

UNFIT TO FIGHT: MEDICAL READINESS LESSONS LEARNED FROM THE  
DRAFT FROM 1940 TO 1947, AND WHY THE UNITED STATES SHOULD  
CLASSIFY REGISTRANTS OF THE SELECTIVE SERVICE

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Military History

by

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The opinions and conclusions expressed herein are those of the student author and do not necessarily represent the views of the U.S. Army Command and General Staff College or any other governmental agency. (References to this study should include the foregoing statement.)

## ABSTRACT

UNFIT TO FIGHT: MEDICAL READINESS LESSONS LEARNED FROM THE DRAFT FROM 1940 TO 1947, AND WHY THE UNITED STATES SHOULD CLASSIFY REGISTRANTS OF THE SELECTIVE SERVICE, by Major David J. Grisdale 118 pages.

The transition to Large Scale Combat Operations brings to question the capabilities of the United States to conduct operations at this level. This thesis examines the first peacetime draft in 1940 to provide a better understanding of how classification was used to understand the competing demands of the military, industry, and agriculture. The thesis observes the changes to classification during the pre-war draft, World War II, and following the war until the draft's expiration in 1947. The examination of the pre-war draft details where industry and social considerations, predominately dependency, are more important than meeting numbers for the military. The military induction standards were high and number of men needed for the draft were relatively low. The wartime study shows a continual increase in men and a decrease in military induction standards as well as reduction of reasons for deferment of able-bodied men. The study of the post-war draft shows the nation's quick resumption of increased standards despite a need for men to serve in uniform. These studies showed that classification of the available population helped leaders to make informed decisions regarding wartime policy.

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## ACRONYMS

AVF	All-Volunteer Force
JANSSC	Joint Army-Navy Selective Service Committee
LSCO	Large Scale Combat Operations
MSSA	Military Selective Service Act
MTCA	Military Training Camps Association
STSA	Selective Training and Service Act of 1940
UMT	Universal Military Training
WMC	War Manpower Commission

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## CHAPTER 1

### INTRODUCTION

#### Background

The surprise attack on Pearl Harbor on 7 December 1941 defines the United States' entry into World War II. However, America began preparing for war well before hostilities broke out. After World War I, the Army began mobilization planning for the next war, and during the interwar years, the Army developed a mobilization plan utilizing a selective service system that ultimately was the foundation for the nation's first peacetime draft. When Germany invaded Poland and brought war to, American citizens and military leaders began conversations on the need to institute a draft to build a defensive force protecting American interests in the Western Hemisphere. The Selective Service System, commonly called Selective Service, allowed American leaders, over the next seven years, to register and classify men to aid in the effective use of manpower in civilian and military capacities.

During the interwar period, the nation looked inward and embarked on a course of progressivism. Throughout the early 1920s, America enjoyed economic prosperity and a continued rise in urbanization as well as increased access to higher education and medical care. The Great Depression of the late 1920's and 1930's affected the country greatly. Mass unemployment and the loss of personal savings led to migrations of people across the country as they looked for work and a better way of life. By 1932, the Army began adjusting its induction standards in order to bring a higher quality recruit into the service. General Douglas MacArthur, Chief of Staff of the Army, felt the Army was recruiting lower caliber citizens compared to the Navy and needed stronger recruits to perform its

job during fiscally constrained years. Due to the ongoing Depression, there was a large supply of men willing to serve and the Army determined it could increase its physical and mental standards and not threaten its ability to meet its authorized strength.<sup>1</sup>

As the 1930s ended, American leaders' concern of German intentions within Europe grew. President Franklin Roosevelt knew of the power of the German military and was aware that many Europeans observed the continent was a tinderbox ready for war.<sup>2</sup> The German invasion of Poland and the subsequent declarations of war by both France and Great Britain against Germany set the tinderbox on fire and brought war to reality for many people within the United States. By June 1940, the phony war begun after Germany's invasion of Poland was replaced with real war as Germany invaded the Low Countries and France. German forces quickly defeated the French and British forces and forced a French surrender. The United States still embraced isolationism overall, but the interventionist sentiment was growing and even many isolationists called for rearming the nation and supporting Britain with all things needed short of war.<sup>3</sup> President Roosevelt recognized the need for the American economy to begin a transition to building war material for its own defense and to provide assistance to the allies. The president and the Congress also realized that the nation's army was insufficient for its

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<sup>1</sup> Robert K. Griffith, Jr., *Men Wanted for the U.S. Army: America's Experience with an All-Volunteer Army between the World Wars* (Westport, CT: Greenwood Press, 1982), 150.

<sup>2</sup> Maury Klein, *A Call to Arms: Mobilizing America for World War II* (New York: Bloomsbury Press, 2015), 30-31.

<sup>3</sup> *Ibid.*, 37.

defense under the All-Volunteer Force (AVF) construct and instituted the first peacetime draft.<sup>4</sup>

The United States today prides itself on the use of the AVF and leaders continually speak to the desire to remain an AVF regardless of conflict. General Joseph Dunford, Chairman of the Joint Chiefs of Staff, stated in response to criticism of the military's ability to retain human capital with the AVF, "the current force, from my perspective, is not broken . . . I fundamentally believe we are recruiting and retaining an incredibly high-quality force."<sup>5</sup> However, history shows the United States has instituted a military draft repeatedly for major conflicts. The Civil War, World War I, World War II, Korea, and Vietnam are all examples of Large Scale Combat Operations (LSCO) that required the use of a draft.

Between World War I and World War II, the United States utilized an AVF and the Army struggled to meet modest troop increases prior to the war. The threat of war required the country to look to the draft to grow the armed forces.<sup>6</sup> As our nation prepares itself again for the possibility of LSCO, it is prudent for our country and our nation's leaders to review our preparation for such a possibility. No leader wants a war large enough to require the use of a draft, but examining the past seventeen years of war,

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<sup>4</sup> John O'Sullivan, *From Voluntarism to Conscription: Congress and Selective Service, 1940-1945* (New York: Garland Publishing, 1982), 88.

<sup>5</sup> General Joseph Dunford, "Remarks at the CNAS National Security Forum" (video of lecture, Center for a New American Security Inaugural National Security Forum, J. W. Marriott, Washington, 14 December 2015), video, <https://www.c-span.org/video/?401990-7/general-john-dunford-isis-women-combat&start=2268>.

<sup>6</sup> Griffith, *Men Wanted*, 206-209.

and the military's struggle to reach recruiting goals as the wars have progressed, reveal the difficulty the nation may have in fulfilling service requirements in the event of LSCO.<sup>7</sup> Students of the Command and General Staff Officer Course at Fort Leavenworth are reminded of the Army's success in Operation Desert Storm and it can be surmised that the goal for the Army is to regain its abilities to execute operations of this magnitude.<sup>8</sup> It is negligent of our leaders to think only of Operation Desert Storm and its successes while utilizing an AVF. That force is not the force of today, and though the operation constituted LSCO and lessons can be learned from its study, it did not focus on an enduring scenario of great power conflict that could take years to resolve and challenge all aspects of the American society.

As Bernard Rostker, the fifth Director of Selective Service from 1979 to 1981, points out in his book on the evolution of the AVF, one of the reasons for ending the draft in 1973 was the Selective Service System was no longer truly universal. The size of the American population had grown to a point where there was a large number of draft age men, yet the military's need for draftees was small in comparison.<sup>9</sup> With an even larger population today, the United States does not have a need for a draft in most conflicts. But

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<sup>7</sup> Associated Press, "Army misses recruiting goal for first time since 2005," *New York Post*, 22 September 2018, <https://nypost.com/2018/09/22/army-misses-recruiting-goal-for-first-time-since-2005/>.

<sup>8</sup> CGSOC Academic Year 2019 consisted of historical readings on Operation Desert Shield/Desert Storm as well as a stage setter presentation by GEN (Ret.) Frederick Franks, Commander of VII Corps during the operation, about offensive operations in LSCO. Additionally, numerous faculty previously served in Desert Storm and discuss the resounding success of the operation.

<sup>9</sup> Bernard Rostker, *I Want You! The Evolution of the All-Volunteer Force* (Santa Monica: RAND Corporation, 2006), 2.

the United States retains the ability to execute a draft through the Selective Service System in the event it finds itself in a situation that would require the whole might of our country. The threat of LSCO currently with a country such as China and her 915,000 man standing army, is such a situation.<sup>10</sup>

Based on the assumption that the current force strength of the United States military will not be sufficient for future LSCO against a near-peer adversary, it is prudent to analyze the current population of the United States to understand the numerous factors influencing manpower which the country might face in the event of LSCO and the need to reinstate the draft. In order to provide context to this analysis, history provides an example through the United States' draft policies prior to, during, and after World War II. A case-study of World War II will provide context of how classification of the population was conducted during peacetime, wartime, and after victory, and how this classification affected the available pool of manpower.

#### Research Question

This project evolved from my initial idea of where I wanted to go with my research. The current transition and focus on LSCO in the Command and General Staff Officers Course at Fort Leavenworth, Kansas made me wonder how our military would actually prosecute a conflict of this nature. I quickly surmised that in a worst case scenario, a draft would need to be initiated in order to maintain the manpower necessary for a long term conflict. This realization came at the same time I was reading a report

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<sup>10</sup> United States Defense Intelligence Agency, *China Military Power: Modernizing a Force to Fight and Win* (Independently published, January 16, 2019), 55.

from Mission: Readiness discussing the deteriorating health of Americans and the unfitness of them to serve in today's military. The report, "Unhealthy and Unprepared" discussed staggering numbers: 71 percent of American youth were ineligible for military service, 31 percent of youth were unfit due to obesity, and obesity within the armed forces had nearly doubled since 2011.<sup>11</sup> It made me ask, "What could be done to correct these issues?" I thought about food, fitness, and then overall medical readiness. It also made me think about how we as a nation ensure our national security with a population exhibiting such trends. I thought "surely, the fourth most populous country in the world would easily be able to mobilize a much larger army through the draft." I saw classification in World War II being used to help sort the manpower pool and meet the numerous demands across the country and wondered about this in today's world. So I looked into the draft more and looked at historical examples to help me understand and relate to our current situation. I found the Selective Service System has far more factors influencing it than purely the population size. World War II became my case study, due to the advent of a pre-war draft and the similarities I believe we face today. With the president's signing of the Selective Training and Service Act of 1940 on 16 September 1940, General George C. Marshall stated to the American people, "for the first time in

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<sup>11</sup> Heather Maxey, Sandra Bishop-Josef, and Ben Goodman, "Unhealthy and Unprepared," Council for a Strong America, October 2018, <https://www.strongnation.org/missionreadiness>. Mission: Readiness is a group comprised of numerous former military leaders who are devoted to looking at the nation's fitness for duty.

our history we are beginning in time of peace to prepare against the possibility of war.”<sup>12</sup>

This quote could not be more relevant today, as we transition and prepare for the possibility of LSCO, we should do all we can now while at peace to prepare for the possibility of war.

