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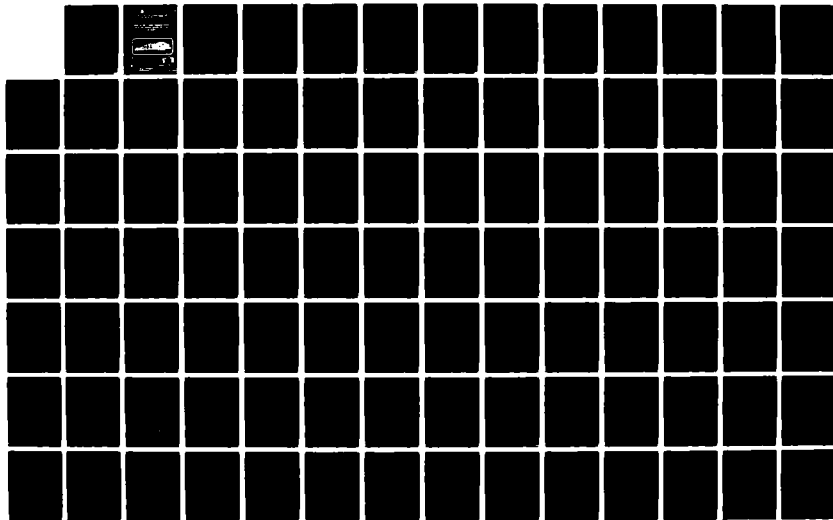
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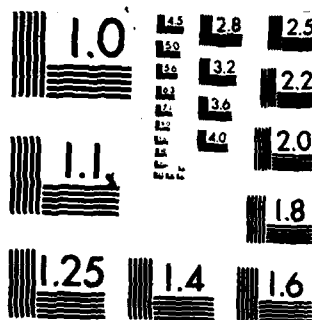
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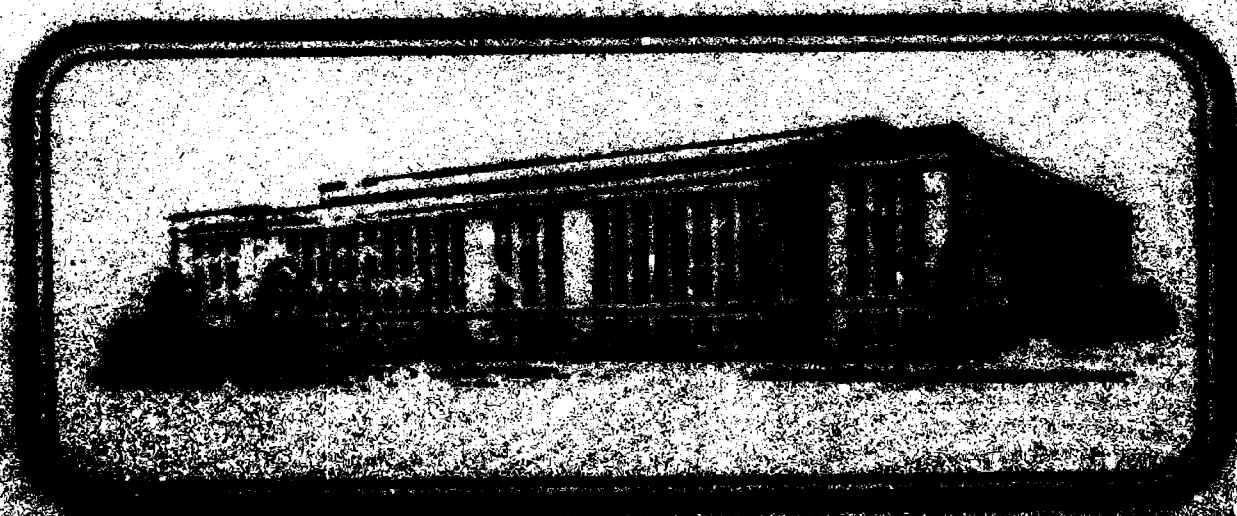
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MOBILIZATION STUDIES PROGRAM REPORT:
SELECTIVE SERVICE BOARDS: WILL THEY
BE READY?



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THE INDUSTRIAL COLLEGE OF THE ARMED FORCES
NATIONAL DEFENSE UNIVERSITY

MOBILIZATION STUDIES PROGRAM REPORT

SELECTIVE SERVICE BOARDS: WILL THEY BE READY?

by

EDWIN L. ARMSTRONG, LTC, USAF
FRED C. EDWARDS, LTC, USA
ROBERT GEST III, COL, USAF, FACULTY RESEARCH ADVISOR
THOMAS S. MYERCHIN, LTC, USA, TECHNICAL ADVISOR
DAVID M. SOUTHWORTH, COL, USAF

A RESEARCH REPORT SUBMITTED TO THE FACULTY
IN
FULFILLMENT OF THE RESEARCH
REQUIREMENT

RESEARCH SUPERVISOR: COL ROBERT GEST, III

THE INDUSTRIAL COLLEGE OF THE ARMED FORCES

MAY 1983



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ABSTRACT OF STUDENT RESEARCH REPORT INDUSTRIAL COLLEGE OF THE ARMED FORCES

NAME OF RESEARCHER (S) Armstrong, Edwin L., Lt Col, USAF Edwards, Fred C., Lt Col, USA Southworth, David M., Col, USAF	TITLE OF REPORT Selective Service Boards: Will They Be Ready?
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ABSTRACT

Problem Statement: This paper investigates the potential for measuring and improving the attitudes and retention rate of Selective Service Board members. It was hypothesized that improving attitudes and retention would improve performance which, in turn, would increase the probability that sufficient conscripts could be processed to support a protracted war.

Findings/Conclusions: Our capability to employ the desired force strength after full mobilization is a direct function of Selective Service Board performance. Performance is a function of attitudes and motivation. A survey was administered to a random sample of board members to measure motivation. The survey, based on validated Porter/Lawler and Fishbein models, provided data which appears reasonable and useful. The survey instrument is reliable enough to be used repeatedly to assess board member population motivation. The survey is structured such that unfulfilled needs and dissatisfactions which affect attitude can be identified and treated.

Recommendations:

1. The survey should be periodically administered to a sample population of board members.
2. The instrument should be used to process prospective board volunteers.
3. Funds should be allocated annually for board member motivation and retention.
4. Selective Service management should take advantage of the extensive material available in the field of motivation.
5. Refresher training should be conducted at least annually.
6. A program should be developed for addressing areas of dissatisfaction based on study data.
7. Any further study should focus on ways to provide board members rewards of value in proportion to effort expended.

THIS ABSTRACT IS UNCLASSIFIED

FOREWORD

Recent emphasis within the Federal Government on national emergency preparedness has been highlighted by aggressive support of the defense mobilization process. A vital and priority ingredient of national mobilization is the raising of necessary manpower for expanding the military force and providing replacement reserves.

The research team examined, specifically, the local Selective Service Boards to determine their effectiveness in processing appeals upon implementation of a draft. A breakdown in the board process could cause the entire mobilization effort to fail. Personal observations, survey instruments and exercise evaluation reports were used to collect data on board operations.

The authors concluded that board members exhibit little dissatisfaction with their positions at this time. However, dissatisfaction could develop over time unless actions are taken to reduce the sources of dissatisfaction. Survey instruments were administered to board members, selected randomly, to determine attitude trends. Additionally, a Motivation Maintenance Plan was designed and included in this report to assist Selective Service management personnel to determine future corrective actions. The Director of Selective Service has many initiatives underway for protecting and satisfying the draftee. He must also show concern for the individual board member for the system to work properly.

The authors would like to acknowledge several persons who made significant contributions to our effort. Dr Matthew H. Hall, Mr Maurice D. Russell and Col Thomas H. Brett (USA) from Selective Service System Headquarters provided valuable help and guidance in our understanding of the board process and policies. Ms. Sally Peck, Mrs. Jackie David, Mr. John Cotaldo, and Mrs Geryle Stueve, American Red Cross National Headquarters shared significant information and insights about volunteer organizations. Lt Col Thomas S. Myerchin (USA), ICAF Faculty, provided advice and expertise in the development and analysis of the survey instruments administered to board members. These instruments proved invaluable in determining the extent of potential problem areas. Major Frank Edwards, Chief, Department of Community Mental Health, Fort Rucker, Alabama provided a critical review of the draft report. Mr. David Richey, Office of the Assistant Chief of Engineers provided graphics support. And finally, Ms. Leigh Cowan, National Defense University Computer Center gave of her time and efforts in assisting with survey analysis.

This research work proposes some ideas and suggestions to help alleviate Selective Service Board Members' motivational problems in the future. An effective national mobilization effort will be only as good as the effort produced by the local board to process urgently needed manpower. This Mobilization Studies Program Report was completed with the hope that ideas and concepts contained herein would contribute to an improved and highly effective Selective Service System.

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EXECUTIVE SUMMARY

In the event of a national mobilization, the Selective Service System may be required to respond to Department of Defense manpower requirements for increasing the force structure and replacements. These requirements will have to be met by delivering personnel to the induction centers throughout the country. When inductions begin, the system must also provide for due process in the protection of individual rights through the appeal process.

This research report deals with the central question; "Selective Service Boards: Will They Be Ready?" The local board is charged with the awesome responsibility to insure individual rights are given due process. If the boards do not operate efficiently, the entire system could fail. Potential for dysfunction is significant because the board members are volunteers and performance cannot be demonstrated until the draft is initiated.

This study was designed to look at the problem through research, interviews and a survey of board members' attitudes. Data collection included existing documentation from other volunteer organizations and collection efforts directed by the Selective Service System. Performance levels of board members has not been predicted but can be -- and in such a manner that corrective actions can be taken.

Local boards have been organized for only a short time and almost 85% have received training. Long term problems cannot be evaluated at this time. The boards have not been observed in an actual operational

environment; however, select boards have been activated to process exercise scenarios. Reliable empirical data could not be collected so a model was developed around which the local boards could be analyzed.

Two instruments were developed. The Porter and Lawler model attempted to specify the kinds of job attitudes that should be related to job performance. Additionally, it specified which attitudes should cause performance and which should be dependent on performance. The other instrument used was based on the Fishbein model which provided the relationship between attitude, intentions and behavior and had been successfully used to predict future behavior from current attitudes. Local board members are volunteers serving without pay. Their work constitutes altruistic behavior and their tenure is predictable using the Fishbein model.

Three hundred board members were sent survey instruments and 175 had responded when data reduction started. They indicated little dissatisfaction with their position at this time. The group of rewards most highly valued are those satisfying self actualization needs, and those are the most difficult to fulfill in a no-draft environment. Levels of dissatisfaction are expected to increase over time. The developed survey instruments should be periodically administered to a sample population of board members to determine their motivation levels. If problems become evident, suggestions to alleviate them have been designed and listed in a motivation plan.

The Motivation Maintenance Plan was designed as a tool to be used in conjunction with attitude and performance testing. The plan includes suggestions for recruiting new members as well as ideas to meet motivational needs of individual board members. Those needs discussed are: security, social, esteem, autonomy and self actualization.

We believe that an effective local selective service board is essential to our national mobilization efforts. The ideas and suggestions in this Mobilization Studies Program Report have been specifically tailored to the Selective Service System and could be useful now and in the future to insure that local boards will be ready when called upon.

CHAPTER I

INTRODUCTION

Thesis Development

A key element to effective national mobility in the event of war, is the timely procurement of personnel for expansion of the military force structure and replacement of losses. Few projected scenarios do not rely heavily on conscript augmentation of the All Volunteer Force (AVF). Mobilization of the manpower is the mission of the Selective Service System (SSS). The SSS must not only provide the required untrained manpower, in our democracy they must also assure that individual rights are protected through due process. This awesome responsibility lies primarily with local Selective Service Boards (formerly "Draft Boards") made up of local citizens. If these boards do not function efficiently, or to the satisfaction of the public, the entire system could fail catastrophically.

Two factors contribute to the potential for system dysfunction. First, Selective Service Board members are strictly volunteers. Secondly, the process is characterized by very few meetings and literally no actual performance until the draft is initiated. With over 10,000 members to keep at the ready, the SSS has a large investment in training and cannot afford a high turnover. In order to protect the integrity of the system and the training investment, board member interest and motivation must be maintained at an acceptable level.

This research was an attempt to characterize the relative motivational level of local boards, recommend improvements and propose a long term

solution. It was hypothesized that the capability of the U.S. military forces to conduct a protracted war could be significantly improved by the timely implementation of a program designed to maintain long term high interest level within Selective Service Boards. The purpose and objective of this research was to test the hypothesis and to offer solutions for near and far term.

Scope

This study deals only with people -- the local board members, and their readiness to do a job. It does not address the merits or demerits of their job, conscription; nor does it look at the reason for their job -- war. Finding enough volunteers for Selective Service Board members is not the problem. The current system requires a little over 10,000 volunteers and the former system used over 40,000. There is almost enough retention from the former system to fill the slots. (30) The problem is in getting people who are, (1) representative of the local community, (2) able to perform reasonably and prudently under stress and (3) ready, available and trained when the time comes. This is not to say that attitudes will not change and that the quantity of volunteers will not decrease in the future. The reader should appreciate one major limitation of this research process. The system being evaluated is not a "working" system in that it is not functioning under the stress of an actual war with the concomitant pressures and confusion. Attitudes of most board members toward the system (some have experience from the past) are derived from exercises and training which are realistic but obviously not the real thing.

Method of Development

The study design for this paper was to understand the problem through research and interviews, identify a valid methodology for measuring the

attitudes of board members, perform the evaluation, analyze the data and recommend corrective action. The methodology for measuring attitudes was to administer an instrument to a random sample population of board members and attempt to corroborate the results through personal interviews and exercise reports. Suggestions for corrective actions were collected throughout the research process and correlated at the end.

Data collection included existing documentation already written on the subject of volunteerism as well as ongoing data collection being performed by the SSS. Data was collected directly from board members through interviews, survey instruments and observations during exercises. Interviews were also conducted with most of the senior staff of the SSS National Headquarters and the American Red Cross. This process provided background for supporting the thesis.

Support

There are three basic reasons for accepting the hypothesis. The first reason is that adequate mobilization is a function of the conscription process and, therefore, dependent ultimately on the performance of Selective Service Board members. Suffice it to say that under certain scenarios, current Department of Defense planning requires augmentation by conscripts. The numbers and timing are a function of the scenario and the strength of the active and reserve trained forces at the outbreak of conflict. In the current economy this force level is not likely to increase significantly.

