

*Mr. Burton*

Faculty Council  
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INDIANA UNIVERSITY  
VICE PRESIDENT AND TREASURER

Memorandum

To: Faculty Council

From: Committee on Curricular Policy and Educational Programs

Date: April 11, 1960

Some months ago, the Committee was asked by Dean S. E. Braden to re-examine University policies regarding ROTC programs. The immediate occasion for this re-examination was a letter from General Warren to President Wells, dated December 17, 1959, proposing certain changes in the ROTC program throughout the country and asking Indiana University's views. President Wells also received a letter dated December 30, 1959, from President Clark Kerr of the University of California, describing a study of ROTC at that institution and a plan to make basic training voluntary. President Kerr suggests that the major universities offering ROTC consider coordinating their views and actions about the program.

The Committee has studied the matter and has discussed the pros and cons with many interested persons, including campus representatives of the Army and Air Force. It has also inquired about the status of and prospective changes in ROTC on other campuses. (Certain other schools, including Wisconsin, Michigan State, and perhaps Ohio State, are taking steps to move toward voluntary basic ROTC.)

Some of the problems in connection with ROTC programs concern the advanced courses. The Committee is continuing its study of these aspects of the matter. In its study to date, it has focused largely on the basic (first two years) program, and the present recommendations to the Faculty Council are limited to this part of the ROTC program.

Representatives of the Armed Forces have presented the following arguments to justify the continuation of ROTC as a compulsory program for all male students:

1. The course provides an opportunity to inform an important segment of the population about the history, traditions and requirements of the armed services.
2. Particularly in drill, but also through class work, students are introduced to elements of discipline and are required to participate in a disciplined social unit--an experience in which modern youth are deficient and which is beneficial when introduced through basic ROTC.
3. Officer candidates need experience in command. This is provided during the two years of the basic course in which they receive commands (and in some instances give commands) and the two years in the advanced program in which they act as cadet officers. In the present connection, the demand for a basic program is created by the need for a body of men on which the cadet officers may practice.



4. Graduates of the basic program should possess certain advantages over other men when called for further military service. While these advantages do not take the form of a reduction in military obligation, they consist of more rapid adjustment to military life and more rapid advancement through the grades.
5. A compulsory program is necessary to provide a large body of trainees from which the Army and Air Force may draw candidates for the advanced program. New students have many misconceptions about, and are generally uninformed as to the advantages of advanced ROTC. If it were not for compulsory basic ROTC, which provides the services an opportunity to "sell" the program, the number and quality of applicants for advanced ROTC would be deficient. (At present there are about 600 men in the first year and about 350 men in the second year of each basic class (Army and Air Force). About 130 to 140 of these enter the advanced Army program and 40 to 50 enter the Air Force program each year.) The Committee feels that this argument, that compulsory ROTC is needed as a recruiting device for the advanced program, has been and is the most important argument advanced in support of compulsory basic ROTC.

The Committee finds difficulty in accepting each of these arguments as it relates specifically to a compulsory, two-year basic program. This difficulty arises from the following considerations directed toward the similarly numbered points made by the services:

1. The services are the only profession to which we specifically allot required hours in the curriculum for presentation of its own needs and traditions. Presentation of military history, international relations, and the roles of international and domestic forces, if necessary as part of the general education of students, might better be restricted to academic courses where the pressure to indoctrinate, as opposed to educate, is less. Further, the Armed Forces, through universal military service, have their opportunity to communicate with all young men.
2. Rigid discipline, as reflected in the reciprocal relations between younger and older, or between inexperienced and experienced individuals, has never been a notable feature of American higher education, where we endeavor to develop freedom of expression and inquiry. The Committee questions whether instantaneous and inflexible response to orders should be a part of academic instruction at all, and further it questions whether there is any significant carry-over into life in other areas of the campus of those forms learned and practiced during the sessions of the basic ROTC program.

This is not to question the need for rigorous discipline and signatures of respect within the services, or the need for training in such procedures on the part of advanced students, but only the effectiveness and propriety of the imposition of these attitudes on a captive collegiate group.

3. Granting that command experience is requisite to officer training, this imposes no overriding requirements concerning the size of the body of men nor the length of time they must be subjected to command.