Ultimately, what I wanted to know as I conducted this research was: Should the United States begin classification of individuals registered in the Selective Service System? In addition to the overarching research question, I needed to address secondary research questions. First, how did the United States classify registrants prior to, during, and immediately after World War II? Did the classification requirements change? If so, why? This set of questions would help me understand how manpower requirements may change how we classify and would help me understand, and put into context, the high disqualification numbers discussed in the Mission: Readiness Report. Second, how did classification and induction affect the American economy? How did the Selective Service balance the manpower needs of the military with those needs of the economy? Our nation has the largest economy in the world, and though we have reduced our manufacturing output, mobilizing the nation and removing workers from the economy without a plan would still have an impact. Third, what were the primary reasons registrants were not classified as available for induction? This question would help me understand where manpower resided during the war and if priorities changed over the war’s course. Fourth, did the United States implement any programs or measures in order to increase the

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<sup>12</sup> George Catlett Marshall, *The Papers of George Catlett Marshall*, vol. 2, ed Larry I. Bland, Sharon R. Ritenour, and Clarence E. Wunderlin. (Baltimore, MD: Johns Hopkins Press, 1986), 311.

number of registrants classified as available for induction (fitness, education, food, labor, or other programs)? This could be beneficial in understanding and adding context in today's environment. And finally, what was the social reaction to the draft and classification? How did the Selective Service shape the conversation? This question seems quite relevant today based on the tumultuous social consternation concerning the draft during the Vietnam War and the draft's demise in 1973. If the Selective Service were to begin classifying registrants today, an understanding of the social repercussions is critical to identifying pitfalls in social acceptance and best practices to implement.

### Literature Review

Numerous primary and secondary sources support the attempt to answer the research questions posed above, and these sources provide context to the different drains on manpower during World War II. The Director of Selective Service System, Lewis B. Hershey, provides a general overview of Selective Service's establishment and operations prior to the attacks on Pearl Harbor in *Selective Service in Peacetime: First Report of the Director of Selective Service, 1940-1941*. The Director's *Selective Service in Wartime: Second Report of the Director of Selective Service, 1941-1942* covered the period of America's entrance into World War II, through the establishment of the War Manpower Commission in 1942. The book detailed the struggles surrounding manpower as the nation transitioned from a peacetime to wartime draft. In *Selective Service as the Tide of War Turns: Third Report of the Director of Selective Service, 1943-1944*, the Director outlined the manpower crisis and the decision to draft fathers and men with dependents. Finally, in *Selective Service in Victory: Fourth Report of the Director of Selective Service, 1944-1945, with Supplement for 1946-1947* the Director detailed the desire of

the nation to reduce manpower calls for the military as the war neared its end despite the need for replacements of casualties and long-service men returning home. The supplement outlined the challenges of demobilizing a military of over ten million draftees, while maintaining global occupation forces, all in the face of a reduced manpower pool due to changes in the draft eligible population.

The Selective Service System also published a series of monographs detailing specific areas of the system. Of particular value to this research were *The Classification Process, Special Monograph No. 5, Quotas, Calls and Inductions, Special Monograph No. 12*, and *The Problems of Selective Service, Special Monograph No. 16*. These three works provided greater context into how men were classified, how the system developed requirements for numbers of men and then called them forward, and what challenges faced Selective Service at different points in time throughout the Selective Services' seven years of operation until its expiration in 1947.

The Selective Service System documents provide an excellent overview of their operations, but lack much depth on factors facing the United States Army. To address this hole, the Center for Military History's Green Books, specifically *The Army and Industrial Manpower* and *The Procurement and Training of Ground Combat Troops*, provide relevant details to understand the Army's role and decisions concerning the classification of young men.

The compilation of GEN George C. Marshall's papers, *The Papers of George Catlett Marshall, Volumes 2-5* provide a deeper understanding of Marshall's role in manpower management and the Army's decisions on induction standards. These volumes cover the time period from 1939 through 1947 and all of the major events surrounding

the Selective Service and its involvement with the Army. Additionally, these papers provide context into the Army's relationship with the Navy and their work to shape manpower to their benefit during the war.

George Flynn's *Lewis B. Hershey, Mr. Selective Service* provides context for how Lewis Hershey played a pivotal role in the planning for Selective Service and then how he dealt with numerous competing requirements for manpower as the Director of Selective Service. Another book by Flynn, *The Draft: 1940-1973*, provides an incredible amount of detail surrounding the establishment and running of the draft in World War II.

J. Garry Clifford and Samuel Spencer, Jr.'s *The First Peacetime Draft* reviews the people who were involved in cultivating the idea for a draft prior to World War II. The work examines their actions during the interwar years leading to the signing of the Selective Training and Service Act of 1940. Robert Griffith, Jr.'s *Men Wanted for the U.S. Army: America's Experience with an All-Volunteer Army between the World Wars* augments Clifford and Spencer's work by providing the Army's perspective on the evolution of the draft during the interwar years.

Throughout the secondary sources, there is a general acceptance of the need for a draft system and the utilization of classification. No author specifically addresses the utility of classification, but they make the case that classification was essential in stratifying the American population and therefore enabled an effective draft before, during, and after the war.

### What the Thesis Will Cover

This thesis will begin with analysis of the origin of the Selective Training and Service Act of 1940 and the first peacetime draft in the United States' history. It will

discuss the organization and how it was adapted to meet the manpower needs of a country preparing in peace for a time of war. This is then followed by observing the change in the thinking of the nation concerning manpower once war was thrown upon the nation on 7 December 1941 and how this thinking adjusted over the course of World War II. Finally, the thesis provides a recount of the conclusion of the draft in the aftermath of World War II and the discussion of public desire versus necessity in regard to manpower policy and the utilization of the draft.

#### What the Thesis Will Not Cover

This thesis focuses on the Selective Service System as it is today and therefore does not attempt to look at how the inclusion of women into the Selective Service System would change it. The thesis is not advocating for the reimplementation of the draft or for the use of Universal Military Training, but instead focuses on the lack of knowledge pertaining to the American population and its ability to serve. Additionally, this thesis does not propose how or when the draft should be conducted in the future. The initial argument is that the Selective Service should begin classifying individuals to better inform the American political and military leaders who are making or informing decisions at the national and strategic levels.

## CHAPTER 2

### PRE-WORLD WAR II DRAFT

(16 September 1940 – 7 December 1941)

This chapter covers the time period from the initiation of the draft on 16 September 1940, until the Japanese attack on Pearl Harbor on 7 December 1941. It discusses the events that led to establishment of the Selective Service System in 1940. It then discusses the Selective Service process -- registration; the lottery; classification; and quotas, calls, and inductions -- during the time period in an effort to understand how this process produced the men inducted into service. With the Selective Service process outlined, the chapter then looks at the medical readiness of the nation and how these issues impacted draft policy and the management of the nation's manpower and then looks at the social considerations and movements within the country that helped shape what men were available. A timeline showing key legislative, administrative, and historical dates provides for the reader's ease in following the chapter's events (see Table 1).

Table 1. Pre-World War II Draft Key Events Timeline	
Date	Event
1926	Joint Army-Navy Selective Service Committee (JANSSC) formed
June 1940	The Military Training Camps Association (MTCA) lobby Congressman on the need to introduce conscription
22 June 1940	German invasion of Low Countries and France
16 September 1940	Public Law 783, Selective Training and Service Act of 1940 signed
16 October 1940	First Registration
29 October 1940	First National Lottery
1 July 1941	Second Registration
17 July 1941	Second National Lottery
16 August 1941	Public Law 206, Deferment and release from service for those inducted over the age of 27
18 August 1941	Public Law 213, Service Extension Act signed, extension of service to 18 months
7 December 1941	Japanese attack on Pearl Harbor

*Source:* Created by author.

### Origination of the Selective Training and Service Act

The Selective Training and Service Act of 1940 (STSA) became law on 16 September 1940. The work of the Joint Army-Navy Selective Service Committee (JANSSC) that was formed in 1926 served as the foundation for the act. By the 1920s American military officers began realizing the need for planning mobilization of the country in the event of another large scale conflict. There was no law in the United States governing a draft, as the one for World War I had lapsed with the conclusion of the conflict. The JANSSC was established by the Secretary of War and the Secretary of the

Navy to develop plans for manpower mobilization in light of this absence.<sup>13</sup> The JANSSC was composed of several Army officers who had been involved with the draft process in World War I as well as a few Navy officers.<sup>14</sup> The JANSSC expanded on the mobilization planning the Army conducted. Working off a broad interpretation of Section 5 of the Army Reorganization Act of 1920's stipulation for the Army to plan for mobilization of the nation, the Army developed plans for a nationwide selective service system.<sup>15</sup> They also focused on identifying Reserve and National Guard officers from across the states and territories who could execute the concept of a draft, if the need arose. Additionally, to help the states prepare for execution of the draft at the local and state level, the JANSSC worked with state Adjutants General to start developing plans.<sup>16</sup> The JANSSC gathered and prepared the base plan for the armed forces for conscription in the event the United States became involved in another large scale conflict. The committee's work ultimately helped inform the nation's lawmakers as they designed the

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<sup>13</sup> Dwight F. Davis, Secretary of War and Curtis D. Wilbur, Secretary of the Navy.

<sup>14</sup> George Q. Flynn, *Lewis B. Hershey, Mr. Selective Service* (Chapel Hill: University of North Carolina Press, 1985), 62.

