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DECISION AND ORDER

This is an action for injunctive relief in which an Armyreservist seeks to restrain the Army from ordering him toactive duty and require it to grant him a discharge. The Government has filed a motion to dismiss the complaintpursuant to Rules 12(b)(1), 12(b)(2), and 12(b)(6) of the Federal Rules of Civil Procedure or, alternatively, a motion for summary judgment under Rule 56. Plaintiff has also filed a motion for summary judgment under Rule 56. All parties have supported their motions by affidavits and briefs. For there as ons herein after indicated, the Government's motions are denied, and the plaintiff's motion is granted.

FACTS

On December 14, 1966, the plaintiff, then a dental student, filled out an application for his appointment in the ArmyMedical Service Early Commissioning Program. The relevant portions of that application are as follows:

- "1. Under the provisions of AR 601-140, which I have read and understand, I hereby volunteer for participation in the Army Medical Service Early Commissioning Program and I agree * * * that I will
- "a. Faithfully pursue toward completion an established course of study leading to a degree in Dentistry.
- "b. Accept appointment as a Reserve commissioned officer of the Army * * *.
- "c. Accept reappointment in the Dental Corps upon graduation, if tendered.
- "2. I understand and agree —
- "c. That the fact that I may be reappointed in the Medical, Dental, or Veterinary Corps of the Reserve of the Army upon graduation does not bind the United States Army to order me to extended active duty. I understand that my entrance on active duty will be contingent upon Army requirements at the time I am determined to be qualified for active duty, and that I hereby volunteer for entry on active duty when and if my services are required. If I am excess to the needs of the Active Army, I will be permitted to fulfill the remaining portion of my military obligation in the Ready Reserve. * * * " (Emphasis added.)

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The form has plaintiff's signature at the end. It also contains a statement signed by the Registrar of Marquette University School of Dentistry to the effect that plaintiffwas enrolled there and would graduate "on or about June, 1970."

On January 10, 1967, plaintiff signed NGB Form 62, applyingfor federal recognition as a Second Lieutenant, MedicalService Corps, in the Army National Guard of Wisconsin, andfor appointment as a reserve officer of the Army in the ArmyNational Guard of the United States. In the "remarks" section of this form is typed: "To be reappointed 1LT, DC, upongraduation from Dental School."

On January 23, 1967, plaintiff was appointed and commissioned in the Wisconsin Army National Guard. Federal recognition was extended on March 10, 1967, with an effective date of January 23, 1967. Orders appointing plaintiff are serve commissioned officer of the Army were published on April 4, 1967, with the appointment effective as of January 23, 1967.

On August 12, 1968, plaintiff was released from hisassignment with the Wisconsin National Guard since he hadresigned to accept an appointment in the U.S. Army Reserve. OnAugust 20, 1968, the effective date of the change of strengthaccountability was changed to August 1, 1968. On November 18,1968, orders were published which assigned plaintiff to the312th Medical Detachment in Milwaukee, Wisconsin, with aneffective date of August 13, 1968.

On May 24, 1970, the plaintiff graduated from dental school.

Orders were published on August 5, 1970, transferringplaintiff from the 312th Medical Detachment to the U.S. ArmyReserve Control Groups, with the effective date being June 1,1970.

On August 20, 1970, plaintiff was appointed a FirstLieutenant in the Dental Corps, U.S. Army Reserve. Plaintiffaccepted this appointment on October 31, 1970.

On September 21, 1970, plaintiff wrote to Captain Lemieux atthe U.S. Army Reserve Components Personnel Center in anattempt to clarify what his status was. In the letter hereferred to a telephone conversation he had had with CaptainLemieux about a month before. OnOctober 5, 1970, the Army sent a form to the plaintiffacknowledging receipt of his letter of September 21 and promising that "reply could be expected in 30-45 days." Apparently on the same date the Army Medical Department, Officer Management Section, headed by Captain Lemieux, sent arequest for plaintiff's file to the U.S. Army AdministrationCenter.

On November 25, 1970, plaintiff called about his status, butapparently no information was available.