4. The advantages gained in military proficiency by the graduate of the basic program must be quite small or presumably the services would recognize such training, at least when coupled with graduation with the equivalent of a bachelor's degree. At present these graduates are placed, in regard to military obligation and status within the service, in the same category as individuals with neither military nor academic training. Because both groups are equally subject to the draft, the effect is to increase the military obligation of college graduates over those who terminate their education earlier.
5. Because the advantages gained by the individual participant in the basic program appear to be small, we question both the justice and the expediency of imposing a compulsory basic program on all male students in order to recruit a sufficient number of officer candidates. The University seems to be subjecting an inordinate number of men to an unelected experience in order to satisfy the needs of the limited group which does elect to take advantage of the program. If both parts of ROTC could be made voluntary without seriously impairing the University's contribution to national defense, the burden would be removed for those who develop no enthusiasm for any phase of the program.

There are several other considerations which have led the Committee to conclude that the ROTC program is not operating at Indiana University in as satisfactory a manner as might be desired. We have an increasing number of students who reach the Bloomington campus only after one or two years at extension centers or at other colleges. Those who transfer here at the end of the Freshman year are required to take one year of basic ROTC, and it is possible for them to qualify for advanced ROTC by "doubling up." Students who transfer with enough hours for Junior standing, however, need not take any ROTC and are not able to meet the basic requirements for the advanced course.

The Air Force has recently recommended adoption of a modified basic course in which the classroom work has been reduced to one-half of its present volume. The Army has also modified its program by reducing courses in weapons by about 40 hours. It has expanded other units of instruction, however, to maintain a requirement of 180 hours as constituting a basic program (cf. telegram from Adj. Genl. to Dr. H. B Wells, February 13, 1960).

It appears to the Committee that the issue of compulsory basic ROTC hinges primarily if not entirely on whether there should be a compulsory program to provide the desired number and quality of applicants for advanced ROTC. We have received conflicting advice on this score. The Navy ROTC program (not offered at Indiana University) is entirely elective but is perhaps too different, especially as to financial inducements, to offer useful comparison. It seems probable that recruitment for the advanced Air Force ROTC would not be jeopardized by an entirely elective program. High Army officials, however, as well as the ROTC officers at Indiana, contend that a compulsory program is essential to fill the Army quota of ROTC officers. Thus, Mr. Wilber M. Brucker, Secretary of the Army, in a letter to Lt. General William H. Arnold, dated 14 December 1959 (copy attached), said in part:

The Department of the Army emphatically favors compulsory basic ROTC training for the first two college years. It is considered that the basic ROTC course is a major contributing factor in the successful



accomplishment of the mission of the program at our colleges and universities and that this aspect of the program is vital to the best interests of the national security. A compulsory basic two year course provides a broad selection base from which the best qualified applicants can be chosen for advanced training to qualify the student to be a commissioned officer. It is further considered that without the compulsory feature of the ROTC program, the Army's qualitative and quantitative peacetime annual requirements for 14,000 commissioned officers cannot be met.

However, the most authoritative and latest statement to reach the Committee is one by Charles C. Finucane, Assistant Secretary of Defense for Manpower, Personnel, and Reserve, contained in a letter dated February 15, 1960, to Arthur S. Adams, President of the American Council on Education (copy attached). The following quotation summarizes Mr. Finucane's conclusions:

In order for the Department of Defense to support a policy of favoring compulsory basic ROTC, a military requirement should exist for such a policy. Such a military requirement does not exist. This statement is based on an objective analysis of two basic considerations; namely, the qualitative and quantitative requirements. Compulsory basic ROTC is not needed to meet quality standards nor is it needed to produce the number of officers required.

The Committee is scarcely in a position to referee this difference of opinion within the Department of Defense. It is nevertheless impressed with the logic of Mr. Finucane's position, as developed in the full statement, and with the fact that this is apparently the view of the office of the Secretary of Defense, to which the Department of the Army reports.

The sum of these arguments has led the Committee to formulate three recommendations. The first:

That, by action of the Council and approval of the Trustees, the basic ROTC program be made elective, rather than compulsory for male students.

If this recommendation should be adopted, it will undoubtedly reduce the number of applicants for the advanced courses and the contribution by Indiana University to the production of officers to fill the Army's requirements. According to Assistant Secretary of Defense Finucane, however, this reduction would in no way endanger the overall ROTC program and it should relieve many of the problems raised in the body of this report.

Some of the difficulties in recruitment could be overcome if the services were given opportunity to explain their requirements to the general student body and if the voluntary basic program were made more attractive to male students.