<sup>15</sup> Marvin A. Kreidberg and Merton G. Henry, *History of Military Mobilization in the United States Army: 1775-1945* (Washington, DC: Government Printing Office, 1955), 463.

<sup>16</sup> Flynn, *Lewis B. Hershey, Mr. Selective Service*, 62.

bill and the committee's preparations helped form the basis of the Selective Service System in 1940.<sup>17</sup>

In June 1940, as the shadow of war grew closer to the United States, it was not the Army or Navy that openly pushed for the idea of a draft, but a group of private citizens, the Military Training Camps Association (MTCA), which brought the idea for Selective Service legislation to members of Congress.<sup>18</sup> The fact that civilians brought the bill forward helped to alleviate criticism that the military was pushing for conscription.<sup>19</sup> This association greatly helped in the preparations for World War I prior to the United States' involvement. MTCA leaders observed the advances of the Nazi forces across Europe and believed that the United States should prepare itself. They did not urge interventionism but instead the protection of the western hemisphere. The MTCA's goal was to increase the military's readiness to deal with any threats to the country.<sup>20</sup>

With the rising discussion of a peacetime draft, General Marshall, Chief of Staff of the Army, decided not to support openly the organizers or their proposal. He hoped to prevent the objection of pacifists and anti-militarists in Congress. He did authorize military staffers to aid those drafting the bill in private, and he supported it effusively

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<sup>17</sup> United States Selective Service, *Selective Service in Peacetime: First Report of the Director of Selective Service, 1940-1941* (Washington, DC: Government Printing Office, 1942), 10-11.

<sup>18</sup> J. Garry Clifford and Samuel R. Spencer, Jr., *The First Peacetime Draft* (Lawrence: University Press of Kansas, 1986), 84-86.

<sup>19</sup> John O'Sullivan, *From Voluntarism to Conscription: Congress and Selective Service, 1940-1945* (New York: Garland Publishing, 1982), 230.

<sup>20</sup> Clifford and Spencer, *The First Peacetime Draft*, 16-26.

once it gained support in Congress.<sup>21</sup> The planners from the MTCA met with members of JANSSC in order to view the draft bill the JANSSC produced after years of work.<sup>22</sup> The MTCA revised portions of their bill based on this input and then provided it to members of Congress to bring to the floor. As the legislation moved through the Senate and then through the House, there were small changes for minor issues upon testimony from General Marshall and his staff.<sup>23</sup> Over time it came to look similar to the draft legislation JANSSC wrote for mobilization in the event of war. Because of the peacetime context, some changes and updates were necessary to make the law fit the current needs.<sup>24</sup> When the bill finally passed, the final stipulation put a cap on drafting no more than 900,000 men a year. These men would serve for one year on active duty, then transfer to the reserves for a period of ten years, and were available in the event of war or a national emergency. Further, while in service, these men could only serve in the western hemisphere and United States possessions around the world as a national defensive

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<sup>21</sup> Mark A. Stoler, *George C. Marshall: Soldier-Statesman of the American Century* (New York: Twayne Publishers, 1989), 75-76.

<sup>22</sup> Marshall, *The Papers*, vol. 2, 225.

<sup>23</sup> Clifford and Spencer, *The First Peacetime Draft*, 110. Interestingly, the Army almost testified to Congress that though the MTCA bill was a step in the right direction, Congress should instead drop the MTCA bill and adopt the JANSSC bill. Ultimately, newly appointed Secretary of War Henry Stimson stepped in and moderated the two sides prior to any testimony. Read pages 108-110 for a more detailed account of how Selective Service almost received the “kiss of death” through the Army testimony.

<sup>24</sup> United States Selective Service, *Selective Service in Peacetime*, 31-34.

force.<sup>25</sup> This measure built public support by preventing the men from being sent on expeditionary adventures and getting the United States involved in foreign wars.

Upon signing the STSA, President Roosevelt issued a proclamation establishing the first registration of qualifying males one month later, in October 1940. The Act prescribed detail about selection and induction, but provided little guidance on how to conduct the registration of individuals.<sup>26</sup> Additionally, it outlined the parameters for the Selective Service, and it empowered the president to implement and refine the system. It was up to the president to make appointments and detail the organization. President Roosevelt utilized the members and organizational structure of the JANSSC to build the national headquarters. In addition to the national headquarters, the Selective Service had state headquarters, local, appeal, and medical boards. The law prescribed at least one local board in every county within the United States while the appeal and medical boards were developed by the Selective Service. Because of the differences in population, some counties had a higher number of registrants than others. Residents, recommended by their governor and appointed by the president, served without compensation on their local boards.<sup>27</sup> They helped ensure the successful running of the system. The local boards were

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<sup>25</sup> George Q. Flynn, *The Draft, 1940-1973* (Lawrence: University Press of Kansas, 1993), 18.

<sup>26</sup> United States Selective Service, *Selective Service in Peacetime*, 72-75.

<sup>27</sup> The Selective Service had no money appropriated in the initial law, so it received \$750,000 from the president's emergency fund to begin immediate operations until an appropriations bill could be passed. This would equate to \$10,700,000 in 2018 according to Samuel H. Williamson's, "Seven Ways to Compute the Relative Value of a U.S. Dollar Amount, 1774 to present," [www.measuringworth.com](http://www.measuringworth.com). Most of this money was used to pay for the immense amount of printing that needed to take place to enable an effective registration day. The majority of the money spent was on personnel services such as the pay of clerks, and the food, lodging, and transportation of inductees to their

critical to the Selective Service, and the boards' success was based on the faith of the American people in their neighbors to ensure the system worked. The system was to be a locally driven organization with guidance from the higher headquarters. To prevent personal conflicts of interest, all board members needed to be male and over thirty-six -- the maximum age for registration -- so there was no chance of compromise since they did not need to register.<sup>28</sup>

Unlike in World War I, the Selective Service did not induct men into service. The local boards determined whether a man was necessary for civilian employment or other deferment. If he was not, the local board physician examined him for any obviously disqualifying defects and if none were found, the selectee went to the military induction station. At the station, the military provided for a detailed examination and if acceptable, induction. These boards were placed around the country, primarily in population centers with a military post or station. The boards consisted of eleven medical officers and one dentist and had the duty to review each potential inductee and determine whether to induct him or not. The Army created ninety-four boards to better meet the geographical needs of the country and not lose efficiency based off registrant travel distances.<sup>29</sup>

In August 1941 President Roosevelt signed the Service Extension Act, and it allowed for the extension of men selected to serve to as much as eighteen months of

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respective induction stations. See *Selective Service in Peacetime* pages 273-289 for more information on the financial requirements of Selective Service.

<sup>28</sup> United States Selective Service, *Selective Service in Peacetime*, 53-69.

<sup>29</sup> William B. Foster, *Physical Standards in World War II*, ed. Robert S. Anderson and Charles M. Wiltse (Washington, DC: Government Printing Office, 1967), 8-10.

service. General Marshall advocated to Congress and President Roosevelt for this extension by arguing that the failure to extend the draftees reduced the Army's number of trained men in half and "gut the battle worthiness of nearly every American division."<sup>30</sup> The Army worked for nearly a year assimilating draftees into the service. Men went through individual training and then were integrated into units. These units were trained and combined into larger units, requiring further training. Army leaders realized by December 1940, there was not enough time to advance through this training progression and retain the knowledge gained.<sup>31</sup> By June 1941, with the approaching release of draftees and National Guardsmen, General Marshall began his lobbying for the extension.

### Registration

As the Selective Service System was establishing its state headquarters and local boards across the country, the National Headquarters worked rapidly to ensure the registration prescribed by the president would be successful. The registration effort was of monumental scale with registrations taking place across the continental United States at more than 125,000 polling places. The president later prescribed that the territories of Hawaii, Alaska, and Puerto Rico must also register.<sup>32</sup> The first registration for the Selective Service required every male citizen or alien in the United States, between the ages of twenty-one and thirty-six, to register. On 16 October 1940, these individuals all

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<sup>30</sup> Klein, *A Call to Arms*, 212.

<sup>31</sup> O'Sullivan, *From Voluntarism to Conscription*, 110.

<sup>32</sup> Presidential proclamation of first registration day for: Hawaii on 1 October 1940; Puerto Rico on 8 October 1940; and Alaska on 12 November 1940.

lined up and registered at the nearest location. This registration collected 16,565,037 names. A second registration, collecting nearly a million more names, was held on 1 July 1941 for all those newly aged twenty-one since the last registration, and then anyone else who had not yet registered. At the conclusion of this second registration, there were 17,370,355 registered through the Selective Service system.<sup>33</sup> By the time of Pearl Harbor, more men registered for a total of 17,388,000. Those men registering later faced no punishment so long as they came voluntarily to register for whatever reason.<sup>34</sup> The Department of Justice found little use trying to prosecute numerous cases when men willingly went and registered once informed. Registering men and making them available for classification was the desired endstate, not putting them in jail for failing to register.

### Lottery

To get from registration to the lottery, men's registrations were sent from polling places to the local boards. Once received, board members shuffled these forms and assigned serial numbers. Board then published the serial numbers associated with each name at the local office as well as to local newspapers to provide transparency and prevent any potential tampering.<sup>35</sup> Men then had to wait a month until the subsequent lottery occurred to determine where they fell in the draft order.

The first national lottery was held on 29 October 1940, a month after the first registration. The lottery determined the order of liability from the registrants to serve and

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<sup>33</sup> United States Selective Service, *Selective Service in Peacetime*, 12-14, 70-79.

<sup>34</sup> *Ibid.*, 82-86.