The second reason is that the attitudes of board members can be characterized as having the following properties -- they directly relate to performance level, they have the potential to degrade (and therefore reduce performance level), and actions can be taken to improve them. Chapter II

treats the relationship between job attitudes and job performance. Behavioral theory concludes there is a positive relationship. The Red Cross experience is that, if unattended, group motivation will tend to degrade as members become increasingly dissatisfied and higher order needs are not met. If performance is a function of these attitudes, then performance will degrade as well. For instance, training has been planned for once a year. Funding has been cut however, and training in the second year will be limited to those who did not attend the first year. For many Board members, this action (or inaction) could be seen as a trend toward not satisfying their needs and/or expectations. Finally, behavioral scientists tell us that attitudes are related to fulfilled and unfulfilled needs. This is not true for all needs but experiments have identified those which can be satisfied. Chapter II addresses these needs as well. These needs, or rewards, can be categorized and specified. If then, the SSS wants to improve Board member performance, they must only identify unfulfilled needs and, within fiscal constraints, fulfill them.

The third reason, which constitutes the bulk of this research, is that the performance level of board members has not been predicted but can be, and in a manner such that the results can be verified with sufficient specificity to evaluate and treat. This thesis is treated in the following chapter after a brief historical review and behavior theory tutorial which provide context for understanding the treatment of Selective Service Board member attitudes and performance.

CHAPTER II

THE LOCAL BOARD

Historical Perspective

To analyze an organization properly one must thoroughly understand both the organization and the environment in which it functions. The military uses the term "feel". To get a "feel" for his unit, a new commander reviews the unit's lineage and honors. He determines where his unit fits into the larger organizational picture, and he becomes thoroughly familiar with his personnel. Only after developing this "feel" is the new commander able to make good judgments concerning his organization. The same is true for research about organizations. To make good judgments concerning the conclusions and recommendations of a research effort, one needs a "feel" for the organization. This chapter is intended to give the reader a "feel" for Selective Service local boards.

The right of the sovereign to press his subjects into the defense of the realm is as old as history, and has remained independent of the political, social and economic systems. From monarchy to democracy and capitalism to communism, the central government has retained the authority to raise armies.

The first modern conscription law was adopted by France during the French Revolution, and during the 19th century most major European nations adopted conscription laws. (12:35) The early colonists in America brought with them from England the militia concept -- essentially a 100% conscription law. This meant that every able bodied person should be armed and ready to fight whenever the occasion demanded. From the earliest

settlement at Jamestown in 1607 until 1775 when the American Revolution began, conscription of one type or another was called for in a number of laws and ordinances passed by the various political subdivisions of the time. However, from 1776 until the Civil War the actual use of conscription was limited. During the Civil War, both the United States and the Confederate States of America found conscription necessary, and in 1863 the U.S. Congress passed the first conscription act. (12:35) The act remained in force through the Civil War but this act, as others by other governing bodies before it, left many loopholes so that the rich and powerful could legally avoid military service. The loopholes were recognized, but the war ended and it was not until 1917 that action was taken to strengthen the act. The day after World War I was declared in April 1917, a bill entitled "An Act To Authorize The President To Increase Temporarily The Military Establishment Of The United States" was sent to Congress. One of the most important provisions of the act was section 4 which stated in part:

"The President is hereby authorized ... to create and establish ... local boards which shall consist of three or more members, none of whom shall be connected with the military establishment ... such boards shall have power within their respective jurisdiction to ... determine ... all questions of exemption under the act. (12:39)

The act was signed into law by President Wilson on May 18, 1917, and the Selective Service Local Boards were born.

Prior to the 1917 act, the U.S. Provost Marshal had responsibility for filling the military's manpower quotas and adjudicating questions of exemption. During the Civil War, however, the use of federal marshals for this purpose sparked large scale riots throughout the Union and was considered a dismal failure by the Provost Marshal himself. An objective of the 1917 Act was to prevent recurrence of the Civil War experience by

replacing federal marshals with members of the local community. The designers of the 1917 Act believed that only local community members had the knowledge and commanded sufficient respect within the local community to make good decisions regarding who should and who should not serve in the military.

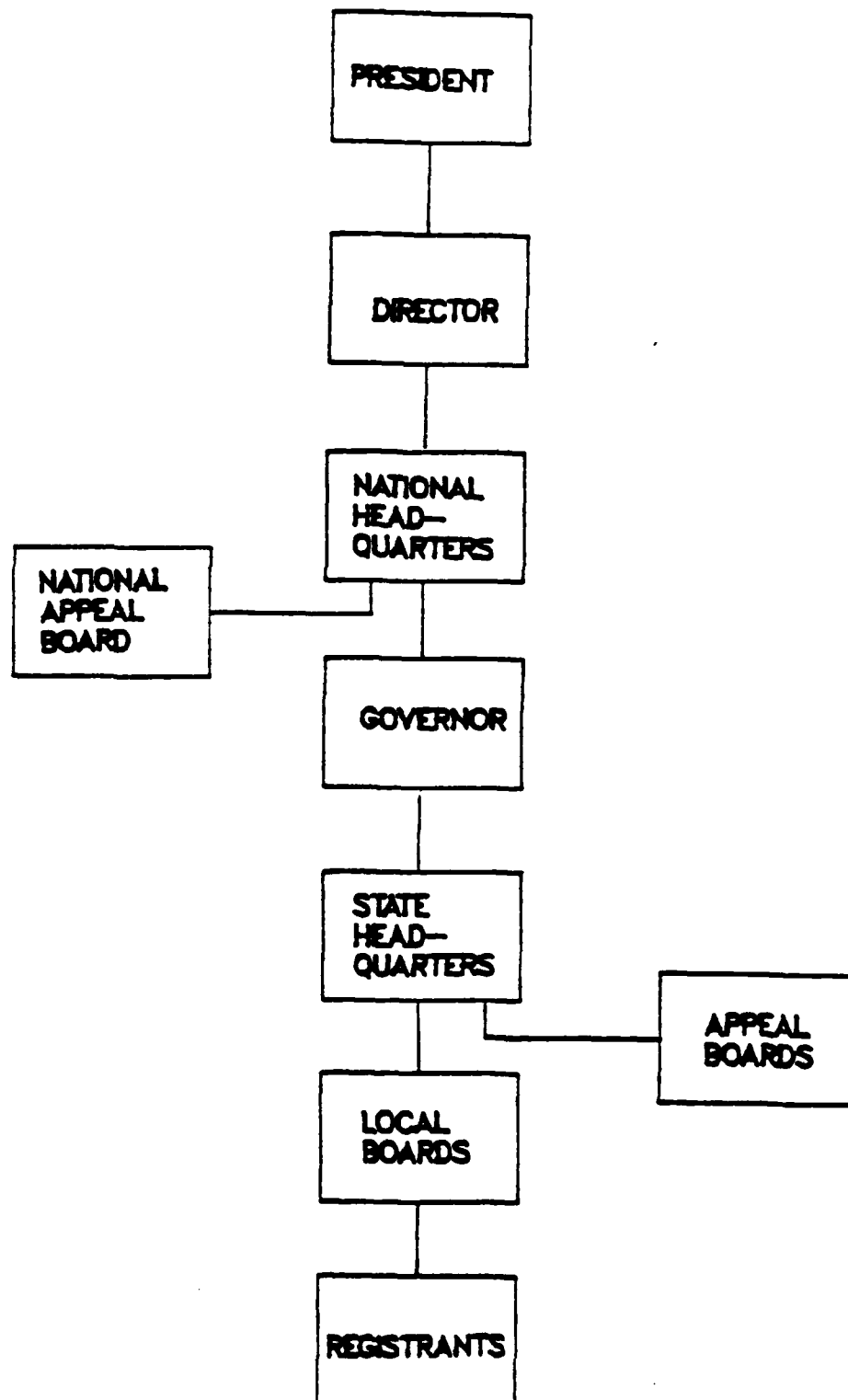
Since 1917 the United States has been involved in World War I, World War II, the Korean Conflict, and the Vietnam War. Conscription laws have changed, the Selective Service System has been alternately praised and held in disrepute, and draft registration has been on and off and back on again. But through the turbulence of the years, the base line function of the local boards has remained constant -- they decide, except for volunteers, who does and who does not serve in the nation's military.

The Local Board: An Organizational Perspective

The bill signed in 1917 established more than local boards. It established a complete Selective Service System. The President was designated the pro-forma head of the system, with the Provost Marshal General the director. At the base of the organizational pyramid were the statutorily required local boards. The next layer of the organization required by statute was comprised of district boards with appellate jurisdiction over 30 local boards. There was also a headquarters for each state with responsibility for coordinating the activities of district and local boards.

The system is much the same today (Figure 2.1). The Provost Marshal is no longer the director, the district boards have been replaced by appeal boards and a national appeal board has been added, but otherwise the basic organization is unchanged.

FIGURE 2.1 SELECTIVE SERVICE SYSTEM ORGANIZATION



The Selective Service System has the responsibility to meet the Department of Defense's wartime manpower induction requirements. Current plans require the Selective Service to deliver 100,000 inductees by M+30. (33:9) The law allows all individuals to apply for a postponement, deferment or exemption from the draft. As requests are received, local boards will adjudicate registrant claims for judgmental classifications; conscientious objector, hardship, clergy or ministerial student. (33:10) Registrants may appeal local board decisions to the district and national appeal boards.

The Local Board: A Personal Perspective

Board members are the day-to-day decision makers of the Selective Service System representing the counties and local communities across the nation. These important citizens are charged with protecting the individual rights of all registrants. In a draft environment, local board members will be making significant judgments relative to each registrant's claim for deferment or exemption from military service. In fact, local board members are the only officials permitted to make crucial decisions related to conscientious objectors, hardship and religious ministry. The integrity and credibility of the entire Selective Service will depend on the degree to which the judgments rendered by the boards appear to be fair and uniform by the registrants.

The Military Selective Service Act provides clear direction regarding general requirements and individual eligibility for membership on local boards. The act requires that composition of each board be proportionately representative of the race and national origin of those registrants within its jurisdiction to the maximum extent practicable. To be eligible for membership on a board an individual must be:

- a. A citizen of the United States.
- b. Over 18 years of age.
- c. A resident of the county in which the local board has jurisdiction.

The act also specifies that an individual board member must not be:

- a. An active or retired member of the Armed Forces, National Guard and/or Reserve Component; or
- b. A person with 20 or more years of prior Selective Service board membership. (33:12)

Local board members are volunteers who receive no compensation for their service. They are nominated to the position by the governor of each state and are appointed for an unspecified period of time by the Director of Selective Service in the name of the President of the United States. Table 2.1 shows some demographic data on local boards as of March 1982.

Table 2.1 Demographic Data on Local Boards. (33:12)

Number of Local Boards	2,113
Board Positions	10,560
Sex of Board members. (percent)	
male	79.8
female	20.2
Race of Board members. (percent)	
Black	11.3
Native American	1.1
Oriental	.8
Hispanic	5.1
Caucasian & other	81.7
Age of Board members. (percent)	
19 - 30	6.9
30 - 40	29.7
40 - 50	31.2
50 - 60	29.7
60 +	2.5

CHAPTER III

BEHAVIOR THEORY APPLIED TO LOCAL BOARDS

Problem Restated.

In the absence of a draft the local board member performs no board duties after completion of initial training. Without a draft the local board member is simply a name on a roster. What will be the impact of this inactivity on future performance of the board? Each board member was motivated to volunteer. Will they retain the same level of motivation during long periods of inactivity? What actions need to be taken now to optimize future performance of the local boards?

Problem Discussion.

An organization is a number of persons or groups having specific responsibilities and united for some purpose of work. The local board, of course, meets this criterion and hence the vast literature pertaining to organizational behavior and evaluation is applicable to local boards.

The typical approach to identifying and solving organizational problems includes collection of data from and observation of organization members during routine operations of the organization. Additionally, symptoms of a problem are usually readily identifiable (e.g., falling production, absenteeism, missed suspenses). In fact, symptoms probably prompt management to undertake an analysis. Unfortunately, the typical approach will not work with any analysis of Selective Service Local Boards. First, there are as yet no symptoms of problems. The local boards have only been organized for a short period of time so long term problem trends

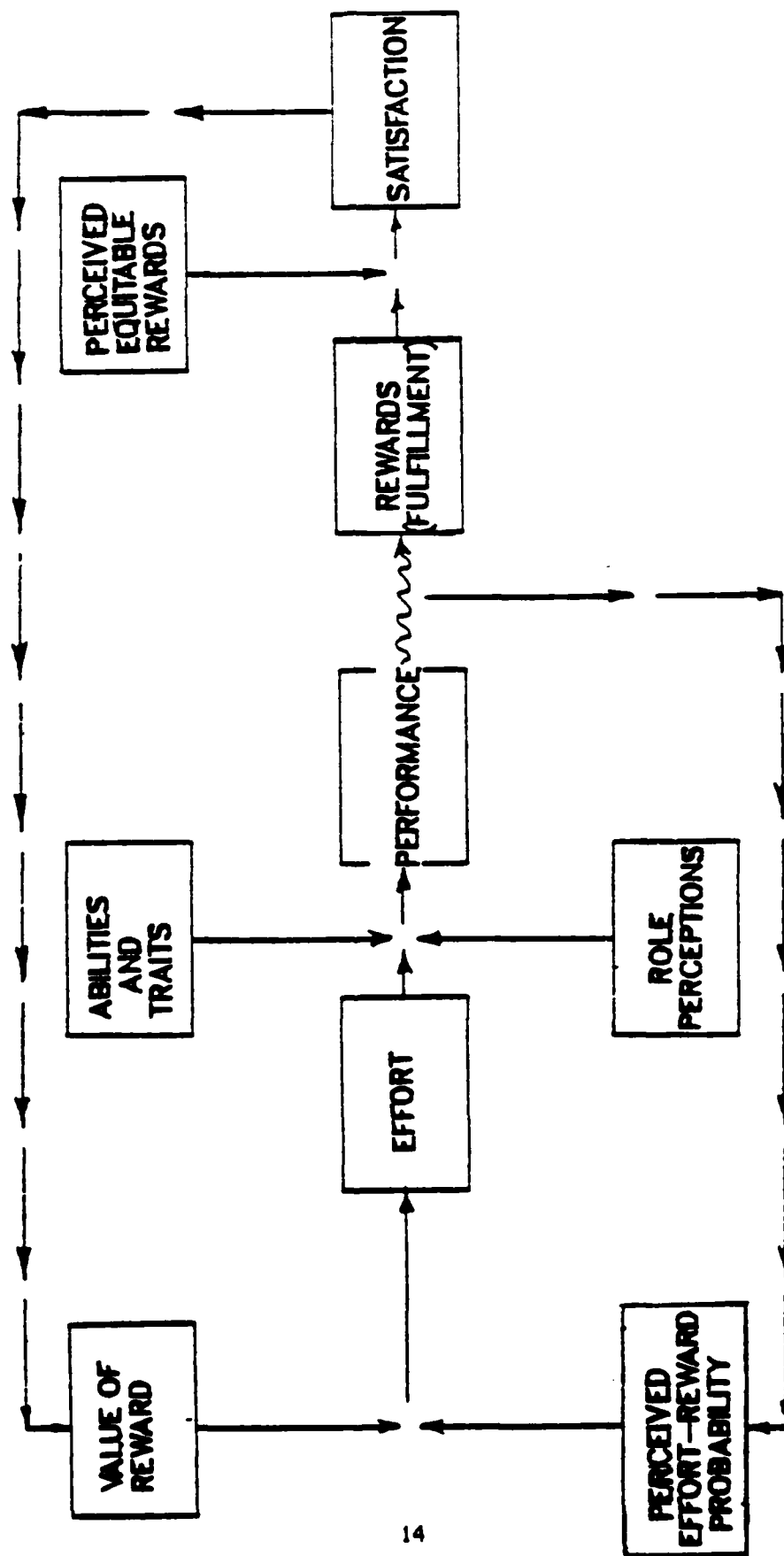
are not yet apparent. Additionally, the boards cannot be observed in a routine, operational environment because there is currently no draft. Boards can be and have been observed in a training situation. However, absence of stress which should certainly be present in any circumstance necessitating resumption of the draft, makes these observations unreliable as predictors of future problems. Since reliable empirical data cannot be collected, what is needed is a basic framework, a model around which the local boards can be analyzed so that potential problems are predictable and potential solutions are identifiable.

