25.2	
Rhode Island.....	100.0	62.5	37.5	.1	7.6	3.9	3.7	1.3	28.5	
Vermont.....	100.0	58.0	42.0	2.1	8.0	3.6	4.4	3.3	28.6	
Second Army Area.....	100.0	56.6	43.4	1.2	16.3	8.3	8.0	3.4	22.5	
Delaware.....	100.0	60.2	39.8	.7	18.6	8.6	10.0	3.3	17.2	
District of Columbia.....	100.0	42.0	58.0	3.5	28.8	15.7	13.1	5.3	20.4	
Kentucky.....	100.0	53.3	46.7	.5	21.5	11.8	9.7	5.0	19.7	
Maryland.....	100.0	47.7	52.3	3.5	20.1	10.6	9.5	4.0	24.7	
Ohio.....	100.0	60.1	39.9	1.3	11.5	4.7	6.8	2.5	24.6	

Pennsylvania . . . . .	100.0	61.8	38.2	.8	11.7	4.6	7.1	2.2	23.5
Virginia . . . . .	100.0	53.4	46.6	.7	23.8	16.6	7.2	5.1	17.0
West Virginia . . . . .	100.0	49.2	50.8	.2	22.2	11.0	11.2	5.6	22.8
Third Army Area . . . . .	100.0	46.0	54.0	.5	33.4	21.6	11.8	3.3	16.8
Alabama . . . . .	100.0	40.6	59.4	.1	34.3	20.1	14.2	4.2	20.8
Florida . . . . .	100.0	51.6	48.4	1.1	23.8	13.3	10.5	1.7	21.8
Georgia . . . . .	100.0	43.6	56.4	.8	35.8	27.6	8.2	5.4	14.4
Mississippi . . . . .	100.0	46.7	53.3	.3	34.1	24.3	9.8	2.9	16.0
North Carolina . . . . .	100.0	46.3	53.7	.2	38.1	24.3	13.8	3.0	12.4
South Carolina . . . . .	100.0	40.2	59.8	.1	45.7	33.7	12.0	2.5	11.5
Tennessee . . . . .	100.0	48.1	51.9	.4	28.3	14.6	13.7	3.5	19.7
Fourth Army Area . . . . .	100.0	53.6	46.4	.8	23.2	12.6	10.6	2.6	19.8
Arkansas . . . . .	100.0	56.3	43.7	. . . . .	23.2	15.3	7.9	2.1	18.4
Louisiana . . . . .	100.0	43.9	56.1	.4	31.8	20.4	11.4	4.4	19.5
New Mexico . . . . .	100.0	53.0	47.0	.3	22.2	10.3	11.9	2.9	21.6
Oklahoma . . . . .	100.0	67.6	32.4	0	14.0	5.4	8.6	2.5	15.9
Texas . . . . .	100.0	54.8	45.2	1.5	21.0	9.7	11.3	1.9	20.8
Fifth Army Area . . . . .	100.0	64.4	35.6	1.2	11.7	4.9	6.8	.9	21.8
Colorado . . . . .	100.0	62.2	37.8	1.3	12.6	4.2	8.4	1.3	22.6
Illinois . . . . .	100.0	63.0	37.0	1.7	15.2	7.3	7.9	.8	19.3
Indiana . . . . .	100.0	68.1	31.9	1.1	9.9	4.5	5.4	.9	20.0
Iowa . . . . .	100.0	73.9	26.1	1.2	4.4	1.7	2.7	.7	19.8
Kansas . . . . .	100.0	64.1	35.9	1.9	9.3	3.1	6.2	.9	23.8
Michigan . . . . .	100.0	62.6	37.4	.7	13.3	5.6	7.7	.8	22.6
Minnesota . . . . .	100.0	66.2	33.8	1.5	7.0	1.7	5.3	.6	24.7
Missouri . . . . .	100.0	62.8	37.2	.8	15.6	7.0	8.6	1.5	19.3
Nebraska . . . . .	100.0	66.4	33.6	.5	8.2	2.9	5.3	.5	24.4
North Dakota . . . . .	100.0	67.5	32.5	1.6	8.2	3.1	5.1	1.5	21.2
South Dakota . . . . .	100.0	61.1	38.9	2.2	8.1	2.2	5.9	2.4	26.2
Wisconsin . . . . .	100.0	63.3	36.7	1.2	8.3	2.7	5.6	1.0	26.2
Wyoming . . . . .	100.0	65.8	34.2	1.6	8.5	2.4	6.1	.7	23.4

See footnotes at end of table.