Finally on April 13, 1971, Lt. Col. Douglas, the Chief of the Delayed Officer Management Division of the U.S. ArmyReserve Components Personnel Center wrote a letter toplaintiff in response to his inquiries. The relevant portions of this letter read:

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- "2. A review of your records indicate you accepted appointment in the Medical Service Corps as a Second Lieutenant on 21 April 1967 and were delayed to pursue studies leading to a degree in Dentistry. Your application for appointment indicates you were to receive this degree in June 1970.
- "3. You were transferred to the control of the USAR Control Group (Officer Active Duty Obligor) USARCPC, Fort Benjamin Harrison, Indiana 46249 under Letter Orders 08-248 dated 5 August 1970; however your file was not received until November 1970.
- "4. A full review of your records indicates you should have been scheduled to enter on active duty in the U.S. Army upon completion of your dental studies in June 1970.
- "5. Based upon the above information *** you will be scheduled for entry on active duty after 30 June 1971. ***" (Emphasis added.)

On May 4, 1971, plaintiff's attorney requested a review of his file. Lt. Col. Douglas replied on June 3, 1971, in aletter where he stated:

- "* * He [plaintiff] incurred an obligation to serve on active duty upon the receipt of his degree which he obtained in June 1970, provided his services were needed.
- "A complete review of LT Crowley's records, together with the current requirements for Dental Corps Officers on active duty, indicates he has to fulfill his contractual obligation which he incurred on 14 December 1966 in accordance with the provisions of AR 601-140.
- "* * Action is presently being taken to promote LT Crowley to the ranks of 1 LT prior to his entry on active duty during the summer of 1971 for a period of two years. * * * " (Emphasis added.)

On June 10, 1971, plaintiff's attorney responded to Douglas'letter, saying that since plaintiff had only a little over 18months remaining on his "total service obligation," it wouldbe —

"* * impossible for him to complete the two year term, which you say he will begin this summer. He will not begin, as you indicate, a period of, `... active duty during the summer of 1971 for a period of two years.' He has only a little more than 18 months remaining on his total service obligation. Any delays in orders to active duty were not due to any action taken by Lieutenant Crowley."

On July 12, 1971, Douglas wrote to plaintiff, stating that when plaintiff accepted appointment into the Medical ServiceCorps, he had —

"* * incurred a contractual obligation to serve on active duty upon completion of your dental studies for a period of two consecutive years. This obligation was in addition to any obligation which you might have incurred as a member of the Wisconsin National Guard or other reserve unit."

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Douglas' letter went on to inform plaintiff that his requestfor transfer to a reserve unit could not be approved, andrequested plaintiff comply with the "activeduty packet" which had been sent to him.

On the same date Douglas informed plaintiff's attorney byletter that the Army was relying on a "Contractual Obligation" of plaintiff to serve on active duty "upon the attainment ofhis Dental Degree" for a period of two consecutive years. Douglas referred to AR 601-140 as the source of this obligation.

The Army, therefore, continued in its preparations forplaintiff's entry on active duty. On August 9, 1971, a set of DA Forms 2694, "AMEDD Officer Initial Assignment Questionnaire," was sent to the office of The Surgeon Generalin order to obtain a duty assignment for plaintiff.

Shortly thereafter, on August 23, 1971, plaintiff's attorneyresponded to Lt. Col. Douglas' letter of July 12, 1971. In theletter he asserted that the failure of the Army to nominateplaintiff for active duty by February 1 of the year of hisgraduation (1970), as required by AR 601-140, was a breach ofplaintiff's contract with the Army. The result claimed was arelease of plaintiff from any active duty obligation.

Lt. Col. Douglas responded to this in a letter of September17, 1971, stating that the nomination procedure "refers to theadministrative procedures utilized by this Center with TheSurgeon General. It in no way entails direct notification toeach officer by the Office of The Surgeon General." Douglasended the letter by stating that plaintiff "remains scheduledto enter on active duty in the near future."

The reference in Douglas' letter to the "near future" was, however, a forlorn hope. Since assignment instructions werenot received for plaintiff, another set of DA Forms 2294 wassent to the Surgeon General on December 17, 1971.

This time assignment instructions were received from the Surgeon General. By letter dated January 28, 1972, plaintiffwas informed that he would shortly receive official orders to report for active duty on June 1, 1972, at Fort Hood, Texas. Plaintiff was also informed that he had to undergo a physical examination.