Theoretical Models.

The work of Lyman Porter and Edward Lawler (18:1-284) provided social scientists with a theoretical model of the relationship between job attitudes and job performance. Working with a group of managers and their supervisors, Porter and Lawler conceptualized the model shown in Figure 3.1. (18:14)

This model attempts to specify the kind of job attitudes that should be related to job performance. In addition it specifies which attitudes should influence performance and which seem dependent upon performance. (18:17) The extensive empirical data gathered by Porter and Lawler provides substantial evidence that the model is, in fact, a valid portrayal of the relationship between job attitude and job performance of managers within an organization. Based on the previous discussion of "organizations" and the following similarities between business managers and local board members, we believe that the model is applicable to Selective Service local boards. Both groups use

FIGURE 3.1 PORTER & LAWLER MODEL



judgment to make decisions and both groups must bear responsibility for their decisions. The business manager is responsible to his organization for the outcome of his decision. Local board members are held responsible for their decisions by the local community and press as well as the Selective Service organization. More importantly however, as discussed below, the two groups are also very similar from the standpoint of motivation -- the basic thrust of this research.

Motivation is triggered by need. (13:35) Maslow theorized that an individual has an endless number of needs, and that they can be grouped into five distinct categories or hierarchies: (1) basic needs such as food, clothing and shelter; (2) security needs, to feel protected, safe from harm; (3) social needs, to be loved, part of a group; (4) ego needs, to feel respected and important and (5) self actualization needs, to find fulfillment in doing work or becoming involved in activities that satisfy our highest instincts. A continuum of these needs interrelates at all times, the lower needs being the first and usually the easiest to fill, with the higher needs receiving more attention as the lower needs are met. Our behavior at any point in time reflects our relative position on this need hierarchy and our success in satisfying the needs we perceive before us. There is a considerable amount of evidence that the central motives for most managers are those for achievement, self-actualization, power, status and advancement; (18:13) or in terms of Maslow's hierarchy, ego and self actualization needs. In a study of managerial needs, Porter found that managers rate as most important the need for self actualization.

(16:141-148)

In a study to determine a profile for a typical volunteer worker, (remember local board members are volunteers) the Agency for Volunteer Service: (ACTION), a U.S. government agency, found that most volunteers were

in the upper income brackets and the greatest reasons for doing volunteer work were self actualization and autonomy. (26:12) In terms of Maslow's hierarchy, volunteers' lower order needs are normally already satisfied and motivation is derived from higher order needs, the same as business managers. On this basis we believe that the Porter and Lawler model provides a sound theoretical basis for an investigation of local boards; and board members' attitudes relative to the model variables should be valid predictors of future performance.

Model Variables.

a. Value of rewards.

This variable refers to how attractive or desirable is a potential outcome of an individual's behavior in the work situation. (18:18) Porter and Lawler used pay to test their arguments concerning the value of rewards on behavior, and found that pay was important enough to be a significant motivator of behavior only if certain attitudes were prevalent among employees. According to their model, pay must be important to the individual if it is to function as an incentive. Pay is not applicable to members of a local board because they receive none. However, pay is only one type reward (or need satisfier). One question to be answered by this research is what type rewards are important to Selective Service Local Board members.

b. Perceived Effort - Reward Probability

This variable refers to an individual's expectations concerning the likelihood that given amounts of rewards depend upon given amounts of effort on his part. (18:19) Porter and Lawler found that when reward is important to the employee, the higher the perceived probability that reward depends upon job performance, the more effort an individual will devote to

performing his job effectively. (18:62) Our research must determine if there is a relationship between job performance and the rewards of importance to local board members.

c. Effort.

This variable refers to the energy expended to perform some tasks but does not necessarily correlate with how successfully the task is carried out. (18:22) In the view of Porter and Lawler, what is called "Motivation" (the combination of the value of rewards and the perceived probability that reward depends on effort) should be highly related to measures of effort, or in other words the effects of motivation show up directly in the degree of effort expended. As previously stated, Porter and Lawler found that (1) The higher the perceived probability that pay (or reward) depends on job performance factors, the more effort an individual will devote to performing his job effectively and (2) that the measure of actual effort will be stronger for those individuals who say their pay (or reward) is important to them. (18:62) Conclusions concerning the likelihood that local board members would expend effort commensurate with a draft situation will be determined based on variables evaluated in paragraphs a. and b. above.

d. Abilities and Traits

This set of variables refers to relatively stable, long term individual characteristics such as personality traits, intelligence, manual skills, and communication skills that represent the individual's currently developed power to perform. (18:22) In the Porter and Lawler model, abilities and traits interact with role perception and effort to determine performance. They put a current upper limit on the performance resulting from application of effort. (18:23)

The process of selecting local board members included a personal interview of the volunteer by a Selective Service representative. The interviewer was looking for certain traits and abilities in each prospective board member. Three of the most important were "human relations ability", "verbal communication ability", and "stress tolerance". This research will attempt to determine if, in fact, individuals selected for local board membership possess these three traits/abilities.

e. Role Perceptions.

This variable refers to the direction of effort -- the kinds of activities and behavior the individual believes he should engage in to perform his job successfully. (18:24) Porter and Lawler found that with abilities and traits held constant, the more managers see their jobs as demanding inner-directed behavior, the higher they will be rated on quality of job performance. The inner-directed man is one who relies on his own ideas and his own values in determining his behavior. The other-directed man uses the behavior and thinking of people around him as guides for his own thinking and behavior. (18:100) Our research will determine if local board members view their jobs as requiring inner-directed or other-directed behavior.

f. Performance.

Performance is the end result of the application of effort. The relationship between role perception, abilities and traits, effort and performance is discussed in paragraphs c., d. and e. above.

g. Rewards.

This variable refers to desirable outcomes or returns to a person that are provided by himself or others. (18:28) This research will not only determine the rewards of importance to local board members (see paragraph a. above) but also the degree of satisfaction they have with the rewards.

h. Perceived Equitable Rewards.

This variable refers to the amount of rewards an individual feels should be attached to a particular position or job. In any job, most individuals have an implied notion concerning the amount of rewards that ought to be available for a person performing the type of work required in that job. Such notions would be based on the individual perceptions of the demands that the job make on him, the contribution that he makes to the organization and so forth. (18:29) As with some of the previous variables in the model, analysis of this variable depends upon obtaining an expression from the local board members as to what they consider a fair or appropriate level of reward.

i. Satisfaction.

Satisfaction is defined as the extent to which the rewards received meet or exceed the perceived equitable level of reward. If rewards received equal or exceed an individual's perceived equitable level of reward, then he will experience some degree of satisfaction. However, if rewards fall short of his perceived equitable level, he will be dissatisfied regardless of the value placed on the reward by the organization. Porter and Lawler found that the more an individual sees his pay (reward) as a satisfier, the more effort he will put forth to perform his job effectively. (18:66) This research will attempt to determine how satisfied board members are with the rewards they get from being a local board member.

The Fishbein Model

The Porter and Lawler model provides an excellent, systematic approach for relating current attitudes to performance but it does not explicitly address duration of the performance. Since the Selective Service must

project annual training requirements for replacement board members with the attendant dollar and manpower costs, this research would not be complete without some projections of board member tenure.

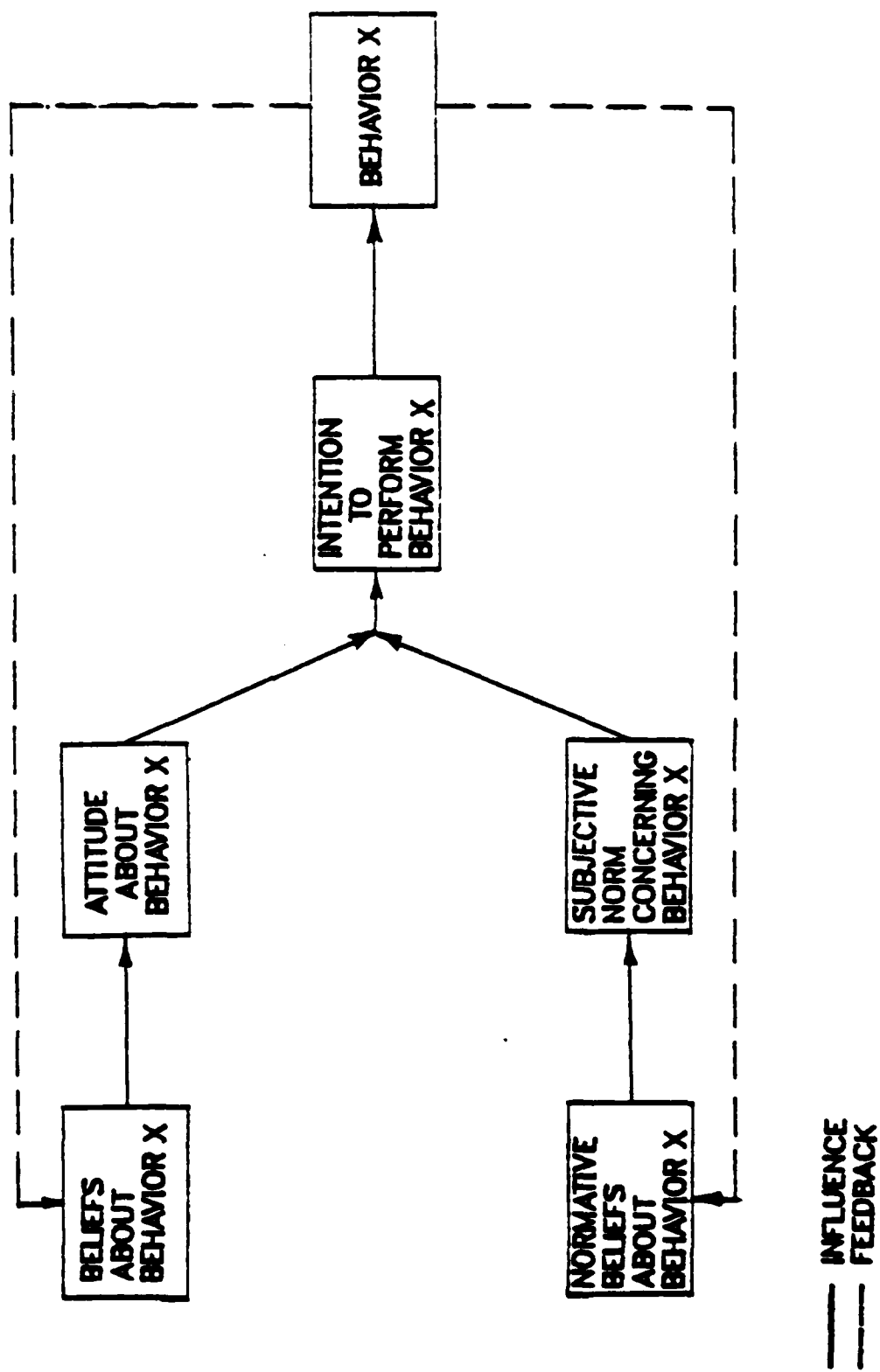
The work of Martin Fishbein (7:5-16) provides a relationship between attitude, intentions and behavior which has been successfully used to predict future behavior from current attitudes.

The Fishbein model (Figure 3.2) contains four basic elements: beliefs, attitudes intentions and behavior. (7:16)

Fishbein theorized that a person's attitude toward performing a given behavior is related to his beliefs that performing the behavior will lead to certain consequences and his evaluation of those consequences. This attitude is viewed as one major determinant of the person's intentions to perform the behavior in question. Other beliefs relevant for a behavioral intention are beliefs of a normative nature, i.e., beliefs that certain referents think the person should or should not perform the behavior in question. The normative beliefs and motivation to comply lead to normative pressures. The totality of these normative pressures may be termed "Subjective Norm". Like his attitude toward the behavior, a person's subjective norm is viewed as a major determinant of his intentions to perform the behavior. Thus a person's behavioral intention is viewed as a function of two factors; his attitude toward the behavior and his subjective norm; and this intention is viewed as the immediate determinate of the corresponding behavior. (7:16)

The model has been used successfully to predict behavior. Specifically, Pomazal and Jaccard (15:317-326) found that altruistic behavior, donating blood during a college blood drive, was significantly related to the intention to donate. Intention was in turn related to the two prior components of Fishbein's model, attitudes and subjective norms.

FIGURE 3.2 FISHBEIN MODEL



They also found that both helping behavior and the corresponding intention were correlated with perceived moral obligation to donate blood.

(15:317-326) Originally Fishbein included moral norms along with attitudes and social norms as a predictor of intentions. Moral norms were dropped in a later version of the model because they were too highly correlated with intentions. (7:49-510) However, in a study comparing three models for predicting altruistic behavior (donating blood), Zuckerman and Reis (37:498-510) found that moral norms do add significantly to predicting intentions. In fact, donating behavior was shown to be predicted best as a function of intentions while intentions were best described as a function of attitude, social norms and moral norms. (37:498-510)

As previously mentioned, local board members are volunteers who serve without pay. As such, their work constitutes altruistic behavior, and their tenure as board members should be predictable using the Fishbein model. Because of the findings of Zuckerman and Reis, moral norms will also be investigated.