TABLE 9.4.—Results of preinduction examination of draftees, by Army area, State, and territory, 1965—Continued

Area and State	Percent									
	Total	Found acceptable	Disqualified by disqualifying cause				Mentally and medically disqualified	Medically disqualified only		
			Total	Administrative reasons	Failed mental requirements only <sup>1</sup>					
			Total	Administrative reasons	Total	Failed mental tests	Trainability limited			
Sixth Army Area . . . . .	100.0	59.3	40.7	2.5	11.8	4.8	7.0	1.3	25.1	
Arizona . . . . .	100.0	50.6	49.4	1.5	18.0	7.1	10.9	2.2	27.7	
California . . . . .	100.0	58.0	42.0	3.1	13.5	5.8	7.7	1.3	24.1	
Idaho . . . . .	100.0	61.9	38.1	.3	7.2	2.1	5.1	.8	29.8	
Montana . . . . .	100.0	69.3	30.7	.2	5.7	1.8	3.9	.5	24.3	
Nevada . . . . .	100.0	56.1	43.9	1.4	12.8	6.2	6.6	1.7	28.0	
Oregon . . . . .	100.0	60.1	39.9	1.8	5.6	1.3	4.3	1.3	31.2	
Utah . . . . .	100.0	68.1	31.9	.9	6.0	1.8	4.2	.6	24.4	
Washington . . . . .	100.0	65.4	34.6	1.1	6.1	2.0	4.1	.9	26.5	
Outside Zone of Interior . . . . .	100.0	36.9	63.1	.5	47.5	39.5	8.0	4.6	10.5	
Alaska . . . . .	100.0	62.5	37.5	.3	9.4	2.5	6.9	4.4	23.4	
Hawaii . . . . .	100.0	49.6	50.4	1.2	19.8	6.3	13.5	3.2	26.2	
Guam <sup>2</sup> . . . . .	100.0	49.3	50.7	.4	37.9	13.2	24.7	2.7	10.1	
Puerto Rico <sup>3</sup> . . . . .	100.0	32.3	67.7	.4	56.0	49.7	6.3	5.0	6.3	

<sup>1</sup> See footnote 2, table 9.3.

<sup>2</sup> Includes the Mariana Islands.

<sup>3</sup> Includes the Panama Canal Zone and the Virgin Islands.

0 denotes less than 0.05; — no cases reported.

Source: Department of Defense "Health of the Army, Results of the Examination of Youths for Military Service, 1965," table 6.

TABLE 9.5.—*Health referral program operation at Armed Forces Examining and Entrance Stations and designated community agencies*

Results of program	July 1, 1965 to Oct. 31, 1966	
	Number	Percent distribution
Draft registrants rejected by local boards for failure to meet moral, mental, and physical standards and not included in program below. . . . .	<sup>1</sup> 115, 439	.....
Draft registrants unable to meet health standards and rejected at Armed Forces Examining and Entrance Stations (AFEES). . . . .	594, 845	100. 0
Signed health waiver. . . . .	375, 072	63. 0
Interviewed at AFEES. . . . .	325, 182	54. 7
Cases closed at AFEES. . . . .	221, 910	37. 3
No care indicated. . . . .	46, 779	7. 9
Already under care (documented). . . . .	100, 023	16. 8
Administratively excluded (by the various States under their rules). . . . .	21, 786	3. 7
Declined service. . . . .	29, 991	5. 0
Other (e.g., never interviewed at AFEES). . . . .	23, 331	3. 9
Forwarded to designated community agencies. . . . .	153, 162	25. 7
At designated community agencies:		
Forwarded for assistance by local agencies. . . . .	153, 162	25. 7
Cases closed. . . . .	63, 008	10. 6
Cases referred to private or nonprivate resources and followup thereon. . . . .	37, 954	6. 4
Care received. . . . .	21, 336	3. 6
Care not received. . . . .	16, 618	2. 8
Cases pending or followup incomplete. . . . .	52, 200	8. 7

<sup>1</sup> Not currently eligible for Health Referral Branch services.