On the same date a "Memo For Record" was written. In it thewriter said: "Officer actually eligible for active duty July1970, but actual assignment instruction never furnished byOTSG. * * * "

Finally, by orders dated March 17, 1972, plaintiff wasofficially ordered to active duty at Fort Hood with a "reporting date" of June 1, 1972.

On April 3 or 4, 1972, plaintiff called the Delayed OfficerManagement Division and talked to Edward R. Schaefer, acivilian employee of the Army. There is a dispute between theparties over whether Schaefer told plaintiff that the ordersof March 17, 1972, would be withdrawn until his status

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wasclarified.

It is clear, however, that plaintiff did not report to FortHood on June 1, 1972, and the Army therefore considered himA.W.O.L. (absent without leave).

On July 5, 1972, one Lt. Myers of Fort Hood, Texas, calledplaintiff's attorney and informed him that apprehension procedures would be put into effect.

On July 6, 1972, plaintiff filed his initial complaint along with a motion for a temporary restraining order and an affidavit of the plaintiff. In the affidavit plaintiff alleged that when he —

"did not receive a nomination for active duty prior to 1 February, 1970, the year of his graduation from Marquette University Dental School, pursuant to the requirements of Army Regulation 601-140, under which the plaintiff entered the Military Service, he incurred expenses of over Thirty Thousand Dollars in establishing a dental practice * * * for which he is presently indebted; * * *."

On the same date a hearing was held in chambers withplaintiff, his attorney, and an Assistant U.S. Attorneypresent. The Court ordered:

"That the Secretary of the Army, his officers and agents be and they hereby are temporarily restrained from any further proceedings in connection with the ordering of the plaintiff, Timothy W. Crowley, to active duty pending further order of this Court."

After several extensions of time were granted, on January 3,1973, the defendants filed a motion to dismiss or, alternatively, for summary judgment, accompanied by asupporting brief and affidavits.

On January 29, 1973, plaintiff filed his motion for summaryjudgment and to dismiss the defendants' motion. It wasaccompanied by briefs and an affidavit.

Thereafter, on February 16, 1973, plaintiff filed an amended complaint, and on April 12, 1973, the parties stipulated to the filing of a supplemental complaint. The supplemental complaint alleged that plaintiff had submitted a writtenresignation to the Adjutant General's office on January 23,1973, effective on the same date.

JURISDICTION

In his amended complaint, plaintiff cites 28 U.S.C. § 1346(a)(2) as giving jurisdiction for this action. It is clear, however, that the Tucker Act does not provide a jurisdictional grant where the only relief requested is equitable. Richardsonv. Morris, 409 U.S. 464, 93 S.Ct. 629, 34 L.Ed. 2d 647 (1973); Casarino v. United States, 431 F.2d 775 (2d Cir. 1970).

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Similarly, plaintiff's allegation of jurisdiction under 28 U.S.C. § 2241 must also fail. There is no habeas corpusjurisdiction where, as here, the plaintiff is not required by military orders to be in the forum district. Gonzales Salcedov. Lauer, 430 F.2d 1282 (9th Cir. 1970); United States ex rel.Rudick v. Laird, 412 F.2d 16 (2d Cir.), cert. denied 396 U.S. 918, 90 S.Ct. 244, 24 L.Ed.2d 197 (1969).

Plaintiff has also cited 28 U.S.C. § 1361 as a grant of subject matter jurisdiction in this action. Several courts haveruled that § 1361, which grants original jurisdiction to district courts of "any action in the nature of mandamus to compel an officer or employee of the United States or anyagency thereof to perform a duty owed to the plaintiff," isapplicable where a member of the Armed Forces seeks to compelcompliance with a military regulation, as here. Rasmussen v.Seamans, 432 F.2d 346 (10th Cir. 1970); Schatten v. United States, 419 F.2d 187 (6th Cir. 1969); Smith v. Resor, 406 F.2d 141 (2d Cir. 1969).

The cases the defendants have cited in support of their contention that the court lacks subject matter jurisdictionare distinguishable. In Jarrett v. Resor, 426 F.2d 213 (9thCir. 1970), the Court ruled there was no § 1361 jurisdiction because the plaintiff was not seeking to compel the Army to comply with its own regulations, unlike here. Also, in Guffantiv. Hershey, 296 F. Supp. 553 (S.D.N.Y. 1969), the plaintiff wasseeking a particular interpretation of a statute, rather than compliance with a clear duty.