CHAPTER IV

METHODOLOGY

Data Collection

The following methodologies were used during this study:

1. Survey of available literature
2. Interviews
3. Administration of a survey instrument (questionnaire to a sample population of local board members)

Literature Survey

The standard library sources provided numerous works on attitude and behavior theory and several works on the Selective Service System. However, the published literature on the Selective Service System, by and large, deals with the political issue of conscription rather than local boards; and these publications became outdated with expiration of the President's authority to draft men into the armed forces in 1973. Despite the significance of local boards in America, they have been the object of virtually no systematic research. Only one research effort on local boards was found, and it did not deal with performance of board members. In 1966, Davis and Dolbeare (5) developed a social profile (e.g. age, education level, race) of local board members in Wisconsin. Documents pertaining to selection and training of local board members since re-institution of registration were provided by the Selective Service National Headquarters in Washington D.C. Several documents pertaining to management and motivation of volunteer workers were obtained from the American Red Cross

National Headquarters in Washington, D.C.

In October 1982, the Selective Service System participated in a National mobilization exercise. During the exercise, several local boards were "activated". The boards operated as they would in an actual draft environment by adjudicating applications for draft deferral and exemption. Realism was obtained through a heavy workload and the use of actors portraying persons seeking board action. The report evaluating the performance of the local boards during the exercise was provided by Selective Service in January 1983. (Appendix C)

Interviews

The American Red Cross is totally dependent on volunteers for carrying out its work. To gain a perspective on managing and motivating volunteer workers vis-a-vis paid employees, several senior managers within the Red Cross National Headquarters in Washington D.C. were interviewed in an informal, unstructured way. Many of their suggestions and observations were incorporated in the Motivation Maintenance Plan (Appendix B).

Survey Instrument - Overview

A questionnaire (Appendix A) was developed to obtain data on local board member attitudes. The questionnaire was tailored after one used by Porter and Lawler in developing their theoretical model (18:198-193) and one used by Zuckerman and Reis (37:581) in their use of the Fishbein model to predict altruistic behavior. It incorporates items selected from the Institute for Social Research Survey of Organizations. The internal reliability (R) of the Survey of Organizations exceeds $R = .85$ using test - retest and split halves approaches. (4:44-46) Survey reliability in excess of $R = .78$ is considered satisfactory. (4:82-102) The Survey of Organizations is considered to be both content and

construct valid. Construct validity coefficients average in the .50's and .60's. It is understood that manipulation of standardized instruments in the design of modified instruments will alter reliability and validity coefficients to some degree. However, this limitation was considered acceptable for this study, and the questionnaire used in this research was not standardized for reliability and validity prior to administration. This decision was based on the assumption that the coefficients would not deviate significantly from the parent survey.

The questionnaire contains 73 items grouped according to type response and two answer sheets, a standard computer mark-sense form and a supplement answer sheet containing a list of traits to be ranked. Questionnaire items are designed to elicit attitudes relatable to variables in the Porter and Lawler model or the Fishbein model.

Value of Reward, Rewards, Perceived Equitable Rewards, and Satisfaction

Questions related to these variables of the Porter and Lawler model pertained to characteristics or qualities connected with membership on a local board. For each characteristic the respondents were asked to give three ratings:

1. How much of the characteristic is there now connected with your board position?
2. How much of the characteristic do you think should be associated with your board position?
3. How important is this characteristic to you?

For each of 16 items, respondents were instructed to answer the above three questions by selecting a letter on a rating scale extending from A to E where A represented none and E represented very much. The

system of characteristics and qualities selected by Porter and Lawler is designed to be in general agreement with Maslow's hierarchical classification scheme based on the supposed priority of various types of needs. (16:376) The categories, arranged from lowest order (highest priority) to highest order (lowest priority) and their related questionnaire items follow:

1. Security needs

- a. The feeling of personal safety in my local board position.
- b. The feeling of pressure in my board position.

2. Social needs

- a. The opportunity in my board position to give help to other people.
- b. The opportunity to develop close friendships in my board position.

3. Esteem needs

- a. The feeling of self esteem a person gets from being a member of a Selective Service local board.
- b. The prestige of my position on the local board inside the Selective Service organization.
- c. The prestige of my position on the local board outside the Selective Service organization.
- d. The feeling of being informed in my board position.
- e. The opportunity for extrinsic rewards (medals, certificates, pins) a person gets from being a local board member.

4. Autonomy needs

- a. The authority connected with my board position.
- b. The opportunity for independent thought and action in my board position.

c. The opportunity in my management position for participation in the setting of goals.

d. The opportunity in my management position for participation in the determination of method and procedures.

5. Self-actualization needs

a. The opportunity for personal growth and development in my board position.

b. The feeling of self-fulfillment a person gets from being on a local board.

c. The feeling of worthwhile accomplishment that one gets from being a local board member.

The answers to the third question on "importance" relate directly to the model variable "value of reward". These answers will show what rewards in terms of needs fulfillment are most important to local board members. The answers to the first question (how much is there now) provide a measure of the degree of fulfillment (reward) currently being experienced by board members. The answers to the second question (how much should there be) relates directly to the model variable "Perceived Equitable Reward". The degree of perceived deficiency in fulfillment for each respondent on each questionnaire item can be obtained by subtracting the answer to the first question (how much is there now) from the second question (how much should there be). An "a priori" assumption was made that the larger the difference, the larger the degree of dissatisfaction or the smaller the degree of satisfaction. (16:378)

Abilities and Traits

To elicit attitudes related to this variable, respondents were instructed to agree or disagree to a statement by selecting a letter on a rating scale extending from A to E, where A represents strongly agree and E represents strongly disagree.

The process used by Selective Service to select local board members included a personal interview of all applicants. The interviewer was a reserve officer who had received special training in selection of board members. He was trained to identify traits and abilities desirable for board members. Subsequent to the interview, he was required to make written comments on the traits and abilities possessed by the applicant. His assessment was considered in the selection process. Three of the most desirable abilities and traits were (1) skills in human relations, (2) verbal communications ability and (3) stress tolerance. Considering the selection process, it might be reasonable to assume that all board members possess these three attributes. However, rather than leave one variable dangling on an assumption, the questionnaire includes the following items on these three important traits/abilities.

1. Skills in human relations are important to a local board member.
2. I believe that I possess sufficient skills in human relations to be an effective board member.
3. Verbal communication ability is important to a local board member.
4. I believe that I possess sufficient skills in verbal communications to be an effective board member.
5. Stress tolerance is important to a local board member.
6. I believe that I possess sufficient stress tolerance to be an effective board member.

Perceived Effort - Reward Probability

This variable was addressed with the statement:

There is a direct relationship between accomplishment of local board performance factors and the reward I receive.

Response instructions were the same as those for abilities and traits.

Role Perceptions

Both a practical and a theoretical approach were used to investigate this Porter and Lawler model variable. From a practical standpoint, board members learn their role from a 12-hour training program. The training is provided by the national headquarters and all board members must attend. The questionnaire contains the following items to assess the adequacy of training.

1. Job performance factors for a local board member have been presented to me.
2. I fully understand the job performance expected of a local board member.
3. Periodic refresher training should be provided to local board members.
4. I would attend refresher training.

Response instructions were the same as those for abilities and traits.

The role perceptions of board members were also measured by asking them to rank 12 personality traits. This part of the questionnaire is identical to that used by Porter and Lawler. The theoretical basis will not be repeated here. The questionnaire contained a supplemental answer sheet with the 12 personality traits arranged randomly. The instructions included:

Rank the 12 traits 1 to 12 in the order of their importance for success in your local board position.

Two of the 12 traits included in the list were camouflage items. When the data were analyzed, these two items -- intelligence and efficiency -- were dropped from the analysis and the traits reranked 1 to 10 with the remaining traits being appropriately elevated in rank as replacements for those that had been removed. Although the respondents were asked to assign the rank 1 to the most important trait, in the data analysis this order was reversed, and the most important trait was given a score of 9. The 10 relevant traits are listed below in the two theoretical clusters used as a basis for the analysis of the results:

Inner - Directed Cluster	Other - Directed Cluster
Forceful	Cooperative
Imaginative	Adaptable
Independent	Cautious
Self-confident	Agreeable
Decisive	Tactful

Fishbein Model

Instructions to the respondents were the same as those for Abilities and Traits. The items used for each model variable are shown below:

a. Attitude toward board

- (1) Being a local board member is good.
- (2) Being a local board member is pleasant.
- (3) Being a local board member is very time consuming.

b. Subjective norm

Most people who are important to me think I should continue as a board member.

c. Intention to perform

I intend to remain a Selective Service local board member for the foreseeable future.

d. Moral norms, while not a variable in the revised Fishbein model, were addressed with the statement:

I personally feel that I have a moral obligation to continue as a board member.

Procedures and Sample

The questionnaire was mailed to 300 randomly selected local board members in January 1983 under a cover letter signed by the Director of the Selective Service System. Within the Selective Service data files, a number is assigned to each local board member. Software was developed using the random number generation feature of an Apple computer to select 300 member numbers. This list of numbers was provided to the national headquarters where address labels were prepared.

A standard error of not more than 10% with a 95% confidence level was established as a target. Using the equations: (21:147)

$$\sigma_p = \sqrt{\pi(100 - \pi)/n}$$

$$\text{and } \sigma_p(z) = 10$$

where π = population percentage possessing a particular characteristic

n = sample size

and σ_p = standard error

Assuming worst case π ($\pi = 50\%$) the chart below was developed.

<u>Response</u> <u>(% of mailed)</u>	<u>Sample</u> <u>size</u>	<u>Std</u> <u>error (%)</u>	<u>Confidence</u> <u>level</u>
100	100	10	99.9
67	200	10	99.5
33	100	10	95.4

The chart shows that even considering a worst case response (one-third) the 300 questionnaires will result in a sample size large enough to meet standard error and confidence level criteria.

Data Handling

The completed standard answer sheets were machine processed on an IBM 3881 optical Mark Reader and transferred to disk on an IBM 3410 (see Appendix A). The data was reduced by computer using the Statistical Package for the Social Sciences (SPSS) application program. (11:1-128) Data from the supplemental sheet was processed on an Apple computer using a routine written in Applesoft BASIC. The software routines, variable descriptions and compiled raw survey data are available from the authors.

CHAPTER V

RESULTS

General

Responses to the sample survey totaled 175 (58%) by the established suspense date. This level of accuracy exceeds the target and is acceptable.

This chapter will address results in terms of individual variables of the Porter and Lawler model and the Fishbein model and then discuss major implications of the results.

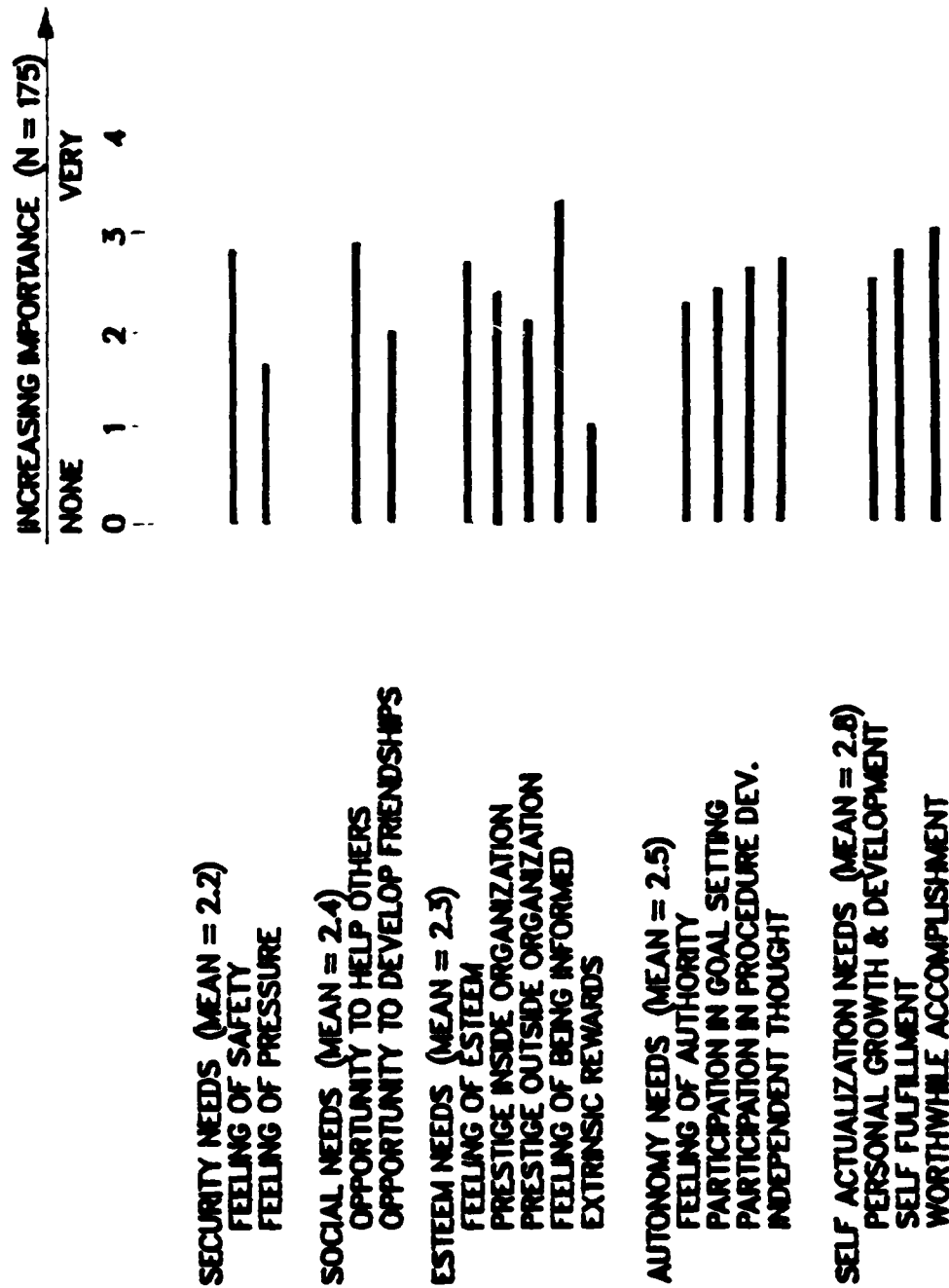
Value of Rewards

in a theoretical analysis of the determinants of job satisfaction and job performance, Vroom concluded that,

"Individuals are satisfied with their jobs to the extent to which their jobs provide them with what they desire, and they perform effectively in them to the extent that effective performance leads to the attainment of what they desire." (35:264)

Figure 5.1 graphically portrays the values placed on different rewards, or needs, by local board members. An esteem need, the feeling of being informed, ranked highest individually, but as a category, self actualization needs were most important to board members. Autonomy needs as a category were second in importance. Extrinsic rewards were the least important to board members.