Source: Health Referral Branch, Bureau of Health Services, Division of Direct Health Services, U.S. Public Health Service, Department of Health, Education, and Welfare.

TABLE 9.6.—*Employment service activities under selective service rehabilitant program*

[U.S. summary—Fiscal year 1966]

Service to rehabilitants	Number
Failed mental requirements*.....	387, 126
Initial interviews.....	79, 814
Percent of rejectees interviewed.....	20. 6
Placement activity:	
Job referrals—nonagricultural.....	21, 904
Job referrals—agricultural.....	821
Placements—nonagricultural.....	9, 037
Short-time.....	1, 541
Placements—agricultural.....	500
Placement followups and job development:	
Employer followup.....	1, 231
Rehabilitant followup.....	1, 792
Job development contacts.....	3, 210
Counseling and testing:	
Counseling interviews.....	30, 567
First interviews.....	16, 769
Given General Aptitude Test Battery (GATB).....	3, 836
Nonverbal intelligence tests.....	834 <sup>1</sup>
Educational achievement tests.....	284 <sup>2</sup>
Training and other assistance:	
Referral to training and other assistance.....	9, 917
Training under Manpower Development and Training Act... ..	2, 446
Other training.....	5, 651 <sup>1</sup>
Regular school.....	85 <sup>2</sup>
Part-time school.....	262 <sup>2</sup>
Job Corps.....	2, 841 <sup>2</sup>
Neighborhood Youth Corps.....	1, 162 <sup>2</sup>
Apprenticeship.....	111 <sup>2</sup>
Referral to assistance agencies.....	1, 820 <sup>1</sup>
Medical service.....	318 <sup>2</sup>
Remedial service.....	92 <sup>2</sup>
Rehabilitation assistance.....	631 <sup>2</sup>
Welfare assistance.....	89 <sup>2</sup>
Other.....	205 <sup>2</sup>

\*Failed mental requirements includes: (a) "Failed mental tests"; namely, examinees who failed the minimum requirements (10th percentile) on the AFQT (Armed Forces Qualification Test), or ECFA (Examen calificacion de fuerzas armadas) administered to Spanish-speaking examinees in Puerto Rico; and (b) "Trainability limited"; namely, examinees classified as mental group IV on the basis of the AFQT but who failed to meet the additional aptitude (currently, AQB) requirements. Also includes those who failed both the mental tests and health requirements.

<sup>1</sup> Cumulative from June 1964.

<sup>2</sup> Cumulative only from November 1965, as separate items.

Source: State employment security agencies.

TABLE 9.7.—*Characteristics of employment service applicants under the selective service rehabilitant program*

[U.S. summary—Fiscal year 1966]

Characteristics	Number	Percent distribution
Labor force status.....	79,814	100.0
Employed.....	39,469	49.5
Underemployed.....	5,883	7.4
Fully employed.....	33,586	42.1
Unemployed.....	36,570	45.8
Not in labor force.....	3,775	4.7
In school.....	2,921	3.7
Age.....	79,814	100.0
Under 20 years.....	54,912	68.8
20 to 21 years.....	18,038	22.6
22 and over.....	6,864	8.6
Education completed.....	79,814	100.0
Not completed high school.....	65,299	81.8
Under 5 grades.....	2,214	27.7
5 to 8 grades.....	26,051	32.6
9 to 11 grades.....	37,034	46.4
Completed high school.....	14,515	18.2
12 grades only.....	12,635	15.8
Over 12 grades.....	1,880	2.4

Source: State employment security agencies.



## Section X

### *Department of Health, Education, and Welfare Statement About Student Deferment*

#### COMMISSION'S QUESTION

What are the views of the Department of Health, Education, and Welfare about changes which should be made in the Selective Service System with respect to any of the pertinent matters raised by the President in section 2 of the Executive Order 11289, especially in section 2(a)(3)—the issue of student deferments?