It is apparent, therefore, that there is subject matterjurisdiction here under § 1361. Additionally, § 1331 provides ajurisdictional basis. Although plaintiff has not specifically claimed § 1331 as applicable, "[i]f facts giving the courtjurisdiction are set forth in the complaint, the provision conferring jurisdiction need not be specifically pleaded."Williams v. United States, 405 F.2d 951, 954 (9th Cir. 1969).Cf., New York State Waterways Ass'n, Inc. v. Diamond,469 F.2d 419 (2d Cir. 1972); Schwarz v. United States, 191 F.2d 618 (4thCir. 1951); Wright, Law of Federal Courts, § 69, at 291 (2d ed.1970).

Several cases have ruled that there is federal questionjurisdiction pursuant to § 1331 where plaintiff has allegedthat there is a \$10,000 controversy and seeks to compel themilitary to follow its own regulations. Spencer v. Laird,442 F.2d 904 (2d Cir. 1971); Brown v. Schlesinger, 365 F. Supp. 1204(E.D.Va. 1973); Garmon v. Warner, 358 F. Supp. 206 (W.D.N.C.1973); Cortright v. Resor, 325 F. Supp. 797 (E.D.N.Y. 1971),reversed on other grounds, 447 F.2d 245 (2d Cir. 1971),cert. denied, 405 U.S. 965, 92 S.Ct. 1172, 31 L.Ed.2d 240(1972).

This Court concludes, therefore, that it has subject matterjurisdiction here pursuant to both §§ 1361 and 1331.

Defendants have also argued that this action is barred bythe doctrine of sovereign immunity. This doctrine is said tobar suits that will interfere with the public administration, affect the public treasury, or cause the United States to door refrain from doing some act. Dugan v. Rank, 372 U.S. 609,620, 83 S.Ct. 999, 10 L.Ed.2d 15 (1963). It seems clear, further, that neither § 1361 nor § 1331 is a waiver of the Government's immunity. McQueary v. Laird, 449 F.2d 608 (10thCir. 1971); Beale v.

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Blount, 461 F.2d 1133 (5th Cir. 1972). Therefore, any claim against the United States as a party must be denied.

The plaintiff has, however, also joined as parties defendant the Secretaries of Defense and of the Army. While a suitagainst a public official in his official capacity is treated if it were brought directly against the government, see Hawaii v. Gordon, 373 U.S. 57, 83 S.Ct. 1052, 10 L.Ed.2d 191(1963); Larson v. Domestic & Foreign Commerce Corp., 337 U.S. 682, 688-690, 69 S.Ct. 1457, 93 L.Ed. 1628 (1949), there are exceptions to the sovereign immunity doctrine. Where anofficial is acting in excess of his authority, or his authority is unconstitutional or is being exercised in anunconstitutional manner, sovereign immunity is not a bar. Dugan v. Rank, supra; Larson v. Domestic & Foreign Commerce Corp., supra.

Plaintiff has alleged that the defendants are acting incontravention to Army regulations in ordering him to activeduty. If this is true, not only would it be action beyond thescope of the defendants' lawful authority, but the "failure ofthe Army to follow its own regulations constitutes adeprivation of due process." Konn v. Laird, 460 F.2d 1318,1319 (7th Cir. 1972). Thus, sovereign immunity is not a bar tothis action.

The defendants' motion to dismiss also alleged an absence of personal jurisdiction. The Court finds this objection to bemeritless, since 28 U.S.C. § 1391(e) provides for service of process by certified mail, which was accomplished here.

In summary, this Court finds that it has both subject matterand personal jurisdiction, and that sovereign immunity is nota bar to resolving this case on the merits.

MERITS

Plaintiff entered the Army under the provisions of the Medical Service Early Commissioning Program established by AR601-140 (June 19, 1963). This program was begun by the Armyunder the authority of Department of Defense Directive 1200.14(March 23, 1963). Paragraph III-B of DoD Directive 1200.14(July 30, 1969)² reads in relevant part:

- "B. Medical Service Early Commissioning Programs
- "1. The Military Departments will maintain a Medical Service Early Commissioning Program * * *.
- "2. Participants in a program will be required to enter on active duty for 24 months, with or without their consent, under the provisions of DoD Directive 1235.2 (reference (e))³ upon the completion of their professional training if there is a requirement for their services and they are under 35 years of age and have not performed at least one year of active duty (other than for training)"⁴ (Emphasis added.)