**FIGURE 5.1 ATTITUDES OF LOCAL BOARD MEMBERS
CONCERNING VALUE OF REWARDS**



Perceived Effort - Reward Probability

Table 5.1 shows that local board members generally do not see a direct relationship between effort and reward. Less than 53% of local board members responded positively to the statement, "There is a direct relationship between accomplishment of the local board performance objectives and the reward I receive." Nearly 18% responded with "disagree" or "strongly" disagree. Table 5.2 shows demographic data pertaining to the portion of the sample population who did not see a direct relationship between effort and reward.

Abilities and Traits

Figure 5.2 shows that board members recognize the importance of human relations skills, verbal communication ability and stress tolerance in performing their job, and that they perceive themselves as having a high level of ability in these areas. A very high percentage of board members believe that periodic refresher training should be provided.

Role Perception

Table 5.3 shows that a high percentage of local board members have received training in job performance and that in general they understand their role. Over 88% of the board members responded positively to the statement, "I fully understand the job performance expected of a local board member."

Table 5.4 indicates that board members see their role requiring higher amounts of other directed behavior than inner directed behavior. The members see the trait "forceful" as being relatively unimportant in their role and "decisive" as being extremely important.

**TABLE 5.1 ATTITUDES OF LOCAL BOARD MEMBERS CONCERNING
A DIRECT RELATIONSHIP BETWEEN EFFORT & REWARD**

RESPONSE (N = 175)	CODE	ABSOLUTE FREQUENCY	RELATIVE FREQUENCY (PCT)	CUMULATIVE FREQUENCY (PCT)
STRONGLY AGREE	0	18	10.3	10.3
AGREE	1	74	42.3	52.6
NEUTRAL	2	52	29.7	82.3
DISAGREE	3	21	12.0	94.3
STRONGLY DISAGREE	4	10	5.7	100.0

MEAN = 1.608
STD DEV = 1.017

Table 5.2. Selected Demographic Data Pertaining to the Sample of Local Board Members Who Do Not See A Direct Relationship Between Effort and Reward (n = 175)

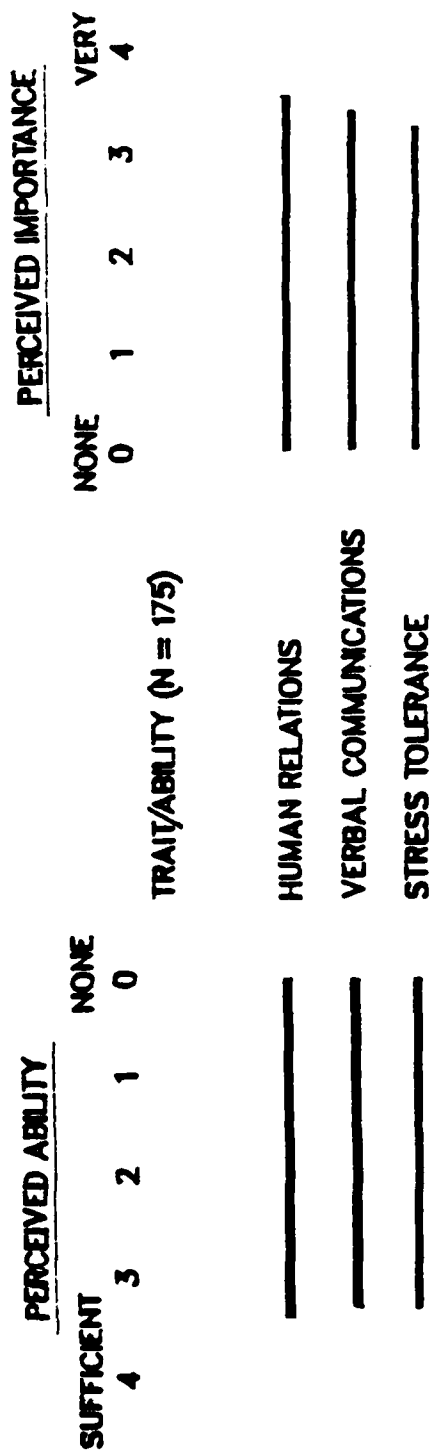
Element		Actual Response (%) ¹	Expected Response (%) ²	Effort Reward Factor ³
Sex	Male	83.9	81.1	+2.8
	Female	16.1	18.9	-2.8
Marital Status	Married	87.0	81.7	+5.3
	Single	13.0	18.3	-5.3
Age	< 30	3.2	6.9	-3.7
	31-40	45.2	36.6	+8.6
	> 40	51.6	56.5	-4.9
Race	Caucasian	83.9	80.0	+3.9
	Black	12.9	6.3	+6.6
	Other	3.2	13.7	-10.5
Education	< High School	0.0	0.6	-0.6
	High School Grad	9.7	10.9	-1.2
	1-4 years College	54.8	61.1	-6.3
	Advanced Degree	35.5	27.4	+8.1
Income	< \$20,000	12.9	18.9	-6.0
	\$20-40,000	54.8	57.7	-2.9
	> \$40,000	32.3	23.4	+8.9

¹Percent of those responding with "Disagree" or "Strongly Disagree". See Table 5.1.

²Percent of element in the population.

³Actual minus Expected Response. The higher the number the higher the probability that the group sees little or no relationship between effort and reward.

**FIGURE 5.2 ATTITUDES OF LOCAL BOARD MEMBERS
CONCERNING SELECTED TRAITS & ABILITIES**



TO THE QUESTION:

- IS REFRESHER TRAINING REQUIRED? 93% RESPONDED AFFIRMATIVE.
- WOULD YOU ATTEND REFRESHER TRAINING? 94% RESPONDED AFFIRMATIVE.

**TABLE 5.3 ATTITUDES OF LOCAL BOARD MEMBERS CONCERNING
TRAINING RECEIVED AND UNDERSTANDING OF THEIR ROLE**

RESPONSE (N = 175)	CODE	ABSOLUTE FREQUENCY		RELATIVE FREQUENCY (PCT)		CUMULATIVE FREQUENCY (PCT)	
		FACTORS PRESENTED	UNDERSTAND ROLE	FACTORS PRESENTED	UNDERSTAND ROLE	FACTORS PRESENTED	UNDERSTAND ROLE
STRONGLY AGREE	0	30	33	17.1	18.9	17.1	18.9
AGREE	1	104	113	59.4	64.8	76.6	83.4
NEUTRAL	2	26	17	14.9	9.7	91.4	93.1
DISAGREE	3	11	9	6.3	5.1	97.7	98.3
STRONGLY DISAGREE	4	4	3	2.3	1.7	100.0	100.0
MEAN		1.171	1.663				
STD DEV		.867	.803				

Table 5.4. Mean Ranking of Traits Related to Role Perception (n = 167)

<u>Inner Directed Traits</u>	<u>Mean Ranking</u>
Forceful	2.87
Imaginative	3.87
Independent	3.98
Self Confident	6.15
Decisive	6.37
	Σ 21.56
 <u>Other Directed Traits</u>	 <u>Mean Ranking</u>
Cooperative	5.94
Adaptive	4.64
Cautious	3.63
Agreeable	3.82
Tactful	6.16
	Σ 23.43

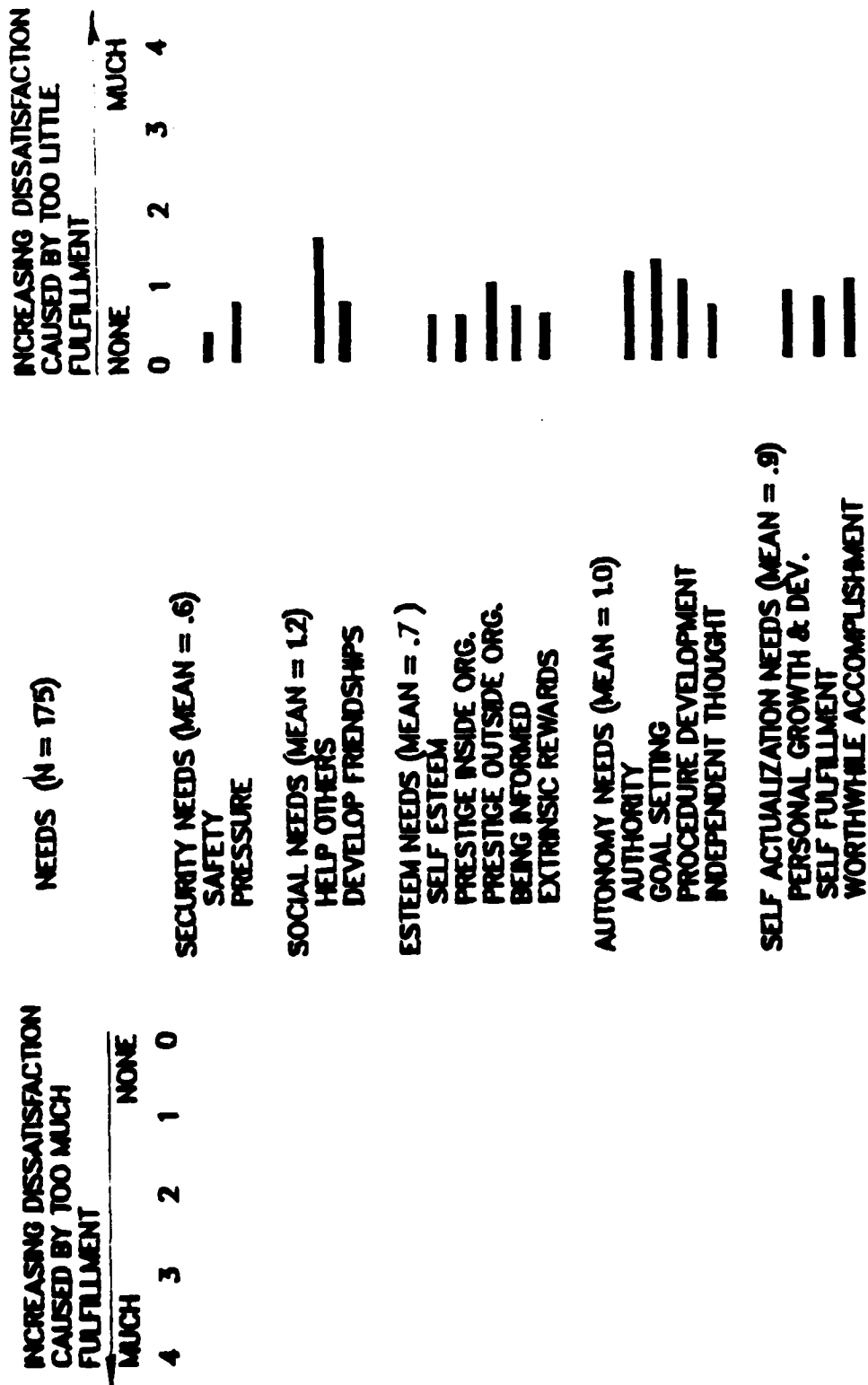
Satisfaction

Figure 5.3 shows the degree that local board members perceive a deficiency in needs fulfillment (dissatisfaction level). In terms of Maslow's hierarchy of needs, board members perceive the greatest deficiency in fulfillment of their social needs, and the least deficiency in fulfillment of their security needs. The individual areas of greatest dissatisfaction are (1) opportunity to help others, (2) participation in goal setting (3) authority and (4) feeling of worthwhile accomplishment.

Discussion of Porter and Lawler Model Results

The ranking of rewards by the local board members is consistent with the volunteer profile developed by ACTION. ACTION found that volunteers volunteer to satisfy higher order needs. The three reasons given most by volunteers were "enjoyed the work" (self actualization), "had a sense of duty" (autonomy), and "wanted to help others" (social). (26:12) Based on the demographics of the survey results there are other similarities between local board members and ACTION's profile of a typical volunteer. ACTION found that the rate of volunteering declined sharply with decreased family

**FIGURE 5.3 LOCAL BOARD MEMBERS PERCEIVED DEFICIENCIES
IN NEEDS FULFILLMENT**



income. (26:7) The same is true for local board members as shown in Table 5.5.

Table 5.5. Income of Local Board Members

<u>Annual Income</u>	<u>% of Board Members</u>
Greater than \$20,000	81.1
\$10 - \$20,000	14.3
Less than \$10,000	4.6

ACTION also found that the more education people have the more they volunteer. (26:7) The same is true of board members shown in table 5.6.

Table 5.6. Education of Local Board Members

<u>Education Level</u>	<u>% of Board Members</u>
4 or more years college	56.5
Less than 4 years college	32.0
4 years high school	10.9
Less than 4 years high school	.6

The implications are that (1) local board members are typical of other volunteer groups from both a demographic and psychological viewpoint and hence (2) the literature available on motivation and management of volunteer workers should be applicable to Selective Service local board members. Based on the low relationship between effort and reward, degradation in future levels of effort may be expected. The reasons for the low relationship as indicated in Figure 5.1 are clear. To realize any Self Actualization, Autonomy or Social rewards board members must do something. Moreover, since they have no board duties after completion of training, there is, in fact, no relationship between effort expended and rewards they receive in these three categories. Note also that esteem needs can be satisfied simply by "belonging". For example, a college professor would probably feel self esteem and receive prestige from his colleagues simply because he was selected for membership in a national honor society. Additionally, membership is the only requirement for

receiving Selective Service news letters and whatever other information is disseminated. Hence, there is no effort - reward relationship in this need category.

The combination of abilities and traits with role perception should not cause degradation in performance levels. Results shown in Figure 5.2 imply that the selection and training process for board members was highly successful. An increase in board performance levels would be expected if board members saw their job as requiring more inner directed behavior. The relative importance that board members place on the traits "tactfulness" and "forcefulness" (Table 5.4) is somewhat inconsistent with the board environment portrayed in several films used during initial training. From the films it should be clear that some registrants will attempt all sorts of intimidations and dramatics to gain exemption from the draft, and that a forceful board is needed to withstand the pressure. Perhaps these films came too early in the training, during a time when the trainees were still concentrating on "board mechanics" rather than interpersonal relations.