#### HEW RESPONSE

Deferment of military service by reason of college attendance remains an issue in selective service considerations. The issue may be expected to increase in magnitude as financial aid programs and universal interest and needs for college attendance grow. At the heart of the issue is the problem of inequity placed against alternative demands for trained personnel with college degree attainment. Inherent in the solution of this issue is the order of priorities in military and nonmilitary occupations as they refer to overall goals of the country.

College deferment would stand upon a stronger base of reasoning if the deferment simply delayed military service. However, the evidence concludes that the longer one remains in college, the chances for military service grow correspondingly less. Accordingly, the inequity becomes institutionalized in the college deferment principle, and compounded over time. On the other hand, persons excused permanently from military service by the college deferment route enter other vocations and occupations at an earlier age.

Another factor associated with alternative demands for military and nonmilitary service is involved in the question of how much college attendance and effective learning are interrupted by prior military service. Although evidence about this question is inadequate, nevertheless it suggests that the interruption of a college program to fulfill a military obligation does not decrease the chance that the student will eventually obtain a degree; indeed, there is past indication that the chances are increased.<sup>1</sup> In addition, evidence suggests that the academic achievement of the veteran who had interrupted college study may be superior to nonveterans, or, at least, no less.<sup>2</sup>

<sup>1</sup> I. E. Whittemore, "Does a Military Interruption Decrease the Chances of Obtaining a Degree?" *School and Society*, 78 (1953).

<sup>2</sup> N. O. Frederksen and W. B. Schrader, *Psychological Monographs*, 1952; H. E. Hamilton, "How Good Is Our G.I. Student?" *The Educational Forum*, 47 (1947).

To be sure, these suggestive evidences relate largely to the experience of World War II veterans. The changing circumstances of contemporary higher education, its standards and the nature of student interests, may have produced new effects.

The balancing of such factors and more evidence required about them suggests the conclusion that interrupted college careers do not produce (1) sufficient educational dislocation, nor (2) reduced supply of trained personnel to outweigh the inequity of the college deferment, especially when it is viewed as a route which progressively decreases the chances of military service. It is concluded that a substantial case could be developed to remove college attendance as a basis for deferment of military service.

If college deferment were to be eliminated, the age of obtaining a degree would advance for many young men, the professional lifespan and earnings would be affected, and some students of unusual capacity would be slowed in their initial contributions to needed pursuits. On the other hand, military service, together with developed part-time educational opportunities, may be expected to contribute to mature learning rather than detract from it, and veterans benefits would be offsetting against career dislocation and earnings. The dislocations to colleges and universities, considered over time and with reference to the swelling enrollments, are not likely to be of importance in the long run.

College deferment is inextricably woven into the entire selection process. For example, officer capability is related to college preparation. Accordingly, it is impossible to accept, modify, or reject deferment concept in isolation. Indeed, if college deferment continues, selection procedures should be modified in order to guarantee that college attendance does not become an alternative to military service.

### *Department of Defense Position on College Student Deferments*

This paper is in response to the query from the Commission concerning the need for college student (class II-S) deferments as a means of assuring a supply of officers for the armed services.

The Department of Defense report on its study of the draft, as presented by Assistant Secretary Morris to the House Armed Services Committee, included a recommendation for concentrating service among a younger age class while still permitting a continuation of student deferments. One of its conclusions was that "with recent changes, the principle of deferments (on such grounds as dependency, student status, occupation, and unfitness) is basically sound \* \* \*."

The Department of Defense has supported a procedure for college student deferments in part because of its own needs for college-trained personnel for its officer procurement programs. The military services require an average of about 40,000 new commissioned officers per year to maintain the strengths of their officer corps. In most recent years over 90 percent of new officer entrants have come from college graduate sources (service academies, ROTC, OCS, direct appointments). In fiscal year 1966, in spite of a substantial increase in commissioned officer procurement from the enlisted ranks, 80 percent of new officers still came from these college graduate sources (table 10.1).