<sup>35</sup> *Ibid.*, 88-91.

was the same system as used in the draft of 1917. Newspapers and newsreels publicized the lottery to make it as visible as possible to the nation in order to help promote its fairness and impartiality. On the night of the lottery, President Roosevelt took care to use the word muster instead of draft, and spoke of the army's purpose being the defense of America's freedom. These actions reinforced the nation's commitment to the process and its defense without looking to get involved in the European conflict.<sup>36</sup>

During the first lottery, the Director of Selective Service picked numbers at random until all numbers had been picked and the sequence was sent out in a master list to all boards.<sup>37</sup> The boards then placed their registrants in the order of the selection of their numbers. Registrants then received and completed questionnaires, returning them to their local boards once complete to enable classification.<sup>38</sup> The second lottery, held on 17 July 1941 after the second registration period, used the same process for drawing the numbers. General Lewis Hershey, now Director of the Selective Service System, desired to place these men in sequence immediately following the men of the first registration, but he drew criticism from Congress as they argued these men should be mixed in with the previous group of men to reduce everyone's liability.<sup>39</sup> In compromise the Selective Service placed one registrant in the order chosen from the second lottery after every tenth

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<sup>36</sup> Clifford and Spencer, *The First Peacetime Draft*, 1.

<sup>37</sup> The numbers were stored in capsules and were picked out of a large goldfish bowl. This fishbowl was used during a lottery in 1917. Each number was recorded and the process continued until all numbers were drawn.

<sup>38</sup> United States Selective Service, *Selective Service in Peacetime*, 92-100.

<sup>39</sup> Flynn, *Lewis B. Hershey, Mr. Selective Service*, 81.

man from the first lottery.<sup>40</sup> This compromise resulted in young men being intermixed into the draft pool as the majority of these men had turned twenty-one since the last lottery. This allowed for the continued public perception of a fair draft.

### Classification

With the draft order set, the boards sent out classification questionnaires. These questionnaires were an eight page document that asked for an overview of the registrant's life.<sup>41</sup> They enabled the registrant to give a statement on his physical condition, educational achievements, criminal history, occupation and skills, income, familial status, and dependents.<sup>42</sup>

Each local board sent out fifty or less per day and registrants had five days to complete and return them.<sup>43</sup> Upon receipt of the questionnaires, the local board used the information to classify the person. If the board needed more information they could call witnesses or ask the registrant to provide more details.<sup>44</sup> The local boards placed each man into one of four categories:

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<sup>40</sup> United States Selective Service, *Selective Service in Peacetime*, 99.

<sup>41</sup> See Appendix A: Department of Selective Service Form 40, Selective Service Questionnaire for an example.

<sup>42</sup> United States Selective Service, *The Classification Process*, Special Monograph No. 5 (Washington, DC: Government Printing Office, 1950), 39.

<sup>43</sup> This was extended to ten days to complete and return on 31 May 1941.

<sup>44</sup> United States Selective Service, *Selective Service in Peacetime*, 106-114.

Table 2. Selective Service Classes	
Class	Description
Class I	Men available for service
Class II	Men deferred because of occupational status
Class III	Men deferred because of dependents
Class IV	Men deferred specifically by law or who were unfit for service

*Source:* United States Selective Service, *The Classification Process*, Special Monograph No. 5 (Washington, DC: Government Printing Office, 1950), 37.

These four classes had subclasses built into each of them to stratify the makeup of the population further. Class I-A, ready for induction, was the most fit for duty class, while Class IV-F, those mentally, morally, or physically unfit for service, was considered the least fit for duty. Each registrant was placed by his local board in the lowest fitness for duty classification for which he qualified.<sup>45</sup> For example, a married man who appeared physically fit with no defects would be placed in Class III (see Figure 2). Importantly, by detailing where the population was in terms of fitness for duty, the government had a more holistic view of the readiness of the population and the impact of increased service. If a registrant did not like his classification, he could appeal.<sup>46</sup>

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<sup>45</sup> United States Selective Service, *The Classification Process*, 40.

<sup>46</sup> United States Selective Service, *Selective Service in Peacetime*, 115-116.

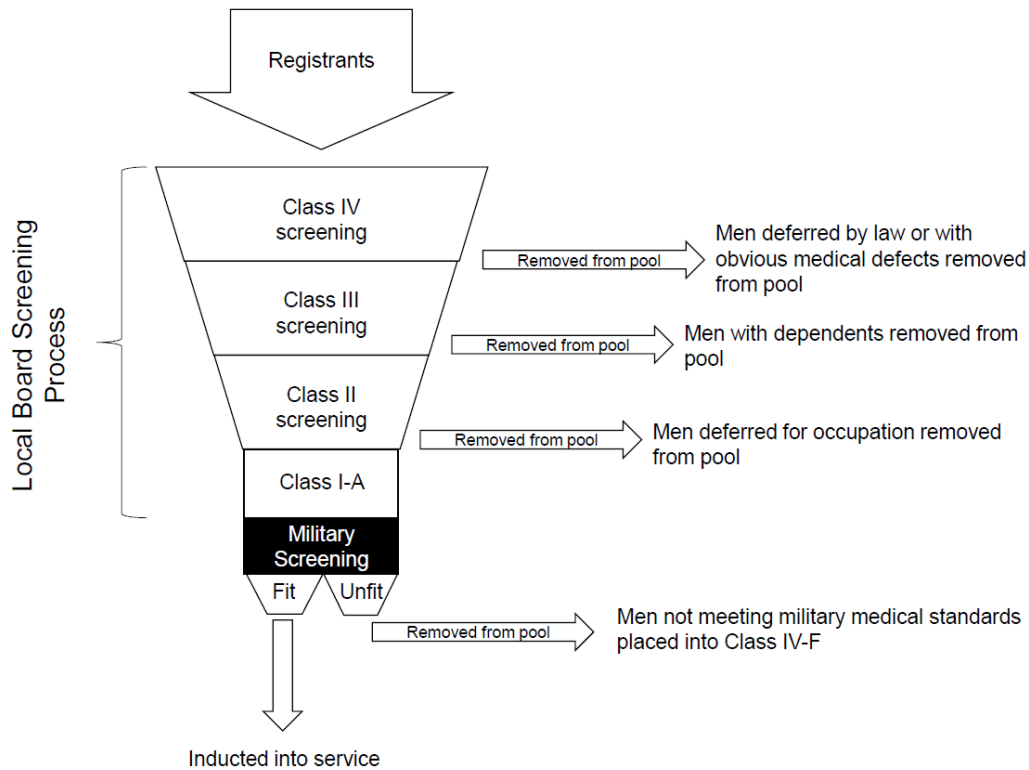


Figure 1. Classification Process

*Source:* Created by author.

Classification was constantly in flux as situations for registrants changed, and the laws amended. Local boards saw their Class I manpower shrink quickly once they included deferments. General Hershey spoke on this fact and the boards' frustration utilizing a poem written by a member of a local board called "The Clerk's Lament":

Ten little registrants standing in a line;  
 One joined the Navy, then there were nine.  
 Nine little registrants sitting on a gate;  
 One broke a vertebra, then there were eight.  
 Eight little registrants, talking 'bout heaven;  
 One went conscientious, then there were seven.  
 Seven little registrants, what a strange mix!  
 One became a pilot, and then there were six;  
 Six little registrants very much alive;

One went and drowned, and then there were five.  
Five little registrants full of canny lore;  
One stole a pig, and then there were four.  
Four little registrants, spry as they can be;  
One became twenty-eight, then there were three.  
Three little registrants, all alone and blue;  
One fed his relatives, then there were two.  
Two little registrants, what can be done!  
One went to a psychiatrist, then there was one.  
One little registrant classified I-A;  
Physically, mentally, morally okay.  
One little registrant to tote a big gun;  
He got married, and then there were NONE!<sup>47</sup>

During peacetime, limitations on the number of men who could serve at any one time, occupational and dependency deferments, and those enlisting to serve drastically affected the Class I-A numbers. After initial classification, registrants continually experienced life events including marriages, births, and changes in occupation. The boards attempted to stay abreast of the changes to ensure registrants' correct classification and that the board had the necessary manpower pool available to meet manning calls when the nation's armed forces submitted their needs for the next month.<sup>48</sup>

Class IV was a wide ranging class that encompassed men deferred by law or who were unfit for military service. Those deferred by the STSA consisted of the President, Vice President, Governors, members of Congress and state and territorial legislatures, and judges. The law also deferred ministers indefinitely and students until the end of the

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<sup>47</sup> William A. Taylor, *Military Service and American Democracy: From World War II to the Iraq and Afghanistan Wars* (Lawrence: University Press of Kansas, 2016), 22-23.

<sup>48</sup> United States Selective Service, *Selective Service in Peacetime*, 121-129. The Navy during peacetime did not request any calls as they were able to fill their requirements through recruiting. The Army, due to its size, could not fill all necessary positions by recruiting alone and had to rely on those inducted to fill the gaps.

current academic year.<sup>49</sup> Ordained ministers were deferred because they helped with the morale of the country, especially if fighting and casualties occurred. They would also be key with helping on the home front by reintegrating those who fought after the war. Colleges made a push to defer all students, as they feared it would potentially cause the institutions to falter, but Congress enacted no legislation outside of the one year deferment for those who already started school. Selective Service also created Class IV-F, for those men deemed physically unfit for service. Men identified by their local boards, or subsequently by the Army as not meeting induction standards fell into this category.<sup>50</sup>

Class III, dependency, was the largest class of deferments during the peacetime period, consisting of over ten million of the seventeen million men registered. This class consisted of men, not in Class IV, with dependents who relied on them for financial support. These men were placed in Class III regardless of where they worked, including both agriculture and industry. A dependency deferment was difficult for local boards to process even though President Roosevelt's Executive Order 8560 prescribed specific details on what classified as a dependent.<sup>51</sup> In addition to these specific requirement, the order also stated boards needed to have sympathetic regard to the registrant when reasons

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<sup>49</sup> The Selective Training and Service Act of 1940, Public Law 783, 76th Cong., 3d sess. (September 16, 1940), §5.

<sup>50</sup> United States Selective Service, *Selective Service in Peacetime*, 167-175.

<sup>51</sup> See Appendix B to read the specific requirements outlined by Executive Order 8560.

for doubt emerged.<sup>52</sup> It was up to local boards on how they interpreted these regulations and classify each registrant. They looked at each man to see if their situation merited deferment. Dependency did not just mean marriage or children, though they constituted the most significant number of those deferred. Class III encompassed 58 percent of all registrants by Pearl Harbor. It helped protect the social structure in the United States by keeping families intact and provided a confidence boost to citizens. By deferring men with dependents, the government accounted for the importance of the family in American society and for the development and security of the nation.<sup>53</sup> Though Class III accounted for the majority of deferments, industry and agriculture represented a considerable number of men and the process of deferring their deferment status occupied much of a local boards' time.