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It is obvious that the Directive looks to a program underwhich participants will enter on active duty at the completion of their professional education, if at all. The implementing Army regulation, AR 601-140 (June 19, 1963, with Change 1 of June 30, 1964), established a program where the participants would enter on active duty at or shortly after their professional training ended. Selected portions of AR 601-140(1964) read:

- "1. General. These regulations implement the provisions of Department of Defense Directive 1200.14 for the Army as it applies to the Medical Service Early Commissioning Program.
- "2. Purpose. This program has the following primary purposes:
- "a. To provide a programmed input * * *.
- "b. To insure the delay from active duty of students in the specialities of medicine, dentistry, and veterinary medicine until completion of professional educational qualification.
- "3. Appointment and participation. a. Male students selected for or enrolled in * * * dental * * * schools * * * may be appointed as Reserve commissioned officers in the grade of second lieutenant for assignment to the Medical Service Corps * * *.
- "g. Participants will, upon graduation, be appointed as Reserve commissioned officers in the Medical, Dental, or Veterinary Corps, as appropriate.
- "4. Responsibility.
- "b. Army area commanders.
- "(2) Commanders who tender initial appointments of participants * * * are responsible for the actions prescribed below until such time as the participants enter on active duty.
- "(c) For all participants * * *: Insuring that participants are processed for and nominated for active duty at the conclusion of their professional educational training.
- "5. Obligations. Participants are obligated to the conditions agreed upon by signing the application (fig. 1). Applicants will be advised of any statutory service or training obligation that they will acquire by reason of appointment under this program (AR 135-90).
- "7. Nominations for active duty. a. By 1 February of each year, each area commander will nominate to The Surgeon General * * * those participants * * * who will be required to enter active duty during the following fiscal year. * * * " (Emphasis added.)

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The application form that plaintiff signed on December 14,1966, explicitly incorporates the provisions of AR 601-140. Italso looks toward active duty upon the completion ofplaintiff's professional education, since plaintiff agreed toaccept reappointment in the Dental Corps "upon graduation, iftendered." (Emphasis added.) The form also stated that theplaintiff's entry on active duty "will be contingent upon Armyrequirements at the time I am determined to be qualified foractive duty, and that I hereby volunteer for entry on activeduty when and if my services are required."

The Dean's comments on the form stated plaintiff would graduate "on or about June, 1970."

Further, in the "remarks" section of NGB Form 62, signed byplaintiff on January 10, 1967, the statement appears: "To bereappointed 1LT, DC, upon graduation from Dental School."(Emphasis added.)

This Court's conclusion is that under the DoD Directives, the applicable Army regulations, and the forms plaintiffsigned, the Army had a right to order plaintiff to active dutyupon his graduation from dental school or shortly thereafter. The Army was not required to order plaintiff to active duty ifit did not need his services at the time of his graduation, soplaintiff could not be assured that he would be going onactive duty. But the Army did not have the right to wait asubstantial amount of time after plaintiff graduated beforeordering him to active duty. Plaintiff was entitled to beordered to active duty upon his graduation or shortlythereafter, or not at all. He was not to be subjected to alengthy period of uncertainty over whether he would have to goon active duty.

This conclusion is supported by two statements made by Lt.Col. Douglas in his correspondence. In his letter to plaintiff f April 13, 1971, he stated:

"A full review of your records indicates you should have been scheduled to enter on active duty in the U.S. Army upon completion of your dental studies in June 1970."

In a subsequent letter to plaintiff's attorney, dated June 3,1971, Douglas reiterated the following:

"* * He incurred an obligation to serve on active duty upon the receipt of his degree which he obtained in June 1970, provided his services were needed."

Strong policies also support the Court's conclusion here. The participants in this program have spent years acquiring the knowledge and skill to practice the arts of medicine ordentistry. In order to decide whether to establish a practice of their own or associate with others, they have to know at the conclusion of their professional training whether they will shortly have to go into the Army. It would be manifestly unfair if the Army were able to keep participants in suspense, since they would be placed in a dilemma. If they started apractice, they might subsequently be ordered to active duty, thereby destroying their practices. This might deter recentgraduates from establishing a

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practice until the Army, in itsown good time, informed them whether or not they would be ordered to active duty. This waste of valuable resources cannot be tolerated by a nation chronically short of physicians and dentists.