TABLE 10.1—Initial male officer accessions, Department of Defense <sup>1</sup>

Source	Fiscal year 1965		Fiscal year 1966	
	Number	Percent	Number	Percent
All services.....	38, 300	100. 0	41, 900	100. 0
Service academies.....	1, 900	5. 0	1, 900	4. 6
ROTC and other college student reserve training programs.....	16, 700	43. 6	16, 700	39. 9
Officer candidate programs <sup>2</sup> .....	10, 800	28. 2	10, 500	25. 1
Aviation cadet programs <sup>3</sup> .....	900	2. 3	800	1. 9
Miscellaneous enlisted commissioning programs.....	300	. 8	700	1. 7
Direct appointments.....	6, 500	17. 0	8, 700	20. 8
Physicians, dentists, and allied medical specialists.....	5, 200	13. 6	7, 300	17. 4
All other.....	1, 300	3. 4	1, 400	3. 4
Temporary officer appointments of warrant officer and enlisted men.....	1, 200	3. 1	2, 500	6. 0

<sup>1</sup> Excludes reservists called to active duty and interservice transfers.

<sup>2</sup> Officer candidate programs are mainly drawn from college graduate sources; in fiscal year 1966 about three-fourths of all graduates of officer candidate schools were college graduates.

<sup>3</sup> Aviation cadet programs normally require completion of 2 years of college.

Our recent surveys have shown that the existence of a draft liability has been a major factor inducing officers to enter under many of these programs. Over 40 percent of all junior officers on initial tours of active duty, surveyed in 1964, indicated that the existence of a military service obligation was a primary consideration. The proportions of "draft-motivated" officer entrants were highest among direct appointments, officer candidates, and ROTC graduates. Among physicians on initial obligated tours of duty, 78 percent of those surveyed indicated that they would not have entered service if not for their draft obligation.

In the event that all college student deferments (class II-S) were eliminated, and all young men were either called into service shortly following high school graduation, or else were effectively excused from military service by being placed in a lower order of call following expiration of a 1-year period of prime vulnerability, it is evident that the military services would lose a large proportion of their normal supply of officer entrants under existing procurement programs.

In order to assure a continued supply of college trained men for the officer corps, under these conditions, it would be necessary for the Department of Defense to rely heavily upon the authority to defer college students in class I-D who have enrolled in certain officer training or procurement programs with a commitment to serve as commissioned officers following completion of their education. The existing officer programs whose enrollees are eligible for deferment in class I-D include Army, Air Force, and Navy

ROTC and certain smaller reserve officer training programs for undergraduate students offered by the Navy and Marine Corps, i.e., Naval Reserve Officer Candidate Program (ROC) and the Marine Corps Platoon Leaders Class (PLC). The latter programs—designed primarily for students at non-ROTC institutions, provided for two summer training periods in lieu of ROTC courses during the academic year. These programs, in combination, accounted for 16,700, or about 40 percent, of male officer accessions in fiscal year 1966, including about 16,000 from ROTC and about 700 from the ROC and PLC programs.

From the standpoint of student deferment policy, it should be noted that enrollees in ROTC programs become eligible for class I–D deferments in their freshman year. As shown in table 10.2, enrollments in the freshman and sophomore classes of ROTC are disproportionately large (over 100,000 in each class) as compared to about 20,000 in the junior and senior classes. This is due to the fact that the basic ROTC course for freshmen and sophomores is a mandatory requirement in many land grant colleges. At the same time ROTC programs are not available at institutions accounting for about 60 percent of total undergraduate enrollments.

In addition to a continuation of existing class I–D deferments for college students under the above programs, it would be necessary to revise other major officer procurement programs which currently enroll officers or officer candidates upon successful completion of their education. College or professional school graduates who enter these programs have typically received college student (II–S) deferments, while in undergraduate and professional school. In the absence of such deferments, it would be necessary to select and enroll college students into these programs as early as their freshman year in college and to provide class I–D deferments for them, too. A tentative plan for such programs is outlined below.