From several sources there have been suggestions that all educated persons should be made aware of current world events and their background through a course in National and International Institutions. Such a course is a part of a new, voluntary ROTC program recently recommended by the Academic Council of Michigan State University to their Board of Trustees. Some material appropriate to such a course is incorporated in the present basic ROTC curriculum. A course with this general content was considered by this Committee



in developing the basic curriculum. A somewhat similar course was suggested by President Wells in his "State of the University" report of last autumn. The possibility of offering a course pertaining to other cultures of the contemporary world and America's role in relation to them has been discussed by the present University Committee on International Programs.

The Committee therefore recommends:

That the Faculty Council establish an all-university committee to study the feasibility of offering a one-semester course, to be required of all students, dealing with the fundamental institutions and problems of the modern democratic state. In deciding upon the content of such a course, the committee should consider the desirability of including such aspects of political-military relations as the role of the armed forces in peace and war, world situations which have produced existing security and defense institutions, the economics of defense, and civil defense. These topics indicate the apparent nature of the course under consideration at Michigan State. The present Committee feels, however, that such subjects are much too narrow unless they are studied in the context of an examination of attitudes and traditions in cultures of the world markedly different from our own, and of the economic, social, political, and ideological facts shaping the democracies of the world. All students should understand the values and presuppositions underlying political freedom and its institutions. And all should confront the fact that since these values are not necessarily always consistent, difficult compromises and sacrifices are often required. Such a course, then, might present the problem of the status and function of military authority as one of the recurrent questions in all free societies.

Such a course would cover some of the material now covered in the basic ROTC courses, and would place their content in an important and substantial context of academic study. A significant fraction of the remaining subject matter of the present basic ROTC course is non-academic in character. For students going into the advanced ROTC, a reduction in the "hardware" courses in the basic program could be replaced by later instruction, perhaps in the summer camp which all advanced ROTC students attend. If these steps were taken, it should be possible to shorten the basic ROTC program to a one-year, 90 contact hour course. If such a one-year course were to be offered in the Sophomore year, it would have the additional advantage of avoiding the waste presently involved in giving ROTC instruction to students who drop out of school during or at the end of the Freshman year.

Reduction of the basic course to one year would, of course, require action by the military services and might require an amendment to the law establishing the ROTC program.

The Committee therefore further recommends:

That the Faculty Council request the President to seek agreement among "Big Ten" universities (and other interested universities) to press for reduction of the basic program to one year of 90 "contact hours," normally taken in the Sophomore year.



The first recommendation of this Committee is not dependent on the second, nor is the second dependent on achievement of the objective sought in the third. Presumably, however, the Armed Services would be more likely to concur in a proposal to reduce the basic program to one year if a course such as that described in recommendation No. 2 were to be offered.

The net effect of these modifications, the Committee feels, would be to substitute desirable academic instruction for the compulsory military program. The voluntary basic program should become more attractive than otherwise through its brevity, through the opportunity provided the military to explain its purpose, and through the greater age of the students and consequent pressure to decide the method whereby their military obligation shall be fulfilled. The modification could also permit the participation of a larger number of transfer students.



COPY

Attachment to  
Document No. 7

14 December 1959

Lieutenant General William H. Arnold  
Commanding General  
Fifth United States Army  
Chicago, Illinois

Dear General Arnold:

Your informative letter of 18 November 1959 affords me the opportunity to indicate the importance which the United States Army attaches to the ROTC program.

The Department of the Army emphatically favors compulsory basic ROTC training for the first two college years. It is considered that the basic ROTC course is a major contributing factor in the successful accomplishment of the mission of the program at our colleges and universities and that this aspect of the program is vital to the best interests of the national security. A compulsory basic two year course provides a broad selection base from which the best qualified applicants can be chosen for advanced training to qualify the student to be a commissioned officer. It is further considered that without the compulsory feature of the ROTC program, the Army's qualitative and quantitative peacetime annual requirements for 14,000 commissioned officers cannot be met.

While the Army places great reliance upon the ROTC program to meet its requirements for commissioned officers, nevertheless it would be a serious mistake to regard the ROTC program merely as one designed to produce a specific number of officers. More importantly, the ROTC program serves to inculcate and develop in the student ideals of patriotism, sacrifice and service to our country which can come to him in no other way. Many students have become so motivated solely because of their participation in the compulsory basic two-year ROTC program. Experience with the program has shown conclusively that countless young men who were originally adverse to the idea of military training have learned that their prejudices were unfounded. Many have awakened during their ROTC course to the call for dedicated young Americans to prepare themselves to defend their country. At the same time the student has found that his ROTC instruction is an enriching and rewarding part of his college education. In fact, numbers of students have gone on to become Distinguished Military Graduates, entering the Regular Army as career officers.