Additionally, if the Army were able to keep participants in a state of suspended animation after the conclusion of their education, the program would be less attractive to potential applicants. Enforcement of the Army's obligation to decide whether to order active duty for each participant at the end of their professional training will further the program's purposes.

Plaintiff graduated from dental school in May of 1970, and the Army admits he should have commenced active duty in Juneof 1970. But it was not until April 13, 1971, that he was toldhe would go on active duty. And although he was informed thathis active duty would commence in June 1971 (a year after itshould have), orders were not published until March 1972. Those active duty orders carried a reporting date of June 1,1972. This was over two years after the date of plaintiff sgraduation. This period of almost two years was far too longto keep plaintiff in suspense over whether he would be ordered og on active duty. Since the orders of March 1972 were notauthorized by Army regulations, they were illegal and of noforce or effect.

Plaintiff's six-year statutory obligation ended on January23, 1973. He has resigned his commission, effective on thatdate. AR 135-90, 2-2f, October 14,1968, describes the service obligation of participants in the Medical Service Early Commissioning Program:⁵

- "f. Physicians, dentists, veterinarians, and medical, dental and veterinary students.
- "(1) Male officers in the above categories who are initially appointed prior to their 26th birthday fulfill their statutory service obligation by serving on active duty; participating satisfactorily in the Reserve; or a combination thereof. When active duty is performed, the combined active duty and Ready Reserve service must total 5 years before the officer is eligible for transfer to the Standby Reserve. When active duty is not performed, the officer may be transferred to the Retired Reserve if eligible or discharged on the 6th anniversary of his date of appointment unless he has an overriding contract which provides that he remain in a Reserve component for an additional period.
- "(2) Officers in the above categories who were deferred from induction or delayed from entry on active duty in order to pursue their educational activities, fulfill their statutory service obligation as noted in (1) above. Such an officer who voluntarily assumed an obligation by signing an agreement to serve on active duty and/or to participate satisfactorily in the Reserve, will be required to fulfill the terms of the agreement or supplemental agreement (contractual obligation) even if such service extends beyond his statutory service obligation." (Emphasis added.)

Since plaintiff did not perform active duty and apparentlyis not eligible for transfer to the Retired Reserve, theabove-quoted regulation provides that he should be dischargedon the "6th anniversary of

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his date of appointment." The 6thanniversary of plaintiff's date of appointment occurred on January 23, 1973. He is, therefore, entitled to a discharge.

Since the pleadings, affidavits, etc., show that there is nogenuine issue as to any material fact, and plaintiff isentitled to a judgment as a matter of law, plaintiff's motionfor summary judgment is hereby granted. Defendants' motions to dismiss or for summary judgment are hereby denied.

It is therefore ordered that defendants are permanently enjoined from ordering plaintiff to active duty and are directed to process the discharge application of plaintiff avorably.

- 1. Although Melvin R. Laird and Robert Froehlke are thenamed Secretaries who are defendants here, Rule 25(d)(1), Federal Rules of Civil Procedure, automatically substitutes their successors as parties.
- 2. The Court has not been advised by the parties of anydifference between the 1963 and 1969 editions of DoD Directive 1200.14.
- 3. DoD Directive 1235.2 (May 24, 1958), delegates power to the service Secretaries to order to active duty for not morethan 24 consecutive months any members of a "reserve component* * * who is in a * * * dental * * * specialist category, who has not attained the thirty-fifth anniversary of the date of his birth, and who has not performed at least one year of active duty (other than for training)." This was superseded by DoD Directive 1235.10 VII which retained the identical language.
- 4. Change I of 1200.14 (June 5, 1972) made no change inparagraph III-B except to substitute DoD Directive 1235.10 for 1235.2.
- 5. See also AR 601-140, II, 13 (April 1, 1970); AR 601-140, II, 13 (November 5, 1970).
- 6. Although the application form usually signed byapplicants for the program contained an "overriding contract" clause, plaintiff's did not. There is, therefore, no contractual obligation that the Army can enforce.