1. *College student officer candidate program.*—About 10,500, or 25 percent, of total male officer accessions in fiscal year 1966 consisted of graduates of officer candidate courses. Of these, about 7,700, or 18 percent of the total, were college graduates who had enlisted directly for such programs. OCS has been a growing and important source of commissioned officers in recent years because—unlike ROTC programs, which have a typical 4-year leadtime—it can be immediately expanded or contracted in response to changing officer requirements. It also provides an opportunity for commissioned officer service to students from non-ROTC institutions.

To maintain this procurement source, a program would have to be established under which college freshmen could be enrolled and committed to enter officer candidate schools upon college graduation. It would be necessary to select a much larger number of college freshmen for the program to allow for attrition and to provide class I–D deferments for them. An alternative procedure would be to provide for periods of summer training (similar to the ROC and PLC programs) in lieu of officer candidate training following entry to active duty.

2. *Professional officer candidate programs.*—Direct appointments of commissioned officers from civil life (physicians, dentists, and certain other professional graduates) accounted for 8,700, or 21 percent of total male officer accessions in fiscal year 1966. These men were selected after successful com-

TABLE 10.2.—*Department of Defense: Enrollment in senior Reserve Officer Training Corps by military departments and year of ROTC, May 1966*

	Year of ROTC				Completed ROTC, commission deferment <sup>1</sup>	Total
	Basic		Advanced			
	First year	Second year	First year	Second year		
Total DOD . . . . .	112, 523	67, 244	19, 661	19, 974	3, 831	223, 233
Army Senior Division <sup>2</sup> . . . . .	76, 859	45, 228	13, 104	11, 270	2, 227	148, 688
Scholarship . . . . .	391	.....	577	1	.....	969
Nonscholarship . . . . .	76, 468	45, 228	12, 527	11, 269	2, 227	147, 719
Navy . . . . .	2, 932	1, 760	1, 349	1, 398	294	7, 733
Regular . . . . .	1, 277	1, 258	1, 037	1, 137	176	4, 885
Contract . . . . .	1, 655	502	312	261	118	2, 848
Air Force . . . . .	32, 732	20, 256	5, 208	7, 306	1, 310	66, 812
Scholarship . . . . .	.....	.....	757	239	.....	996
Nonscholarship . . . . .	32, 732	20, 256	4, 451	7, 067	1, 310	65, 816

<sup>1</sup> Completed 4-year ROTC requirement, but commissioning deferred until completion of academic work necessary for graduation, etc.

<sup>2</sup> Includes enrollment in college level ROTC at military schools. Excludes Army Junior Division with enrollment of 85,131; consisting of 58,722 in high schools, academies, and junior colleges, and 26,409 in National Defense Cadet Corps schools.

Source: Reports DD-M(Twa)606, directorate for Statistical Services Office of Secretary of Defense, Sept. 27, 1966.

pletion of their professional education and training. In the absence of a class II-S student deferment policy, it would be necessary to establish a "professional officer candidate program" for prospective entrants into these professional fields and to select and enroll a sufficient number of potentially qualified college freshmen in this program to meet future needs for professional trained officers. The most critical of these requirements would be for physicians since—on the average—about one-half of all medical graduates in recent years have been needed for military service.

One inherent problem is that many young men are not in a position to declare their major fields of study in the freshman year. This could be obviated to some extent by "overselecting" in the general college student officer candidate program (described above) and by allowing transfers to the professional officer candidate program for persons accepted by professional or graduate schools in disciplines required by the Armed Forces. Class I-D deferments would then be extended to such persons for their postcollege education in the same manner as class II-S deferments are now extended. Another problem is the fact that persons who have selected a major field of

study in the freshman year often change it later by choice or through lack of success in it. This problem could be dealt with in part by using available aptitude tests such as the medical school aptitude test; these tests normally administered in the junior or senior year might be given in the freshman year.

#### CONCLUSION

In the absence of a college student (II-S) deferment policy, officer requirements could probably be met through a major revision of existing officer procurement programs and extensive use of class I-D deferments. This would involve some difficult (but not insuperable) problems in terms of selection and programing, particularly in view of the very long leadtimes involved in the training of physicians and certain other professional specialists.

## Section XI

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