College graduates are generally leaders in their communities. As a key element in the population, it is extremely important that college graduates should acquire an informed understanding of military factors by active participation in the basic fundamentals of military training. Such an intimate understanding is of great value to them in formulating their views, as citizens and future leaders, on a fundamental national problem which has assumed overriding importance, our national security.

The Army is not insensitive to the pressures currently being exerted upon college and university executives to weaken or terminate the ROTC program. Wherever ignoble motives prompt these pressures the Army considers that there is no better answer than to expose them to public gaze. However, where there is honest and enlightened criticism of the curricula or procedural aspects of the ROTC program, there is a willingness on the part of the Army to be completely cooperative to the extent necessary to modify its curricula or its procedures. The Army Staff has just completed a most comprehensive analysis and examination of the entire ROTC program. Efforts to improve all aspects of the program, including the curricula, are now reaching fruition. In this respect, the Army Advisory Panel on ROTC Affairs, which includes a group of distinguished civilian educators, recently met to consider a revision of the ROTC curricula. The recommendations of the Panel are currently being furnished to the heads of the participating colleges and universities in order to obtain their views on the proposed revision. We anticipate that the contemplated changes to the curricula will do much to improve the whole program.

In summary, let me assure you of the wholehearted and enthusiastic support of the United States Army for the whole ROTC program, -- including the two-year basic compulsory course. We view this as one of the most successful and far-reaching contributions which the American colleges and universities have made to the cause of good citizenship as well as preparedness for the defense of our country.

Because of the importance which the Army attaches to the issue of ROTC training in our colleges and universities, I am forwarding copies of this letter to the Army Commanders and Civilian Aides as well as to the Executives of interested colleges and universities.

Sincerely,

/s/ Wilber M. Brucker

Wilber M. Brucker  
Secretary of the Army



The following is from Higher Education and National Affairs, Volume IX, Number 10, March 7, 1960.

Armed Services  
No Longer Urge  
Compulsory ROTC

An important policy statement concerning the attitude of the Department of Defense toward compulsory ROTC is contained in a letter received by Council President Arthur S. Adams from Charles C. Finucane, assistant secretary of defense for manpower, personnel, and reserve, dated February 15, 1960. The statement follows.

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In view of current deliberations concerning compulsory basic ROTC now going on at many of our universities, I thought it would be helpful to give a full explanation of the Department of Defense policy on this subject.

The Department of Defense policy is to leave the decision entirely up to the educational authorities concerned. The Department will support the decision of the institutional authorities by furnishing the necessary instructors and equipment. It might be said that the Department of Defense favors "freedom of choice" on this question. I would now like to explain just why this policy was chosen.

First, let us consider the legal implications. The Morrill Act of July 2, 1862 requires that land-grant colleges offer courses in military tactics. It does not require compulsory basic ROTC per se. Sixty-one of the sixty-four land-grant colleges having ROTC have chosen compulsory ROTC. The Department of Defense courses of action are limited to either favoring compulsory or favoring elective or favoring "freedom of choice" by the institution.

In order for the Department of Defense to support a policy of favoring compulsory basic ROTC, a military requirement should exist for such a policy. Such a military requirement does not exist. This statement is based on an objective analysis of two basic considerations; namely, the qualitative and quantitative requirements. Compulsory basic ROTC is not needed to meet quality standards nor is it needed to produce the number of officers required. Surveys of the academic standings of ROTC officers in the Service Schools following commissioning do not furnish conclusive evidence as to whether elective or compulsory programs produce the higher quality officers. Analysis of the information available on this subject reveals that quality depends primarily on first, the individual--his intellectual and moral attributes and his motivation for a Service career and, secondly, the university--its academic standards.