The number of Class II deferments continually changed. These deferments were for short periods for industry or agriculture to train replacements. These individuals were single men who would have been in Class I, but were essentially on loan to industry due to the need there. At the time, industry and agriculture were a higher priority for manpower than the peacetime army. By December 1940, with Britain running low on cash to pay for war material, President Roosevelt announced to the United States public the need to become the Arsenal of Democracy for aiding the Allies.<sup>54</sup> The United States would provide food and war material to the British and the Soviets in their fight against

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<sup>52</sup> United States Selective Service, *The Classification Process*, 45-46.

<sup>53</sup> United States Selective Service, *Selective Service in Peacetime*, 137-143.

<sup>54</sup> Klein, *A Call to Arms*, 128.

Germany. This need for food and equipment made industry and agriculture critically important. In the first year of execution of the draft, the army inducted 800,000 men and the Selective Service still retained a ready pool of men in Class I, so there was no need for these men in agriculture and industry to lose their deferments. Local boards determined their classes and could grant extensions or second deferments, if necessary.<sup>55</sup>

Local boards had to scrutinize agricultural workers in Class II as time went by. At the time of the implementation of the act, there was a surplus of farm labor around the country. As the nation's manufacturers started transitioning to wartime equipment production, a need for labor emerged and increased wages became prevalent. The idea of fixed work schedules and higher wages started to draw many from agriculture and there was a general erosion of agricultural labor over time. This soon caused critical labor shortages on farms around the country, particularly the Midwest. Farmers were leaving the fields to make the war products for lend-lease. Factories reduced making tractors and started making tanks, airplanes, and guns. But Lend-Lease also required food staples and certain agricultural products. These food products were increasingly more difficult to provide as fewer laborers were available to tend the crops and the tractors and other implements that helped offset reduced labor became in increasingly short supply. Local boards needed to take these changing conditions concerning manpower and crop production into consideration when making decisions on a farmer's classification. The Department of Agriculture attempted to aid local boards by providing information to the local boards on current trends concerning agriculture at the national level. The

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<sup>55</sup> United States Selective Service, *Selective Service in Peacetime*, 147-153.

Department informed boards which agriculture types were in abundance and which were in critical need. When foods like dairy products were facing shortages nationwide, local board members used this influence and deferred dairy farmers. This information from the Department of Agriculture helped slow the loss of farmers to induction, but it did not bring additional workers to the fields. Selective Service had no power to force men into the fields, so the agricultural labor shortage at the time of Pearl Harbor was getting critical.<sup>56</sup>

Despite numerous challenges, by 30 September 1941, Selective Service classified over fourteen million registrants (approximately 85 percent of total registrants). Of this number, 23 percent were in Class I. However, not all of the over three million Class I registrants were immediately available for duty. Only 309,329 men were in the Class I-A category, medically cleared and fit for military service, and not yet serving. The majority of the remaining registrants were either already serving in the armed forces, awaiting physical examination but had no reason for deferment, or were aged twenty-eight to thirty-six and not under consideration due to the Army's desire for young men. This low number of men available concerned leaders of the nation when combined with the high rejection rate of inductees.<sup>57</sup> Civilian and military leaders accepted it due to the country's focus on industrial and agricultural production, protection of the family, the country's continued neutrality, a fixed manning requirement of no more than 900,000 men, and the reality that the draft pool could be expanded.

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<sup>56</sup> United States Selective Service, *Selective Service in Peacetime*, 158-163.

<sup>57</sup> *Ibid.*, 117.

### Quotas, Calls, and Induction

The STSA prescribed limits on the number of men who could be called to service at one time and where they could serve. The primary limiting factor was that no more than 900,000 men could be inducted and in service at one time, except in time of war. The act further directed quotas be broken down across the country by each state, the territories of Alaska, Hawaii, and Puerto Rico, and the District of Columbia. These quotas were the required number of men each state needed to provide to reach the overall stated manning level. The quotas were derived from the number of registrants in each location currently available for service: Class I-A. States and territories then received a credit for those men who were already serving in the armed forces or who recently volunteered on their quota. The law envisioned the ability to determine the fixed number of available men from each state, but due to the ever-changing nature of classifications and the high rejection rates of nearly 50 percent of men at the induction centers, the Selective Service relied on best estimates to determine the number of available men as a planning factor. As time progressed, the Selective Service analyzed induction trends from the different states and was better able to provide quotas to each state.<sup>58</sup>

The Selective Service National Headquarters assumed the role of the central agency receiving the requested number of inductees from the armed forces. It then allocated each of the fifty-two State Directors a quota.<sup>59</sup> These State Directors then

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<sup>58</sup> United States Selective Service, *Quotas, Calls and Inductions*, Special Monograph No. 12 (Washington, DC: Government Printing Office, 1948), 17-18.

<sup>59</sup> Forty-eight states, District of Columbia, and the territories of Alaska, Hawaii, and Puerto Rico.

apportioned the calls each board had to fill. These local boards then began the development of the call for their area. The boards' selections used volunteers first, followed by order number, starting with the smallest order number. Once the call was filled, these men were sent forward to an induction station where, if physically fit, the armed forces inducted the men into service.<sup>60</sup>

The boards' efforts to meet their calls faced difficulty due to the ability of the armed forces to continually recruit. The Selective Service's mandate focused predominately on the Army, based on the need to train a force, which ultimately transitioned to the Reserves. The Selective Service had plans in place for the Navy and Marine Corps, but based on those services smaller manpower needs and their success in recruiting, these plans were unnecessary prior to the outbreak of war. The Navy met its goals by enlisting men who were liable to be called by their local board. The Navy promoted the idea to the potential inductees that the draft would only lead to the Army. This realization led many to enlist in the Navy. The Army also continued to enlist throughout this time, and the combination of the recruiting efforts by both the Navy and Army created additional burden on the local boards. The boards would call a man for induction only to find he had recently enlisted. This resulted in boards calling sometimes as many as twice the number of men needed to fill their calls due to enlistments and the inevitable rejections by the armed forces.<sup>61</sup>

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<sup>60</sup> United States Selective Service, *Quotas, Calls and Inductions*, 25-26.

<sup>61</sup> United States Selective Service, *Selective Service in Peacetime*, 134.

### Medical Impacts and Correction Attempts

The physical examinations conducted by Selective Service have reawakened America to a realization that the health of its citizens is a national asset.

—BG Lewis B. Hershey, *Selective Service in Peacetime*

Initial statistics of those examined for service were staggering, as over 40 percent of inductees were not qualified for general military service. The Selective Service attributed this to the generally high mental and physical standards of the Army for peacetime service. The Army increased its educational requirement during this period while the physical reasons for disqualification varied, but the largest physical was for dental issues. Other disqualifying reasons were due to musculoskeletal issues such as missing digits on fingers and feet or height below sixty inches. These physical issues did not prevent a person from being productive in society, but they were not conducive for military service. The initial statistics also showed that younger males had a higher likelihood of passing induction criteria than their older counterparts. Rejection rates for men aged thirty-one to thirty-six were nearly double those aged twenty-one to twenty-five.<sup>62</sup>

These high rejection statistics did not deter the Army from maintaining its high selection standards. As Dr. William Foster, head of the physical standards subsection of the Surgeon General before the war, stated, experiences from World War I showed that inducting men with medical defects could cause strain to the Army medical system. To understand the problem better, a commission of medical professionals convened to investigate the benefits of a physical rehabilitation program. In July 1941, the

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<sup>62</sup> United States Selective Service, *Selective Service in Peacetime*, 212.

commission provided two options to the Army for physical rehabilitation: initiate a voluntary physical rehabilitation program with the cost defrayed by the government or lower physical standards. The Army, not currently at war and under no immense manpower need, accepted neither of these.<sup>63</sup>

As the Army maintained its high standards, President Roosevelt worried about the high number of rejections, particularly in the area of dental care. In October 1941, General Hershey proposed to the president a rehabilitation program for men rejected for correctable deficiencies. After a year of inductions, half of the two million men examined were rejected for physical, mental, or educational defects. General Hershey wanted to reduce this number by beginning a program correcting things such as venereal diseases, hernias, and dental and vision issues.<sup>64</sup> Taking this recommendation, President Roosevelt directed that a program of rehabilitation to fix, at government expense, easily correctable medical and dental issues. The Selective Service ran the program focused on men aged twenty-one to twenty-eight with remediable issues not requiring surgery. A pilot program began in Virginia and Maryland, but by the time of the Japanese attack on Pearl Harbor, the program produced lackluster results. This was due to the limited number of remediable issues actually present falling far short of the estimated twenty percent.<sup>65</sup>

Though the Army maintained high physical standards throughout the time period, they actually increased their mental standards after the draft began. Army planners

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<sup>63</sup> Foster, *Physical Standards in World War II*, 17-18.

<sup>64</sup> Flynn, *Lewis B. Hershey, Mr. Selective Service*, 97.

<sup>65</sup> Foster, *Physical Standards in World War II*, 18.

understood from experiences in World War I, that it would be necessary for the Army to induct men of varying mental capabilities. In World War I, the Army used Developmental Battalions where men went to improve their comprehension and literacy. With the onset of the first peacetime draft, the Army scrutinized heavily the men sent to them medically but only applied a general rule that simple orders could be understood in the English language. By May 1941, the Army realized it had over 60,000 men in training who did not have the equivalent of a fourth grade education. The Army changed its standards and required future inductees to meet the fourth grade education requirement on May 15, 1941.<sup>66</sup>

#### Social Considerations

After the initial passage of the law, Congress amended it or added supplementary legislation to it prior to Pearl Harbor. This likely helped in the public confidence of the law as its updates met the requests of the public and made it the best law possible. Public pressure and the Army's desire for young men forced Congress' passage of Public Law 206, which adjusted the age range and released men from service over twenty-seven. These changes showed the fairness in the system and the willingness of public officials to adjust the law to ensure the needs of the people were met.<sup>67</sup>

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<sup>66</sup> United States Department of the Army, *Marginal Man and Military Service: A Review* (Washington, DC: Government Printing Office, 1965), 59-60.