The areas of high dissatisfaction levels logically follow board inactivity. A board member cannot help others, set goals, have authority, or accomplish something worthwhile unless the board is doing something. While currently the overall dissatisfaction levels are relatively low, the training program is still in progress and with the passage of time dissatisfaction levels will probably increase. The American Red Cross has consistently found that inactive volunteers become dissatisfied, lose their motivation and quit. (1)

Some dissatisfaction in itself is not an implication of an urgent problem. While any dissatisfaction should be investigated, dissatisfaction with something of minor importance is at least a less urgent problem than dissatisfaction with something of major importance. From a management

standpoint, dissatisfaction in areas of great importance should receive priority attention. A management guide for taking corrective action on the areas of dissatisfaction identified by the sample survey is suggested in Table 5.7.

Fishbein Model

Results (Figure 5.4) indicate that in the foreseeable future, turn-over of board members is expected to be small. Over 95% of the respondents agreed or strongly agreed with the statement, "I intend to remain a Selective Service board member for the foreseeable future". As previously discussed, Zuckermann and Reis found "intention" to be a better predictor of behavior than any other attitudinal variable. (37:586)

Personal and social attitudes regarding board membership were also strong, indicating that board members and people who are important to board members have a very favorable attitude toward board membership. This is important because in their comparison of models for predicting altruistic behavior, Zuckerman and Reis found,

" ... with the passage of time from the point at which intentions and attitudes are measured, the variance of the predicted behavior is less accounted for by intentions, while the variance accounted for by attitude remains stable. Implicitly, the unique contributions of attitude increase. The reason for such non uniform effects of time may be traced to inherent differences in the stability of intentions and attitudes. Since intention is specific to some particular situation, it is more likely than attitudes to vary in response to changes in the individual's life space. Attitudes, on the other hand, are more broadly anchored. Consequently, the intention - behavior relationship decays more rapidly than the attitude - behavior relationship. Thus when behavior is immediate attitudes do not add to intentions in predicting behavior. However, when the behavior is deferred the intention-to-behavior link is weaker and attitude adds a significant increment to accounting for behavior." (37:587)

Table 5.7. Management Guide for Addressing Areas of Board Member Dissatisfaction

<u>Need</u>	<u>Import Ranking¹</u>	<u>Actual Dissat Ranking²</u>	<u>Ideal Dissat Ranking³</u>	<u>Urgency Ranking⁴</u>
Feeling of being informed	1	11	16	+ 5
Feeling of worthwhile accomplishment	2	4	15	+11
Opportunity to help others	3	1	14	+13
Feeling of self fulfillment	4	9	13	+ 4
Feeling of safety	5	16	12	- 4
Independent thought	6	12	11	- 1
Feeling of self esteem	7	15	10	- 5
Participation in procedure development	8	5	9	+ 4
Personal growth & development	9	7	8	+ 1
Participation in goal setting	10	2	7	+ 5
Prestige inside organization	11	14	6	- 8
Feeling of authority	12	3	5	+ 2
Prestige outside organizations	13	6	4	- 2
Opportunity to develop friendships	14	8	3	- 5
Feeling of pressure	15	10	2	- 8
Extrinsic reward	16	13	1	-12

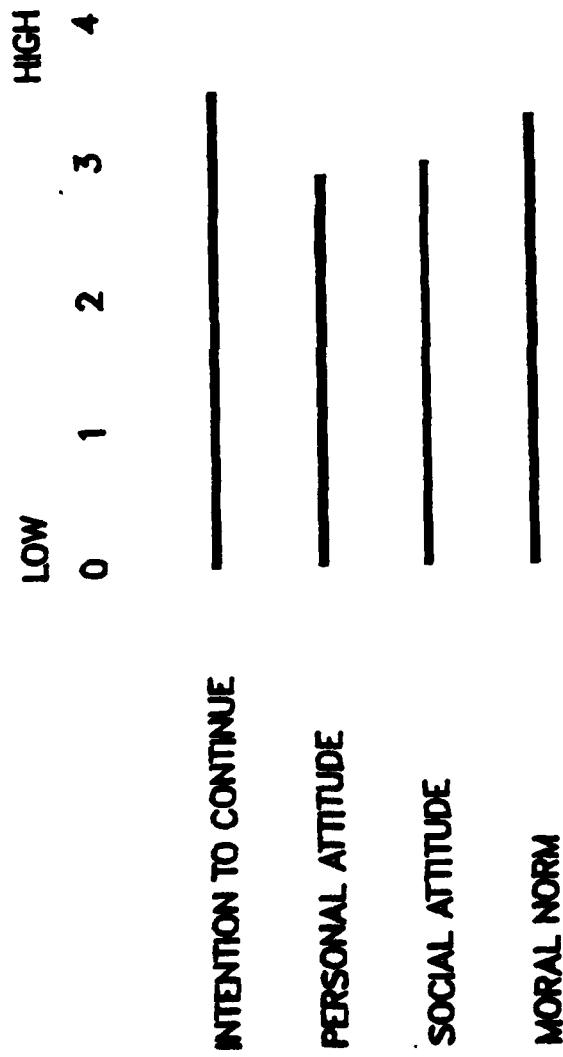
¹From Figure 5.1

²From Figure 5.3

³Based on the assumption that dissatisfaction with things of great importance is a more urgent problem than dissatisfaction with things of minor importance.

⁴Ideal minus actual dissatisfaction ranking. The larger the number the more urgent problem.

**FIGURE 5.4 ATTITUDES OF BOARD MEMBERS TOWARD
CONTINUED BOARD MEMBERSHIP**



The case for a low turn-over rate is also supported by a strong feeling of moral commitment among the board members. In a 1973 study of helping behavior, Schwartz suggests that, "when behavior is observed 3 months after the measurement of the person's beliefs, moral norms are a better predictor than intentions". (37:588)

Tables 5.8 and 5.9 show demographic data associated with the sample of respondents who have strong and weak intentions to continue as board members. From the two tables the following two "longevity profiles" were developed.

Best Bet

A Single
Non Caucasian
Female
31 to 40 years old
with an advanced degree
& \$20-40k annual income

Worst Bet

A Married
Caucasian
Male
31 to 40 years old
with a high school diploma
& \$20-40k annual income

Table 5.8. Selected Demographic Data Pertaining to the Sample of Local Board Members with a Strong Intention to Remain a Board Member (n = 175)

Element		Actual Response (%) ¹	Expected Response (%) ²	Longevity Merit Factor ³
Sex	Male	78.9	81.1	-2.2
	Female	21.1	18.9	+2.2
Marital Status	Married	73.7	81.7	-8.0
	Single	26.3	18.3	+8.0
Age	< 30	10.5	6.9	+3.6
	31-40	42.1	36.6	+5.5
	> 40	47.4	56.5	-9.1
Race	Caucasian	77.9	80.0	-2.1
	Black	8.4	6.3	+2.1
	Other	13.7	13.7	0.0
Education	< High School	0.0	0.6	-0.6
	High School Grad	9.5	10.9	-1.4
	1-4 years College	57.9	61.1	-3.2
	Advanced Degree	32.6	27.4	+5.2
Income	< \$20,000	20.0	18.9	+1.1
	\$20-40,000	62.1	57.7	+4.4
	> \$40,000	17.9	23.4	-5.5

¹Percent of those responding with "strongly agree" to the statement "I intend to continue as a local board member for the foreseeable future."

²Percent of element in the population.

³Actual minus Expected Response. The higher the number the higher the probability that the group will continue as a board member.

Table 5.9. Selected Demographic Data Pertaining to the Sample of Local Board Members with a Weak Intention to Remain a Board Member (n = 175)

Element		Actual Response (%) ¹	Expected Response (%) ²	Longevity Merit Factor ³
Sex	Male	87.5	81.1	+6.4
	Female	12.5	18.9	-6.4
Marital Status	Married	100.0	81.7	+18.3
	Single	0.0	18.3	-18.3
Age	< 30	0.0	6.9	-6.9
	31-40	62.5	36.6	+25.9
	> 40	37.5	56.6	-19.1
Race	Caucasian	87.5	88.8	+7.5
	Black	0.0	6.3	-6.3
	Other	12.5	13.7	-1.2
Education	< High School	0.0	0.6	-0.6
	High School Grad	25.0	10.9	+14.1
	1-4 years College	62.5	61.1	+1.4
	Advanced Degree	12.5	27.4	-14.9
Income	< \$20,000	12.5	18.9	-6.4
	\$20-40,000	75.0	57.7	+17.3
	> \$40,000	12.5	23.4	-10.9

¹Percent of those responding with "Neutral", "Disagree", and "Strongly Disagree" to the statement "I intend to continue as a local board member for the foreseeable future."

²Percent of element in the population.

³Actual minus Expected Response. The higher the number the higher the probability that the group will NOT continue as a board member.

CHAPTER VI

CONCLUSIONS & RECOMMENDATIONS

Hypothesis Support

The hypothesis for this study, simply stated, is that maintaining high interest levels within Selective Service Boards serves to improve our capability to conduct a protracted war. Since Selective Service Boards are an essential element in the draft process, it follows that the rate of conscription and ultimately our capability to bring forces to bear, are direct functions of Board performance. This research has demonstrated that with the use of behavior models, the personal traits and values which affect future board member performance can be assessed and analyzed, and that corrective actions can be tailored to the identified performance inhibitors. To this extent the research supports the hypothesis. The extent to which the application of corrective action actually influences board performance must be left to the Selective Service System.

Conclusions

The survey conducted in support of this research was adapted from reputable behavior models and specifically tailored to assess attitudes of local board members. The data resulting from the survey appear reasonable and useful. The Selective Service National Headquarters can be confident that the survey can be used to measure local board member attitudes periodically. Demographic and psychological profiles of local board members

have proven to be typical of other volunteer groups and the literature concerning motivation and management of volunteer workers should be applicable to local board members.

As a group, board members exhibit little dissatisfaction with their board positions at this time. However, the group of rewards most highly valued by board members are those satisfying self actualization needs; and those are the needs most difficult to fulfill in a no-draft environment. Accordingly, levels of dissatisfaction are expected to increase over time unless action is taken now to eliminate or reduce the sources of dissatisfaction. The areas of high dissatisfaction stem from board inactivity. A high percentage of board members do not see a direct relationship between effort expended and reward received.

The initial selection and training process used to fill board positions was highly successful. Annual refresher training appears to be highly desirable. Future training should clearly show the importance of inner-directed behavior in the board's adjudication duties.

In the foreseeable future, board member turn-over rate should be low. The statistical profile of the board member most likely to resign is a married, caucasian male between 31 and 40 years old whose education level is high school graduate and has an income of \$20-40,000 annually. This profile can and should be validated or refuted by actual data. If the profile is valid, the survey instrument (Appendix A) could prove useful in the selection process.

Recommendations

The survey questionnaire should be periodically given to a sample population of board members. It is inexpensive to process and provides a measure of the motivational "health" of board members. The instrument

could also be used to screen prospective volunteers for open board positions. The candidates whose responses most closely parallel the "ideal" profiles developed in this study would, generally, be the most successful in their jobs and have the highest potential retention.

The Selective Service System should annually allocate funds for board member motivation and retention. An annual survey analysis will help in justification and allocation of this budget.

Management personnel in the Selective Service National Headquarters should take advantage of material available in the field of motivation and management of volunteer workers. The Motivation Maintenance Plan (Appendix B) was developed as a primer. The Motivation Maintenance Plan can be expanded as needs and desires change.

A program should be developed for addressing areas of dissatisfaction using the urgency ranking scheme presented in Table 5.7 as a guide. Management would not necessarily have to concentrate on needs with the highest urgency rating to the exclusion of others. Rather, an equal motivational effect might possibly be achieved by focusing on needs which can be satisfied with more economically achievable rewards.

Additional study should be undertaken in the area of effort-reward probability. The study should focus on ways to provide local board members rewards of value (Figure 5.1) in proportion to effort expended. For example, a series of extension courses applicable to board duties might be developed along with a ranking system for board members. Members could attain rank based on completion of extension courses. This idea could be carried one step further by placing a rank prerequisite on the chairperson position.

Various other data strongly support a recommendation for annual refresher training which should include the importance of inner-directed

behavior in the board's adjudication duties. Finally, it is recommended that the profile represented in Tables 5.8 and 5.9 be corroborated with actual data and that the adjusted profiles be considered in the selection of future board members.

The Semiannual Report of the Director of Selective Service for the period 1 October 1981 to 31 March 1982 included several initiatives designed for "revitalization" of the system.(1) These initiatives, however, were specifically slanted toward satisfying the client of the system -- the draftee. The survey conducted for this study indicates that board members want to be informed and understand their responsibilities. Selective Service initiatives should attend to these needs. The revitalization initiatives serve to enhance the adjudication process. By reducing the stress associated with lack of guidance the Selective Service can improve board member motivation. Other than this indirect effect, the Selective Service System did not formally recognize a problem, potential or real, with board member retention and motivation. This study provides a vehicle for formally identifying motivational problems before they cause a catastrophic failure of the system. It also offers the seed for a collection of panaceas which can be administered as the budget allows.

APPENDIX A
SURVEY INSTRUMENT



Selective Service System

National Headquarters / Washington, D.C. 20435

January 14, 1983

Dear Board Member:

The Selective Service System is a long established organization but with respect to our most important organizational element, the newly established local and appeal boards, we are just getting started. I am extremely pleased with the results of our local board member selection and training, and with the dedication and hard work shown by our local board members. We are now focusing on the long term aspects of our relationship with our volunteer board members. We must develop plans and programs which will insure that our Selective Service System remains capable of responding to an emergency at any time as prescribed by the President and the Congress of the United States.

I am convinced that the best plans and programs can be developed only if we get input from you, our local board members. We need to know, for example, how you perceive your jobs as local board members, how comfortable you are with your responsibilities and how you prefer to interact with others. This data will help us determine the optimum training methods and materials for future enhancement of your current local board skills. To obtain this data, I am asking some board members to complete and return the attached questionnaire. This questionnaire was developed by students at the Industrial College of the Armed Forces (ICAF) as part of a research project for the Selective Service System. ICAF is one of the five top-level military colleges and students are senior US military officers and government civilians.

Since there are over 10,000 local board members, it is not practical to canvass every member. Therefore, we are using sampling techniques to gather data which will be representative of the entire 10,000 local board membership. You were selected at random for inclusion in the study. Since this is a sample survey, personal data such as name and address need not be included. I want to insure that our future plans and programs are influenced by local board members. Please help us do so by completing the survey forms and returning them in the postage paid envelope. Your assistance and cooperation are appreciated.