The second consideration related to the existence of a military requirement for compulsory basic ROTC is the capability of the program to produce the number of officers required. As a result of a study on this aspect of the problem, the military departments have estimated their annual requirements for the next ten years as follows:

Army	14,000
Navy	3,000
Air Force	4,000
Total	<u>21,000</u>



Let us first consider the Army's capability to produce 14,000 officers. One hundred and fifty-four (154) of the 233 schools having Army ROTC have compulsory basic ROTC. Reliable estimates indicate that college enrollments will double during the next decade while the requirement for officers from the ROTC program will remain constant. Attached is a chart showing the actual enrollments during the past two years with that planned for FY 1960 and FY 1961. Using an attrition factor of 70% (for each 100 freshmen entering the program, 30 graduate and become officers) a maximum total enrollment of 112,000 is required at the beginning of any fiscal year to produce 14,000 officers four years later. Looking at the chart again, you will note that the planned enrollment at the beginning of FY 1961 is 166,000, which is 54,000 in excess of requirements. Seventy percent is the actual attrition of the FY 1958 graduating class from Army elective ROTC schools. The national average for all college students was 40%. Now with the expected doubling of college enrollments during the next decade, and if the same schools continue compulsory basic, total Army ROTC enrollments can be expected to be around 300,000 in 1970, which would result in 178,000 in excess of requirements.

Many schools will continue compulsory basic ROTC. It has been traditional at many universities. Authorities at many institutions sincerely believe, and rightly so, that the compulsory policy makes a significant contribution towards orderly conduct for the entire student body as well as giving individuals a sense of responsibility not otherwise obtainable. Furthermore, the two years of basic training are not wasted. They may prove invaluable to the individual in the event of a future emergency. However, even assuming that as many as one-half of the schools now having a compulsory policy will change to an elective policy by 1965, there will still be more students enrolled than are required to produce 14,000 officers.

Eighty-nine (89) of the 175 schools having Air Force ROTC have compulsory basic. You will note that the Air Force has a requirement for 4,000 officers. Using the same 70% attrition factor as used for the Army, a total enrollment of 32,000 is required. In FY 1961 the Air Force will have 77,000 enrolled in excess of requirements under the present system. From an Air Force point of view, a totally elective program by 1965 will satisfy the military requirements.

The Navy now has a totally elective program. It is noted that the attrition from the Navy program is about 37%.

From the above discussion, it is concluded that a military requirement does not exist for a compulsory basic ROTC program and that the Department of Defense has no basis for favoring such a program.

Now there is merit in a Department of Defense policy favoring elective basic ROTC. Certainly the Air Force would have reason to favor such a policy and the Navy program is already totally elective. Yet the Department of Defense realizes that many fine institutions will desire to continue compulsory basic ROTC and it is felt that if such is the case these schools should be supported by the Department of Defense in carrying out such a policy by our furnishing the necessary instructors and equipment. We have, therefore, found it advisable to adopt a policy of "freedom of choice" leaving the decision entirely up to the institution.

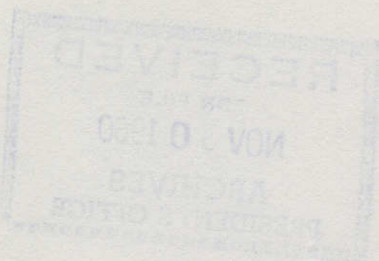


Before closing let me assure you that the Department of Defense by adopting the above policy on compulsory basic ROTC does in no way intend to downgrade the importance of ROTC. The ROTC is the single most important program for producing officers for both the Regular establishment and the Reserves. Its importance demands that we are constantly working with the educational authorities in improving the curricula. We are also concerned about the trend in recent years towards reducing the academic credit given for ROTC. With your help, we expect to be able to arrest this trend. We are also seriously considering ways in which the Federal Government may give additional support to institutions having ROTC units. I have mentioned these other things to assure you that we do realize the importance of ROTC and are doing something to show that we do.

Let me say in summary that the Department of Defense realizes the major importance the ROTC plays in producing officers of the highest caliber for our armed forces. The Department of Defense is taking steps to insure that the ROTC program accomplishes its objectives. The Department of Defense feels that its policy on compulsory basic ROTC will actually provide for a more effective ROTC program.

ROTC ENROLLMENT STRENGTHS

Department	Enroll- ment Begin. FY 58	Commis- sioned FY 58	Enroll- ment Begin. FY 59	Commis- sioned FY 59	<u>Planned Enrollments</u>	
					Begin. FY 60	Begin. FY 61
Army	144,680	12,307	152,461	12,969	160,929	166,060
Navy	13,307	2,615	12,739	2,352	12,880	13,152
Air Force	97,408	5,363	97,358	4,070	104,325	109,400





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# ROTC ENROLLMENT STATISTICS

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