<sup>67</sup> Associated Press, "Draft Operation Overwhelmingly Approved By the Public, Dr. Gallup's Survey Indicates," *New York Times*, 28 December 1940, <https://timesmachine.nytimes.com/timesmachine/1940/12/28/95794365.pdf>.

There was an overall strong approval of the execution of the draft. A Gallup Poll asked if people thought the draft fair: 92 percent of people agreed it was fair. Gallup stated that the majority of those who felt it was not fair based their ideas on personal grounds rather than the basic rules of Selective Service.<sup>68</sup> The largest public dissatisfaction with the Selective Service law was the initial confusion of some individuals classified as fit at their local board, but then found unfit for service by the Army board. These individuals already settled their affairs back home on the assumption the Army would find them fit and induct them immediately for military service. When this did not happen, they returned home within forty-eight hours and faced having to undo all of the preparations they made for a long term absence.<sup>69</sup> The public backlash to this practice caused the Army to adjust its induction standards. All men, after screening by the Army, went home at the expense of the Selective Service. The Army informed those men found suitable for induction, prior to leaving, to expect induction within the next ninety days.<sup>70</sup>

Men who already served at least three years in the land forces had an automatic deferment. The reasoning during peacetime for Selective Service was to train up to 900,000 men a year and then transfer them to the Reserves for ten years. This would build a manpower pool with requisite training who could come into service if needed. There was much debate on what ages should be the focus for induction, but the Army

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<sup>68</sup> United States Selective Service, *Selective Service in Peacetime*, 18-19.

<sup>69</sup> *Ibid.*, 208-211.

<sup>70</sup> Foster, *Physical Standards in World War II*, 11.

argued that younger individuals were more fit, less skilled, and had a lower likelihood of being married. Additionally, the Army argued young men would more likely be able to serve at the end of their ten-year reserve commitment compared to an older man. These factors drove the Army to request these young men be the focus of the draft.<sup>71</sup>

Remarkably, there were limited numbers of dissenters and men who tried to avoid registration for Selective Service. The local boards enabled neighbors to deal with neighbors, which likely reinforced peoples' commitment to register since it would be obvious if they did not. The government was also lenient in dealing with those who failed to register. By June 1941, the Federal Bureau of Investigation conducted over 10,000 investigations for violations of the STSA, including failing to register, but only 116 convictions resulted. This arose mainly from the desire to coerce the public to do the right thing, as men convicted and sent to jail were of no use to the Selective Service.<sup>72</sup>

Men could appeal under the STSA through their state's appeals board. Every state maintained a minimum of one. The number of boards correlated to the number of registrants in an area or based on the total population. Like the local boards, local men served on the appeal boards. The appeal boards, receiving the packets from local boards within ten days, adjudicated cases swiftly. The boards received the information provided as well as heard from any registrant or dependent who wanted to state their case. Once the board heard these arguments and reviewed the appeal documents, they then made a decision. There were no additional investigations or reason to delay and the resolved the

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<sup>71</sup> United States Selective Service, *Selective Service in Peacetime*, 179-184.

<sup>72</sup> Flynn, *The Draft, 1940-1973*, 29.

majority of the cases within ten days. The appeal board mailed the decision back to the local board for recording. The efficiency of the appeals boards affirmed public perception of the fairness of the system.<sup>73</sup>

Selective Service selected inductees in a way that the whole nation shared in the requirement to provide males for service. The Army determined the requirements it needed and provided them to the Selective Service. The Selective Service determined the apportionment of that quota to the state based on the number of candidates and men already serving in the armed forces from the state. The states then used the same metrics on the local boards for their portion of the quota. Local boards then put out calls for induction. They would generally call more inductees than was necessary to account for the likely loss of people due to high Army standards. The main issue was that the Army only had facilities for so many people at a time and if the Army received too few men, it was difficult to catch back up based on limited facilities.<sup>74</sup>

### Summary

The United States was in the process of slow, graduated mobilization of industry, agriculture, and the military in support of President Roosevelt's Arsenal of Democracy at the time of the Japanese attack on Pearl Harbor. Over the course of fifteen months, the United States government established Selective Service, instituted two registrations consisting of over seventeen million men, established draft orders, classified inductees based off of availability to serve, and began inductions. The priority for the draft over this

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<sup>73</sup> United States Selective Service, *Selective Service in Peacetime*, 221-229.

<sup>74</sup> *Ibid.*, 233-248.

time period focused on increasing the defensive posture of the United States through drafting and developing a reserve base of men each year while not affecting the nucleus of the family structure so important to the country. The men drafted were those available to serve and not performing a job in the growing war industry. Dependency and industry were the priorities and the Army received whoever else was available.

The number of men registered suggests the United States would have no issue increasing the size of its Army for its defense. But even with the immense manpower pool classified by the Selective Service, there were relatively few men actually available to go forward to induction for the Army to screen. These low availability rates concerned civilian leaders, so they initiated programs and studies to research the root causes. While waiting for results, these leaders accepted the common notion that the Army's high standards for induction were the cause. As the war and agricultural industries grew, the need for manpower to fill the factories and farms grew as well. Men deemed essential to production were deferred from the draft. Additionally, with the nation not yet at war, the country and her politicians possessed no appetite to induct men with families. These deferments shrunk the manpower pool significantly, and only those single men with no reason for deferment were available. The Army maintained high induction standards for these men and medical issues caused the rejection of nearly fifty percent of those called forward. These issues concerned senior leaders around the country, but these leader did not initiate significant programs to fix them as war seemed to be oceans away. The Army continued to maintain its high standards for induction and disqualify people from service at a time when their manpower needs were easily met by Selective Service calls. These standards and perceptions became invalid with the United States' entry into the global

conflict after the attack on Pearl Harbor and the realization that the Army needed to grow significantly in the number of divisions.

## CHAPTER 3

### WORLD WAR II WARTIME DRAFT

(8 December 1941 – 2 September 1945)

This chapter focuses on how the United States transitioned from a peacetime economy and draft to one of militarized industry and full scale mobilization. It explores the American population's availability to fight. The chapter reviews the legislation surrounding the Selective Service System during this time and the subsequent changes to the draft process including registration, classification, and standards for induction as these changes all affected the number of men available to the armed forces for screening. Understanding these changes and the pressure the Selective Service faced in meeting the manpower requirements from industry, agriculture, and the armed forces, are key to a recommendation on how the current Selective Service organization should approach classification. The medical impacts during World War II provide further understanding of how the military's strict standards further reduced the limited number of men available to serve through classification. The population size of the United States was vast, but by taking into account the numerous other factors syphoning off manpower -- industry and agriculture -- in addition to the physical abilities of the men, only a small population remained available to serve. A timeline showing key legislative, administrative, and historical dates provides for the reader's ease in following the chapter's events (see Table 3).

Table 3. World War II Wartime Draft Key Events Timeline	
Date	Event
7 December 1941	Japanese attack on Pearl Harbor
13 December 1941	Public Law 338, removed territorial service limitations of draftees
20 December 1941	Public Law 360, draft ages adjusted to twenty through forty-five, registration required for eighteen through sixty-five
16 February 1942	Third Registration
27 April 1942	Fourth Registration
30 June 1942	Fifth Registration
13 November 1942	Public Law 772, draft eligible ages extended to eighteen and nineteen; farm deferments come into effect (Tydings Amendment)
5 December 1942	Selective Service under the War Manpower Commission
December 1942	Drafting men aged eighteen and up; continuing registration of eighteen year olds start 1JAN43
1 October 1943	Drafting fathers begins
5 December 1943	Public Law 197, Selective Service removed from WMC, drafting of fathers codified in law
1 February 1944	Pre-induction exams begin
4 April 1944	Three age groups established for consideration of occupational deferments
8 May 1945	VE Day
9 May 1945	Public Law 54, extends STSA to 15 May 1946
2 September 1945	VJ Day

*Source:* Created by author.

### Legislative Aftermath of Pearl Harbor

With the attack on Pearl Harbor, Congress quickly moved to declare war against Japan. Additionally, Congress removed two peacetime requirements in Public Law 338: the restriction of inductees to serving in the Western Hemisphere and the length of service, which it adjusted to the end of the war plus six months. This enabled the Army to

prosecute a global war unhindered by time and location restrictions on its most important factor: manpower.<sup>75</sup>

A week after Pearl Harbor, Congress enacted Public Law 360, expanding the pool of men required to register with Selective Service to those aged eighteen through sixty-five if they had not done so, thereby providing the nation's leaders a better understanding of the manpower pool available. By the end of the war in September 1945, over thirty-two million men registered in the system.<sup>76</sup> Public Law 360 also changed the age range of those eligible for induction to twenty through forty-five. Prior to the law's passage, considerable debate occurred in Congress on whether it was necessary to include those men eighteen and nineteen as well as those over forty-five.<sup>77</sup> General Hershey advocated strongly for these inclusions as he believed eventually he would need to draft young men, and that the registration of the elderly would have a psychological effect on the country and help to make all men feel involved in the war effort.<sup>78</sup> The Army also advocated for these inclusions, believing them necessary to meet the manpower requirements of a 213

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<sup>75</sup> United States Selective Service, *Selective Service in Wartime: Second Report of the Director of Selective Service, 1941-1942* (Washington, DC: Government Printing Office, 1943), 5.

<sup>76</sup> United States Selective Service, *Selective Service and Victory: Fourth Report of the Director of Selective Service, 1944-1945 with a Supplement for 1946-1947* (Washington, DC: Government Printing Office, 1948), 465.

<sup>77</sup> Henry N. Dorris, "18-64 Age Listing for Draft Rushed," *New York Times*, 16 December 1941, <https://timesmachine.nytimes.com/timesmachine/1941/12/16/105411063.pdf>

<sup>78</sup> Flynn, *Lewis B. Hershey, Mr. Selective Service*, 85.

division army which would be required if the Soviet Union collapsed.<sup>79</sup> Additionally, the Army had vowed to Congress to stop recruiting if Selective Service inducted men eighteen and older since the Army already recruited these men and they were the age group most fit and available for service. Public Law 360 frustrated the Selective Service and Army plans by the excluding men under twenty from the draft pool. Due to this exclusion, Secretary Stimson revoked the Army's plan to stop inducting volunteers.<sup>80</sup> The Army and Navy's continued recruitment of men continued to frustrate the efforts of Selective Service until Presidential Executive Order in 1943 stopped this practice.