I hope you had a great Holiday season and that you will enjoy a prosperous year in 1983.

Sincerely,

A handwritten signature in dark ink, appearing to read "Thomas K. Turnage".

Thomas K. Turnage
Director

SELECTIVE SERVICE LOCAL BOARD ATTITUDE QUESTIONNAIRE

IMPORTANT! PLEASE RESPOND BY JAN. 29, 1983.

General Instructions

A. All questions are answered by filling in the appropriate space on the answer sheet. If you do not find the exact answer that fits your case, select the one that is closest to it.

B. You will note that the answer sheet is a multipurpose form. Not all sections of the form will be used for this survey. Only those sections on the answer sheet identified by Roman Numerals I and II will be used.

C. The completed answer sheet will be processed by automated equipment which will summarize answers in statistical form. Your individual answers are anonymous, and names should not be entered on the form.

D. In completing the answer sheet please use a pencil with soft lead (No. 2 is ideal) and observe carefully these important requirements:

- (1) Make firm black marks in the space under the letter corresponding to the correct answer.
- (2) Erase cleanly any answer you wish to change.
- (3) Make no stray markings of any kind on the answer sheet.
- (4) DO NOT use felt tip markers or ballpoint/ink pens.

E. In addition to these general instructions, please follow specific instructions for each group of questions.

Group I, (Questions 1 thru 8)

This group pertains to demographic information. Mark the answer sheet with the appropriate letter for questions one through eight as prescribed by each question.

1. My sex is:

- A. If male, darken the space under A.
- B. If female, darken the space under B.

2. My age group is:

- A. If 18 to 25, darken the space under A.
- B. If 26 to 30, darken the space under B.
- C. If 31 to 40, darken the space under C.
- D. If 41 to 50, darken the space under D.
- E. If greater than 50, darken the space under E.

3. My marital status is:

- A. If married, darken the space under A.
- B. If single, darken the space under B.

4. My race is:

- A. If Black, darken the space under A.
- B. If Native American, darken the space under B.
- C. If Oriental, darken the space under C.
- D. If Hispanic, darken the space under D.
- E. If Caucasian, darken the space under E.

5. My education level is:

- A. If less than high school, darken the space under A.
- B. If a high school graduate, darken the space under B.
- C. If some college but no degree, darken the space under C.
- D. If a college graduate, darken the space under D.
- E. If advanced degree, darken the space under E.

6. My general income bracket is:

- A. If less than \$10,000, darken the space under A.
- B. If \$10,000 to \$20,000, darken the space under B.
- C. If \$20,000 to \$30,000, darken the space under C.
- D. If \$30,000 to \$40,000, darken the space under D.
- E. If greater than \$40,000, darken the space under E.

7. My board is located:

- A. If East of the Mississippi River, darken the space under A.
- B. If West of the Mississippi River, darken the space under B.

8. My board is located:

- A. If in or North of Washington, DC, darken the space under A.
- B. If South of Washington, DC, darken the space under B.

Group 2 (Questions 9 thru 56)

This section contains several characteristics or qualities connected with your Selective Service Board position. For each characteristic, you are asked to give ratings in these areas:

- (1) How much of the characteristic is there now connected with your position?
- (2) How much of the characteristic do you think should be associated with your board position?
- (3) How important is this characteristic to you?

Each area will be rated on a five-point scale. The letters in the answer sheet should be interpreted as follows:

NONE	A LITTLE	SOME	A GREAT DEAL	VERY MUCH
A	B	C	D	E

You are to darken the space under the letter on the scale that represents the amount of this characteristic being rated. If you think there is "none" of the characteristic associated with your board position, you would darken the space under the "A" on the answer sheet. If you think there is just "a little", darken the space under the "B" and so on. For each question, darken only one answer. Please do not omit any questions.

Questions 9 thru 11

The feeling of self-esteem a person gets from being a member of a selective service local board.

9. How much is there now?
10. How much should there be?
11. How important is it to me?

Questions 12 thru 14

The authority connected with my position on the local board.

12. How much is there now?
13. How much should there be?
14. How important is it to me?

Questions 15 thru 17

The opportunity for personal growth and development in my position on the local board.

15. How much is there now?
16. How much should there be?
17. How important is it to me?

Questions 18 thru 20

The prestige of my position on the local board inside the Selective Service organization (that is, the regard received from others in the Selective Service)

18. How much is there now?
19. How much should there be?
20. How important is it to me?

Questions 21 thru 23

The opportunity for independent thought and action in my local board position.

- 21. How much is there now?
- 22. How much should there be?
- 23. How important is it to me?

Questions 24 thru 26

The feeling of personal safety in my local board position.

- 24. How much is there now?
- 25. How much should there be?
- 26. How important is it to me?

Questions 27 thru 29

The feeling of self-fulfillment a person gets from being on a local board (that is, the feeling of being able to use one's own unique capabilities, realizing one's potential).

- 27. How much is there now?
- 28. How much should there be?
- 29. How important is it to me?

Questions 30 thru 32

The prestige of my position on the local board outside the Selective Service Organization (that is, the regard received from others not in the Selective Service Organization, e.g. the local community).

- 30. How much is there now?
- 31. How much should there be?
- 32. How important is it to me?

Questions 33 thru 35

The feeling of worthwhile accomplishment that one gets from being a local board member.

- 33. How much is there now?
- 34. How much should there be?
- 35. How important is it to me?

Questions 36 thru 38

The opportunity in my board position to give help to other people.

- 36.. How much is there now?
- 37. How much should there be?
- 38. How important is it to me?

Questions 39 thru 41

The opportunity in my board position for participating in setting of goals.

- 39. How much is there now?
- 40. How much should there be?
- 41. How important is it to me?

Questions 42 thru 44

The opportunity in my board position for participation in the determination of methods and procedures.

- 42. How much is there now?
- 43. How much should there be?
- 44. How important is it to me?

Questions 45 thru 47

The feeling of being informed in my board position.

- 45. How much is there now?
- 46. How much should there be?
- 47. How important is it to me?

Questions 48 thru 50

The opportunity to develop close friendships in my board position.

- 48. How much is there now?
- 49. How much should there be?
- 50. How important is it to me?

Questions 51 thru 53

The feeling of pressure in my board position.

- 51. How much is there now?
- 52. How much should there be?
- 53. How important is it to me?

Questions 54 thru 56

The opportunity for extrinsic rewards (e.g. medals, certificates, pins) a person gets from being a local board member.

- 54. How much is there now?
- 55. How much should there be?
- 56. How important is it to me?

Group 3 (Questions 57 thru 73)

This section contains questions similar to those you have just completed except you will only be asked to agree or disagree with each statement. Your answer will be on a five point scale which will look like this:

STRONGLY AGREE	AGREE	NEUTRAL	DIS- AGREE	STRONGLY DIS- AGREE
A	B	C	D	E

Darken the space under the letter on the answer sheet which best describes your feeling.

- 57. Job performance factors for a local board member have been presented to me.
- 58. I fully understand the job performance expected of a local board member.
- 59. There is a direct relationship between accomplishment of the local board performance factors and the reward I receive.
- 60. I intend to remain a selective service local board member for the foreseeable future.
- 61. Most people who are important to me think I should continue as a board member.
- 62. I personally feel that I have a moral obligation to continue as a board member.

63. Being a local board member is good.
64. Being a local board member is pleasant.
65. Being a local board member is very time consuming.
66. Skills in human relations are important to a local board member.
67. I believe that I possess sufficient skills in human relations to be an effective board member.
68. Verbal communication ability is important to a local board member.
69. I believe that I possess sufficient skills in verbal communications to be an effective board member.
70. Stress tolerance is important to a local board member.
71. I believe that I possess sufficient stress tolerance to be an effective board member.
72. Periodic refresher training should be provided to local board members.
73. I would attend refresher training.

You have completed all questions to be answered on the standard answer sheet. Attached to the standard answer sheet is a supplemental answer sheet containing a list of 12 traits arranged randomly. Rank the 12 traits 1 to 12 in the order of their importance for success in your local board position. Number 1 stands for the most important, and Number 12 stands for the least important. When you have completed the supplemental answer sheet, please recheck the standard answer sheet to insure that your answers correspond to the proper question. If all is OK, place the standard and supplemental answer sheet in the envelope addressed to National Headquarters and mail. No postage is required.

THANK YOU VERY MUCH

APPENDIX B

MOTIVATION MAINTENANCE PLAN

Introduction

In the process of researching this paper, the authors collected considerable data from documentation and interviews which could be of value to the Selective Service in motivating its volunteer board members. This plan has been designed as a tool to be used in conjunction with attitude and performance evaluations of Selective Service Board members. Although applicable to most groups in general, these suggestions have been focused on and tailored specifically for the Selective Service board members. Within the lay capabilities of the authors, the suggested practices and rewards are consistent with general motivational theory.

General Comments

Several general observations which do not relate directly to rewards should be noted. A subtle relationship which the Red Cross appreciates when dealing with volunteers is that they are different. Volunteers are doing their job for a different reason than the compensated staff of the organization. (1) The Red Cross handles this nicely by having a high ratio of volunteers on the Headquarters Staff. This is neither practical nor possible in the Selective Service System and is not necessary if the staff is continually aware of the different attitudes and motivations of the average Selective Service Board member. A general awareness of the volunteer profile within the staff will reduce the probability that some seemingly insignificant action or oversight could accidentally dissuade an otherwise highly motivated volunteer. The staff should also appreciate the

dynamics of the situation. Perceived needs sometime tend to vary with time and although change is generally a slow process, the situation should not be assumed to be static. (1) Needs can change with time on the job or with national moods. This could be especially true with long term, politically sensitive positions such as Selective Service Boards. Regular evaluations should detect these trends before they become irreversible.

Evaluations should measure excesses as well as needs. It is important to seek the proper balance between paying enough attention to board members and leaving them alone. Some might feel harassed or overly obligated to participate in what they consider to be a "part time" or "limited participation" experience.

The Department of Defense believes that unit cohesion is one of the most important prerequisites for effectiveness and the Selective Service should be aware of its impact on board performance. This is an important variable to measure. It could be compounded in that boards are supposed to represent the entire community equitably. Therefore, in most cases they will be diversified in ethnic background, interest, values, education and race. Group performance tends to be a function of homogeneity -- people are generally more comfortable around their "own kind". The effectiveness of a board can also be seriously degraded by one or two members for any of a number of reasons. The Selective Service might borrow one way of getting around this problem and its effects from the Red Cross. The Red Cross requires that every six years local board members cycle off for one year. The terms are three years with a limit of two in a row. This allows the system to purge disruptive members gracefully. The current Selective Service System can only get rid of board members who die or otherwise do not report for duty. This approach would not increase training costs significantly because the individual who cycles off but is desired back is

already trained. It also builds an alumni or base of experience -- another feature the Red Cross finds attractive. Any action to overcome these problems will increase performance and retention and should be a consideration early in the recruiting process.

Recruiting.

Meeting the needs of Selective Service Board members after they have been recruited and tested may be too late in some cases. "An ounce of prevention..." in the recruiting process could preclude future problems if the recruiters find easily motivated people (provided they meet all other qualifications) in the first place. Recruiters should concentrate on specific techniques, sources and qualities and assure that the volunteer is well informed.

Professionalism in recruiting pays off. Recruiters and interviewers should be good speakers and they should be backed up by quality audio-visual material. Social functions are ideal for initial contacts. Publicity should be adequate but discriminating -- do not portend "cattle calls". Paid advertising gets better people than public service announcements and direct mail is even better. The best contact is personal. (14:13) However, even person-to-person contact must be with the right people.

Often the best, and most overlooked, sources for highly motivated volunteers are other volunteer groups. It is important for people to understand the true nature of the job before they even interview. For instance, the Red Cross finds that people are short-term, project-oriented today. This means that most volunteer organizations have to develop a strong, long term cadre for continuity. The Selective Service might expect this same phenomenon eventually to affect local boards to some degree.

However, there are usually several strong "power" people in each community who see a responsibility to fill these cadre jobs. (14:13) If the recruiter can find these people (who do not normally answer ads for volunteers) they will have not only a highly motivated volunteer but a long term backbone for the local board. These people are not as important for the knowledge or background they bring to the process as for their stabilizing effect. The Red Cross also finds that couples are volunteering more today and that employers are supporting employees with the necessary time off for volunteer work. (14:13) Recruiters should be aware of this trend in dealing with volunteers. Some community volunteer organizations which are representative of the community and are rich sources, should be contacted directly: (14:12)

1. Civic Associations
2. Parent-Teacher Associations
3. Religious groups and their affiliates
4. Women's clubs
5. Fraternal and Social groups
6. Labor unions
7. Service organizations (Rotary, Kiwanis, Lions, etc.)
8. Business and professional associations and their ladies auxiliaries
9. Associations of retired people

These organizations are most likely to be sources for people with the qualifications and qualities most desired for Selective Service Board members.

Aside from the normal qualities the recruiter should look for, there are several which characterize the highly motivated volunteer "type". The population is getting older and more and more people are quitting their

jobs are 60. Not only is this a large source but they tend to be more patriotic than the norm and committed to doing what is right during wartime because they can remember the last "popular" war -- World War II. It is also recommended that the recruiter administer psychological instruments which measure the volunteers' performance under stress. This is a quality which would stand Selective Service Board members in good stead and is difficult to assess under normal circumstances. Other qualities to look for in volunteers are: (14:37)

- personal commitment to the organization
- enthusiasm
- an understanding and empathy for other people
- freedom from bias
- ability and willingness to listen to all points of view and to come to a decision after knowing all the facts
- strength of their convictions
- willingness to accept and be prepared for disagreement with personal ideas but to fight for those ideas.
- willingness to accept the decision of the group
- realize that leadership is not limited to a select group

However, a person with all of these qualities will be of no use if he does not understand his responsibilities.

Unrealized expectations are probably the primary cause for low retention of volunteers. Volunteers have to be shown that they can get what they want from the job. It is important that both the Selective

Service and the volunteer understand the conditions of service at the outset. (1) The Selective Service believes that a portion of the volunteers who did not report for initial board training were simply not aware of the requirements when they initially volunteered. (30) This is not to say that they were being taxed beyond their endurance. They just did not understand their obligations when they signed up. For instance, busy people like short term projects. If recruiters do not give high expectations then volunteers will not be disappointed. They should understand that it is a long term project with very little demand on their time -- until wartime. The Red Cross believes that a volunteer is most highly motivated when he first signs up. If initial training is provided as soon as possible it would be better assimilated during this motivational "high". Learning and retention are functions of motivation. The training, in turn, serves to reinforce the motivation and "fixes" it if properly and professionally administered. (30) Free communication between the Selective Service and the local board members is important in other areas as well. It is essential that a continual dialogue be promoted which includes evaluation and feedback and that the motivational needs of board members be met as well as possible.

Motivation Maintenance

The following is a list of suggestions which can be mixed and matched in an attempt to meet the motivational needs of local board members directly. They are keyed, for convenience, to the reward categories evaluated in an instrument administered to a sample of Selective Service Board members. Although their attitudes and dissatisfactions varied, it is conceivable, in fact expected, that these perceptions will vary over time and changing values. These suggestions should serve as a springboard for

5.1. Many of the suggested rewards will probably meet different needs for different people depending on their values. Further, some actions can fulfill several needs for one person but, in general, they fall into the categories outlined.

Security Needs.

1. Selective Service Board members share a certain fear of the "unknown". The vignettes used in training and exercises are well done but are not the real thing. Selective Service Board members have to wonder how real people are going to react in a less than optimum situation. A system of preclassification, either actual or for informational purposes only, could reduce this anxiety. In either case, if real people could bring real arguments to real boards, actual wartime conditions should bring fewer surprises to either side. Board members have every reason to fear that they will not understand the clients of the Selective Service System. Draftees are not volunteers and board members are. The fear that they will not understand a society with conscientious objectors is not just emotional. Some will fear physical retribution as well and the more contact they have with clients beforehand the better. Many shopping mall enlistment facilities with the attendant glass fronts will be pressed into service as Selective Service board meeting places during wartime. These facilities could provide unwanted visibility and vulnerability to catastrophic consequences during "non-violent" protests. If Selective Service Board members are dissatisfied with provisions for their safety this situation could be a factor.

2. The Selective Service Newsletter Training Bulletin is an excellent vehicle for keeping Selective Service Board members informed and reducing their fear of doing the wrong thing.

their fear of doing the wrong thing.

3. Publicity revealing the relatively small Selective Service System headquarters staff and facilities during the budget evaluation process in an effort to elicit funds, should be tempered with the understanding that this can have a negative effect on Selective Service Board members. Their perception of the strength of, and commitment to, their parent organization will be reflected directly in their motivation and subsequent performance.

4. Selective Service training is professionally done and well received; however, it should be considered as more than just for educational purposes. If the member believes that he cannot function without adequate knowledge, then he cannot. Training provides the board member with information which will make him more comfortable in the performance of his duties and, therefore, he is more effective. It is also one of the few external indications that anyone cares.

5. One of the attractions to volunteers is the sense of organization that they seek in their private lives. This is a key consideration in volunteer organizations such as Red Cross. Even if organization is not the most important reason for volunteering, it is often the first variable to weaken and a primary cause for dissatisfaction and low retention. (1)

6. Another advantage of realism in training and exercises is perceived pressure. Many volunteers are actually seeking pressure jobs -- that they can handle. They want to demonstrate that they can perform under pressure, but they want the ground rules to be specific enough to support their actions. (1) This lack of realism and organization is probably the factor which keeps the Federal Emergency Mobilization Agency volunteer show rate at less than half that of the Selective Service Board members. In the past the FEMA exercise segments involving volunteer senior managers have been less than realistic.

Social Needs

1. One of the primary motivations for most volunteers in most organizations is to help others. (24) There is no reason to believe that this is not important to Selective Service Board members. They should be reminded that this is one of the Selective System's primary concerns and that their beliefs are not misplaced.

2. The National Chairman of Volunteers for the Red Cross says that local Selective Service Board members are welcome to satiate this need to help others by assisting the Red Cross. (1) Inductees fill out a form that indicates whether or not they want their families to know what the Red Cross does for service members and their families. Selective Service Board members could assist local chapters in this process and demonstrate their concern as well as build a positive reputation for the board.

3. As a variation on an earlier suggestion, board members could offer, individually or collectively, to provide informal, non-attributable advice to local clients who are concerned about their status. This would allow the member to help others as his schedule allowed.

4. If the Selective Service Board members have a closer relationship with the military system, they will be better able to help their clients. One of the training film vignettes portrays a registrant asking if he would be required to violate his principles in training. This is a hard question for a board member to answer unless he has been there. It would also defuse the accusation that board members do not appreciate the situation and allow them to affirm that they care enough to do something about it. "Walking in their shoes" is a concern for those who want to help others.

(1)

5. "New Federalism" is a move towards helping others at the local level. Selective Service Board members should not feel excluded from this movement if public opinion remains positive.

6. To the extent that it does not detract from the serious, life altering decisions that Selective Service Board members must make, a spirit of volunteerism and fellowship should permeate the Selective Service organization -- because it is motivational. Many people give blood not just because they know it will help others, but because it is pleasant to be around Red Cross volunteers.

Esteem.

1. Appointment of Selective Service Board members was delegated from the President to the Selective Service System Director under President Truman and has remained there. Self esteem could be improved, at a very low cost, if this responsibility was returned to the President.

2. Selective Service Board members have reason to and should take pride in their organization's past performance. Documentation should extol the past accomplishments of the SSS. The better it is, the more inclined good people will be to want to be a part of it, and perform well in order to maintain a good reputation.

3. Publicity about nationally famous Selective Service Board members would increase prestige. At the local level, important community leaders will volunteer for board service if they are aware that other prominent citizens are already members. Board demographics will probably show that the average board member has impressive credentials. If this data is carefully publicized, it will serve to improve the self esteem of all Selective Service Board members.

5. The very act of conducting a survey serves to improve the self esteem of interviewees, those who take instruments, and even those who only read about it in the bulletin. Experiments show that just paying attention helps. Any "random" sample of Board Members tested in the future should be designed to interact with as many members and boards as possible.

6. It would be a source of pride if members realized that it is only through a dispensation that they are appointed to do this special task. Title 5 of the United States Code does not allow work to be done by volunteers which could be done by federal workers. Selective Service Board members are performing a service money literally cannot buy and they should know it.

7. Little things can often improve self esteem. Selective Service Board members have notebooks which they use for procedures and adjudication. If these notebooks were personalized with the individual's name it would not only improve prestige but would tend to aid retention -- "After all, they made this especially for me!"

8. A source of external esteem would be interaction with state and national officials. The Director could spend a few minutes on the phone with members when he visits an area or host a small reception. Congressmen and governors should feel obligated to single out Selective Service Board members when they visit a community.

9. Local recognition of a general nature or relative to specific board members on radio, TV or in the press would improve prestige.

10. Selective Service Board members should be made aware of the congressional bill designating 1983 the "Year of Volunteerism" - they are included.

11. In many areas during World War II, stories circulated that the old draft board system was susceptible to graft, abused power and bribery. A recurrence of this perception could seriously damage the esteem of Selective Service Board members and should be squelched at all costs as soon as possible.

Autonomy.

1. The concept pursued by the former SSS Director, General Hershey, was a grass roots approach in that local boards actually registered people and had a compensated, full-time employee, picked by the board. (27) Reforms such as lottery, national registration and removing some deferments have diluted the responsibilities of Selective Service Board members and their authority as well. Any movement back to this concept will improve autonomy.

2. Although returning the board member appointment responsibility to the President would increase self esteem, it would also increase their perceived authority because it would come directly from much higher.

3. A source of authority for the Selective Service Board members is their perceived role in the process. They are either "in charge" and control the destiny of the system, or they are victims of the process and subject to the whims of a higher order. Subtle factors such as physical working conditions over which they have no control, quality of compensated administrative assistance (both military and civilian), creature comforts and surroundings not befitting the seriousness of the task can seriously detract from perceived authority. Permanence such as a name on a door, building directory or phone book can help.

4. One method to get the Selective Service Board members more closely involved with the Selective Service would be to let them provide training

for new members under certain conditions. If a member demonstrated the proficiency to do so, and the new member opted for this alternative over central training, three interests would be served -- motivation of the teacher and cheaper, more timely education for those new members who have been unable to attend formal training, and faster growth of unit cohesion through expeditious inclusion of the new member into the group.

5. Although they are not legally involved with the registration process, Selective Service Board members are undeniably the closest representatives of the SSS. The National Headquarters could, informally, challenge local members to speak out on Selective Service issues. In turn, members would be a direct source for reporting local sentiment toward these issues. Members would then feel part of a continual active process. Provided with speeches and visual aids, members could speak on registration at the local level. This would not only motivate members but would reduce the stigma of national pressure in that local citizens would be addressing the issues.

6. A serious detractor from a sense of authority and independence is the responsibility for menial, trivial administrative tasks which could be handled by others. The specificity of rules of evidence, a well defined adjudication process, and clearly stated administrative details will reduce this responsibility. Experience shows that it can be more disconcerting for a board president to have to decide who will take notes than to decide on the dispensation of a draftee.

Self Actualization

1. Certificates of appointment and training "suitable for framing" or, better yet, already framed, are symbols of personal growth and development. A fancy appointment certificate with a designated blank space for training

level or service time would not only satisfy self actualization needs but provide incentive -- to fill the blanks.

2. The standard five year attendance stickers might be too far apart if studies show that dissatisfaction with personal growth and development possibilities is high. Yearly recognition might be necessary.

3. A system of either public or direct appreciation expressed to the employers of Selective Service Board members would reflect favorably on the members themselves.

4. The Red Cross capitalizes on the theme that volunteerism is the essence of self fulfillment. They use campaigns promoting such material as "The Good Neighbor", "Your Heritage, Hope and Opportunity", and "The Gift of Self". (1) The first impression upon meeting Red Cross volunteers is not what they do but how nice they must be to volunteer -- how fulfilling it must be! The ultimate responsibilities of Selective Service Board members are not that different and their perceived level of self fulfillment could be enhanced with similar campaigns.

5. The training program should be challenging enough to elicit a feeling of worthwhile accomplishment when it is successfully completed. These rewards are few and far between during the peacetime activities of Selective Service Board members and it is one of the highest order needs. The Red Cross views this as one of the most serious problems with motivating volunteers -- they must have something to do.

6. Informal exercises with cases generated locally or sent out from National Headquarters would not only serve to educate but increased activity would be therapeutic to self actualization needs.

7. Involving Selective Service Board members in activities when carried to the extreme can be counter productive. Interaction which is redundant, boring and otherwise uninformative is viewed as patronizing and

is counter to personal growth and development needs.

Summary

The Selective Service should continually research the needs of Selective Service Board members and methods for satisfying them in order to achieve the most economical solution to continued board performance. One simple method is to look for boards which seem to be highly motivated and observe the members and their procedures.

Many of the observations contained herein were gained "in situ" during discussions with the highly motivated leadership and staff of the National Headquarters of the American Red Cross. However, it was evident that some volunteers neither seek nor desire rewards which bring with them any degree of notoriety. It should be appreciated that rewards designed to elicit satisfaction through fulfillment of self esteem needs may have a negative effect on some people. Their rewards may be derived through humility or anonymity. They may, however, actually fear retribution from those in the community who are opposed to the draft or the "establishment". This group should be in the extreme minority but they do exist and should be understood.

As a final reminder, these suggestions are meant to provide the beginning of a pilot program for a continuing effort aimed at treating the motivational needs of Selective Service Board members. Even if variables such as self esteem test quite high initially, there is reason to believe that they will vary with time and a good plan will be able to meet any contingency before it degrades performance to an unacceptable level.

APPENDIX C
SUMMARY OF INTERVIEWS/OBSERVATIONS
and
BOARD EXERCISE EVALUATIONS

Interviews and Observations

Colonel David Southworth traveled to Harrisburg, PA, 23 October 1982, to observe local board procedures and interview board members. The Harrisburg board was one of twelve boards nationwide selected to convene during the 1982 Mobilization Exercise, "Proud Saber". The board was composed of four area residents, previously designated for their positions. The board chairman was a pastor and he was assisted by a pump salesman, a housewife and an insurance salesman.

The following notes were made during the training period:

a. The Chairman effectively gained control and demonstrated confidence to the board. Members were openly encouraged to participate in the discussions.

b. The board functioned smoothly and all members appeared knowledgeable of their responsibilities. Each member referred to his previous training administered by the Selective Service System. All members agreed that attendance at the morning planning session, prior to hearing the first case, was a major factor in the board's success.

c. Board members had materials provided by Selective Service Headquarters and referred to them frequently.

d. Individual members indicated that their desire to serve on the board was based on a sense of community service and national contribution. Their

view was that a program of local recognition would be effective in increasing community interest, but cautioned that too high a profile would cause speculation about implementing the draft. Board members accepted their responsibilities seriously and enthusiastically.

e. The completion of required forms and other administrative details appeared cumbersome to the board. They were unsure of the timing and scope of these tasks.

Local Board Exercise Evaluations

The Systems Research and Applications Corporation (SAR) evaluated all twelve local boards involved in Exercise Proud Saber 1982. The Selective Service System began participation in Proud Saber early in October 1982, with major exercise play on 23 October to simulate local board action. The objectives of this exercise were to evaluate plans and procedures for establishing the boards and determine their ability to process and adjudicate claims. The following summary was extracted from the evaluations prepared by SRA, 19 Jan 1983: (28)

a. "The operation of the local boards showed that the board members' training was basically good. The board members enjoyed the opportunity to work with the other board members and it put their training into practice. The role-playing and the scripts and documents for simulated actual cases gave them valuable insight into actual board functions.

b. The board members need more training. Gaps exist in their knowledge of procedural actions for different classifications. Improving the use of worksheets and summary sheets would help the board members by clarifying the elements of each claim.

c. The board members need to become more familiar with the elements of a claim. This familiarity would improve board questioning techniques. Too

often board members failed to initiate or follow up pertinent lines of questioning, while pursuing irrelevant trains of thought.

d. Selective Service should develop a plan to monitor logical consistency among local boards with the guidance provided for granting postponements or reclassification. A system should be developed to review local board actions to ensure they are neither too strict nor too lenient, but remain generally within the guidance given.

e. The simulation showed the importance of the compensated employee. Efficient local board operations in the early days of mobilization will depend heavily on their training and knowledge.

f. Local boards should participate in training exercises similar to Proud Saber at least annually. A formal critique of the board members' performance after each case or hearing would be beneficial."

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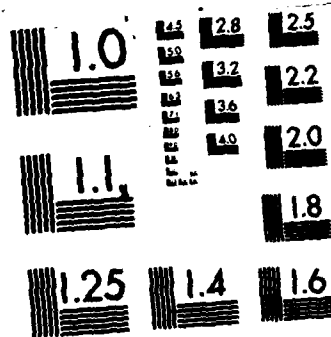
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