With the onset of war, the Selective Service System and the nation faced a rapidly growing need for manpower in the armed forces. The declaration of war and subsequent removal on the limits of draftees serving at one time, forced the Selective Service to have to meet significant increases in calls from the Army for inductees. Secretary Stimson desired to grow the army from 1.4 million to an army of 3.6 million men by December 1942, but based on the current deferment structure and nearly 50 percent rejection rate, this endstrength appeared unattainable without significant changes.<sup>81</sup> This forced the Selective Service to reassess deferments and request the expansion of the manpower pool

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<sup>79</sup> Maurice Matloff, "The 90-Division Gamble," reprinted in U.S. Army Command and General Staff College (CGSC), H400: Military History, Student Book of Readings, AOC, CGSC, Fort Leavenworth, KS, 2018, 29.

<sup>80</sup> George Catlett Marshall, *The Papers of George Catlett Marshall*, vol. 3, ed. Larry I. Bland and Sharon R. Stevens. (Baltimore, MD: Johns Hopkins Press, 1991), 55.

<sup>81</sup> Flynn, *The Draft, 1940-1973*, 62.

by conducting additional registrations for Selective Service to meet the eighteen through sixty-five year age for registration in accordance with Public Law 360.<sup>82</sup>

President Roosevelt felt the pressure from the Selective Service, Congress, and the War Department to meet manpower demands. In an effort to address these needs, he created the War Manpower Commission (WMC) on 18 April 1942 by way of Executive Order 9139. This commission brought together the multiple entities and agencies across the nation for cooperation on manpower issues. The chairman of the commission had sole power on the application of manpower but received advice and counsel from representatives of multiple departments and agencies including military and labor departments and the Selective Service System. The chairman provided a single path for the manpower of the United States, which all entities providing input would take to implement. This effort included not just men, but women as well.<sup>83</sup>

Even with the WMC providing a single voice on manpower concerns, its director, Paul McNutt, still faced issues orchestrating manpower across the nation. Farm laborers and civilian workers moved around the country seeking better paying jobs, leaving areas devoid of help and the military continued to recruit across the country without deference to the manpower needs of local areas. Congress attempted to aid the military manning issue by passing Public Law 772 in November 1942.<sup>84</sup> This amended the STSA by

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<sup>82</sup> United States Selective Service, *Selective Service in Wartime*, 9-11.

<sup>83</sup> *Ibid.*, 109-110.

<sup>84</sup> Congress also supported this law because it drafted younger men before fathers, which was supported by the public. By April 1942, the National Headquarters of the Selective Service understood there would be a dire need for men in both industry and the military. It informed State Directors that the supply of suitable men for military service may disappear and they should begin relooking men deferred for dependency despite the

extending the age range of those men liable for the draft to eighteen to forty-five years old. Despite these changes, the WMC still faced issues with manpower, and McNutt urged President Roosevelt to provide him greater authority to tackle these issues. Additionally, General Hershey continually attacked the use of enlistment campaigns as ineffective for implementing Selective Service. So on 5 December 1942, the President signed Executive Order 9279, which transferred the Selective Service to the WMC and stopped enlistment for men aged eighteen through thirty-eight. Along with this moratorium on younger enlistments, the Army and Navy stopped recruiting men aged thirty-eight to forty-five based off of the higher rates of medical issues and therefore higher rates of disqualification at induction. This reduced the available manpower pool by approximately seven million.<sup>85</sup> Though the Selective Service was extremely responsive to changes required by the WMC, this subordination aimed to reduce bureaucracy and help facilitate the appropriate use of manpower across the country.<sup>86</sup>

Congress raised issue with the subordination of the Selective Service to the WMC because the STSA provided the President as the only person directly responsible for the

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potential public outrage. General Hershey used the public's desire to maintain family units and not draft fathers as a way to aid in the cause to draft eighteen year olds. He threatened the need to draft fathers in order to meet monthly quota obligations or to draft younger men to fill this gap. Congress attempting to avoid public backlash, passed Public Law 772. See George Flynn's *The Draft, 1940-1973* page 71 for more information.

<sup>85</sup> Flynn, *Lewis B. Hershey, Mr. Selective Service*, 95; Flynn, *The Draft, 1940-1973*, 56; United States Selective Service, *Selective Service in Wartime*, 5.

<sup>86</sup> United States Selective Service, *Selective Service in Wartime*, 122.

Selective Service.<sup>87</sup> In order to correct this issue as well as numerous other congressional concerns, Congress enacted Public Law 197, also referred to as the Fathers' Draft Bill, on 5 December 1943. This law brought about several changes addressing Congressional concerns, the most significant being the reduction of dependency deferments. The law stated that men married prior to 8 December 1941, and maintaining a family since, were eligible for induction after other married men. The Chiefs of the Army and Navy supported the law because it addressed their services' need for additional manpower. The law made available for reclassification nearly 3.5 million men who previously had dependency deferments. Public Law 197 also directed the President to appoint a commission to investigate the possibility of gaining inductees out of the more than three million individuals classified in Class IV-F: those mentally, morally, or physically unfit for service. The commission investigated and ultimately concluded that the services had already met their saturation point for those in limited service, and lowering admission standards to accept some of the men within Class IV-F would not aid in the military receiving men fit for general service, but further worsen the saturation of limited service men.<sup>88</sup> The lowering of induction standards would therefore not provide the additional

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<sup>87</sup> Associated Press, "M'Nutt's Powers Clipped by Bill," *New York Times*, 24 October 1943, <https://timesmachine.nytimes.com/timesmachine/1943/10/24/83948518.pdf>

<sup>88</sup> General service and limited service were physical classifications used by the U.S. Army in World War II. General service was a man physically qualified for military service who met all requirements of physical examination. This man was physically qualified for all jobs in the Army. Limited service was a man who possess physical defects during his physical examination which would limit his ability to perform any job in the Army e.g. a man with one eye was not qualified to be an infantryman, but could still serve in a laundry unit.

infantrymen needed to replace casualties lost in fighting during the North African and Sicily campaigns, as infantrymen could not possess the defects allowed with the lowered standards. Ultimately, the commission concluded the necessary manpower could only be reached by utilizing individuals deferred for dependency.<sup>89</sup> General Hershey did not agree with the committee's findings, and believed that mental and physical standards were too high. He warned the committee that by not lowering standards, he had to induct more fathers. The committee understood this point, but sided with the War Department on the inability to lower induction standards further.<sup>90</sup> These findings, along with the enabling of the ability to draft fathers due to Public Law 197, opened the way for Selective Service to start drafting men with dependents in large quantities.

The final legislative change to the STSA came in 1945. Congress began proceedings to extend the act in April 1945 because the war was not over. Germany was near defeat, but the war in the Pacific was still ongoing and the upcoming invasion of mainland Japan was producing casualty estimates of over 100,000. The armed forces needed replacements for these casualties, and the Selective Service was the organization to supply these men.<sup>91</sup> President Harry Truman signed Public Law 54, an extension of one year, on 9 May 1945, one day after the unconditional surrender of Germany. This law established additional requirements on the armed forces as it required that anyone under

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<sup>89</sup> United States Selective Service, *Selective Service as the Tide of War Turns: Third Report of the Director of Selective Service, 1943-1944* (Washington, DC: Government Printing Office, 1945), 46-55, 136.

<sup>90</sup> Flynn, *Lewis B. Hershey, Mr. Selective Service*, 97-98.

<sup>91</sup> Richard B. Frank, *Downfall: The End of the Imperial Japanese Empire* (New York: Penguin Books, 2001), 195.

the age of nineteen must have a minimum of six months training prior to fighting in combat.<sup>92</sup> Congress had serious concerns with sending young men straight to combat, and advocated for putting a term of training on young men before combat. In 1942, during the Congressional debate on the bill which ultimately became Public Law 772, floor debate centered on the need that those eighteen and nineteen year olds made eligible for the draft by the bill, be given one year's training in the United States prior to deployment to combat theaters. General Marshall advocated against this as it unnecessarily constrained the War Department in their planning.<sup>93</sup> This attempt in 1942 was unsuccessful, but with the growing feeling that the war was near its end, Congress, in 1945, again began to debate placing a requirement on training for young men. In response to Congressional questions on the quality and length of training service men, Marshall prepared a statement for Secretary Stimson to deliver. This discussed the differences between training divisions and training individuals. Congress worried about sending young men off to war throughout the draft, and the idea these young men deployed without adequate training disturbed many of them. Stimson's remarks sought to reduce this anxiety and explain how the Army was approaching training and attempting to avoid the scenario that Congress envisioned was happening. Stimson stated that instituting a policy requiring a specified amount of training time would limit the Army and potentially stall ongoing campaigns, as the majority of the Army's inductees over the previous months were in the lowest age range. The Army planned for these inductees to serve as

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<sup>92</sup> United States Selective Service, *Selective Service and Victory*, 51.

<sup>93</sup> Marshall, *The Papers, Volume 3*, 423-424.

replacements for casualties suffered during combat, specifically the upcoming invasion of Japan.<sup>94</sup> This time the War Department failed to persuade Congress and with the passing of Public Law 54, and the military had to provide men under nineteen at least six months of training prior to combat. Fortunately, the use of the atomic bombs brought Japan's surrender before additional major combat actions took place, mitigating the broad effects of this legislative change.

### Registration and Lottery

Regardless of the numerous amendments made to the STSA throughout the war dictating changes to deferments and inductions, the foundation of Selective Service was an understanding of the manpower pool in America. In order to meet the greater manpower demands for the country at war required additional, more expansive, registrations of men in the country. During the year following the attack on Pearl Harbor, the manpower pool registered with Selective Service System expanded through multiple registrations. The President issued four additional proclamations over the course of the year requiring individuals to register for the draft: third registration in January 1942, fourth registration in March 1942, fifth registration in May 1942, and sixth registration in November 1942. The specific age ranges covered by each registration are provided in Table 4 below. These registrations expanded the manpower pool available for military duty from over 17,000,000 at the time of Pearl Harbor, to over 29,000,000 by the end of 1942. All of those registered were not available for service, but these registrations finally

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<sup>94</sup> George Catlett Marshall, *The Papers of George Catlett Marshall*, vol. 5, ed. Larry I. Bland and Sharon R. Stevens (Baltimore, MD: Johns Hopkins Press, 2003), 63-64.

gave America’s leaders an accurate understanding of the capabilities and availability of the manpower pool.<sup>95</sup>

Table 4. Registrations by Age Group	
Registration	Birthdate range requiring registration
First Registration	Registrants born on or after 17 October 1904, and born on or before 16 October 1919
Second Registration	Registrants born on or after 17 October 1919, and born on or before 1 July 1920
Third Registration	Registrants born on or after 2 July 1920, and born on or before 31 December 1921; and registrants born on or after 17 February 1897, and born on or before 16 October 1904
Fourth Registration	Registrants born on or after 28 April 1877, and born on or before 28 February 1897
Fifth Registration	Registrants born on or after 1 January 1922, and born on or before 20 June 1924
Sixth Registration	Registrants born on or after 17 July 1924, and born on or before 31 December 1924; and those reaching the eighteenth anniversary of their birth on or after 1 January 1943

*Source:* United States Selective Service, *Selective Service in Wartime: Second Report of the Director of Selective Service, 1941-1942* (Washington, DC: Government Printing Office, 1943), 104.

The third registration, conducted on 16 February 1942, focused on males aged twenty to forty-five. Since the two registrations held prior to the war already captured the twenty-one to thirty-five year olds, the third registration predominately focused on those on both ends of the age spectrum and any other individuals who had failed to register.<sup>96</sup> A month after this registration, Selective Service held a third national lottery for these

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<sup>95</sup> United States Selective Service, *Selective Service in Wartime*, 11-12.

<sup>96</sup> *Ibid.*, 98.

newly selected men. This lottery used the same format as the previous two lotteries, including the same fishbowl, and the men were placed at the end of the current draft lists.<sup>97</sup>

The fourth registration, conducted on 27 April 1942, focused on males aged forty-five to sixty-five. The Selective Service conducted this registration to gain a complete manpower picture of the United States outside of the military needs, as these men were not eligible for induction. Due to the war's significant industrial requirement for arms, manpower was key for the war economy as well and the fourth registration allowed for leaders to understand the population and attempt to get people to voluntarily switch employment into a critical war industry. Selective Service required all men to register regardless of position or status, including Selective Service personnel, the President of the United States, and local, state, and federal government employees.<sup>98</sup>

The fifth registration, conducted on 30 June 1942, focused on males aged eighteen to twenty. This population was not yet liable for military service, but soon would be. Since many of these registrants were not liable for military service, there was no lottery system. Selective Service remedied this issue by ordering the new registrants by their birthdays and placing them into the draft pool on their eligible birthday. Additionally, for those who shared the same birthday, Selective Service ordered them based off of the spelling of their last name.<sup>99</sup>

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<sup>97</sup> Flynn, *Lewis B. Hershey, Mr. Selective Service*, 85.

<sup>98</sup> United States Selective Service, *Selective Service in Wartime*, 99-100.

<sup>99</sup> *Ibid.*, 101-102.

The sixth registration, conducted from 11-31 December 1942, focused only on eighteen year olds who had turned eighteen since the fifth registration. Additionally, in order to provide for continuing registration and eliminate future mass registrations, all men turning eighteen on or after 1 January 1943 registered with their local board on their birthday. Selective Service ordered these men by their birthdays following the same precedent established with the fifth registration.<sup>100</sup>

### Classification

The additional registrations completed in 1942 placed a significant additional burden on local boards to classify the numerous men added to the manpower pool while still keeping the records of those men already registered updated. During the peacetime draft, the limits on the number of men serving at one time and the large size of the population eligible to serve, allowed the Selective Service to view deferments very broadly and with less scrutiny. During that time, dependency was the primary reason for deferment. With the start of the war, the increasing need for manpower slowly began to transition importance for deferments from dependency to occupation. Local boards used war industry and agricultural production as the standard for deferment, and Selective Service readjusted classification subclasses to identify where men worked within their overall class. In 1942, the Selective Service distributed over 41,900,000 occupational questionnaire forms to gain a better understanding of the nation's manpower reserve and

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<sup>100</sup> United States Selective Service, *Selective Service in Wartime*, 34.

where best these individuals should serve: agriculture, industry, or the armed forces.<sup>101</sup> As the war continued to progress and industry and agriculture's manpower needs stabilized, the military's manpower needs continued to rise. Age then became the important factor when considering deferment. The military desired younger men as they were more fit, less likely to be rejected, and performed better in combat. Dependency deferments came to an end, and Selective Service readjusted subclasses to reflect where men of different ages worked.<sup>102</sup> Regardless of the priority, during the classification process local boards had to use their own judgment to determine if a deferment request was valid. Board members reviewed marriages to determine if they were an attempt to evade induction and men's occupations to determine whether they warranted deferment all while understanding the overall picture of manpower in their local board area as well as at the state and national level.<sup>103</sup>

After Pearl Harbor, the need for men in the armed forces and in war industry increased each month and the number of available single men fit for military service shrunk. The WMC projected the need for an additional 13 million skilled and semiskilled workers in 1942 while the armed forces also continued to grow.<sup>104</sup> As Selective Service completed additional registrations, the pool of manpower classified increased, but due to

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<sup>101</sup> United States Selective Service, *Selective Service in Wartime*, 342. See Appendix A for an example questionnaire.

<sup>102</sup> United States Selective Service, *Physical Examination of Selective Service Registrants*, Special Monograph No. 15 (Washington, DC: Government Printing Office, 1947), 94-95.

<sup>103</sup> United States Selective Service, *Selective Service in Wartime*, 143-149.

<sup>104</sup> Klein, *A Call to Arms*, 339.

the numerous deferment options, the number available to meet the calls for armed forces remained limited. The Selective Service attempted to better understand this manpower pool by developing additional subclasses. Single men working in essential war industry received Class II-B deferments and those working in jobs supporting national health, safety, or interest received Class II-A deferments. Similarly, local boards placed men with dependents working in essential war industry in Class III-B and those with dependents working in other fields in Class III-A.<sup>105</sup> On 18 November 1942, the Tydings Amendment became effective and established the requirement for an additional subclass of deferrals for agricultural workers. The Selective Service established for those single and with dependents engaged in agriculture Class II-C and Class III-C respectively. The additional subclasses for Selective Service enabled leaders to identify numerous single men working in essential industry and agriculture who could be added to the pool if the right replacements and training were aligned.<sup>106</sup>

Selective Service did not permanently defer men in Class II, but set the deferment for a period of no more than six months. Once called, the man's employer had six months or less to find and train a replacement. The local board would review and reclassify the registrant after the expiration of time or a replacement found. It was rare when an individual would find himself placed back into Class IIA-B unless his employer provided a valid reason for why they failed to find a replacement. If the local board placed the registrant in Class II again, the same rules of a deferment lasting six months or less

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<sup>105</sup> United States Selective Service, *The Classification Process*, 55, 79.

<sup>106</sup> United States Selective Service, *Selective Service in Wartime*, 143.

applied. Selective Service allowed Class II-C as the only exception and allowed the deferment to last for the entirety of the war unless the registrant moved to a different career. During these instances, the local board reclassified the man. In most cases, local boards called Class II-A prior to Class II-B based on the priority of the war industry.<sup>107</sup>

Local boards periodically reviewed individual Class III dependency deferments for validity, just as they did for all other deferments. Just because a wife worked did not automatically mean she was not a dependent. Local boards considered several adjustments for pay affecting dependency in addition to the number of dependents. Congress passed the Pay Readjustment Act of 1942 and the Servicemen's Dependents Allowance Act of 1942 with a partial goal of relieving the dependency problem faced by the country. The Pay Readjustment Act increased the base pay of enlisted soldiers and sailors and provided for significant pay raises with each subsequent grade. Men serving received additional pay, satisfying societal demands for taking care of soldiers. The Dependents Allowance Act provided the dependents of enlisted men a monthly family allowance during the period of the war and six months after. These two legislative actions aided in the financial stability of men with dependents and factored into local boards decisions on whether those dependents were still financially dependent on the man. In many cases the allotments provided for in the legislative acts passed by Congress removed the financial support requirement of dependency and left the maintenance of a

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<sup>107</sup> United States Selective Service, *Selective Service in Wartime*, 156-159.

bona fide family relationship with a wife and children as the sole remaining reason for dependency deferment.<sup>108</sup>

By 1942, farm labor problems had increased to disastrous levels as farmers volunteered to go to war or left the fields for factory floors. Farmers lobbied their congressmen for protection from the draft based on their importance to the war effort. General Hershey did not believe a farmer was irreplaceable, but acquiesced to pressure to provide additional guidance to local boards when determining agricultural deferments. Despite attempts to placate the farm community by Selective Service, Congress passed legislation to provide protection for farmers through the Tydings Amendment. If these men left the farm for another job, they faced immediate reclassification by their local boards, and could therefore potentially be called for induction soon thereafter.<sup>109</sup>

On 5 December 1942, the Selective Service created an additional subclass, IV-H, consisting of those individuals aged thirty-eight years to forty-five. Congressional legislation did not prescribe the class, but Selective Service developed it based on the fact the Army deemed those thirty-eight and over had difficulty adjusting to the military and would not induct them. The Army determined this conclusion from a combination of analysis of the Army's prototype physical readiness training (PRT) and feedback from Operation Torch in North Africa. The new PRT program produced greater gains in physical fitness the younger men were while the Army's first exposure to combat in

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<sup>108</sup> United States Selective Service, *Selective Service in Wartime*, 136-139.

<sup>109</sup> Flynn, *Lewis B. Hershey, Mr. Selective Service*, 110-112.

North Africa showed younger men were more fit and performed better in combat.<sup>110</sup> This new class, along with the forty-five and older class, Class IV-A, provided a substantial pool for work in essential industry and agriculture. The removal of this group significantly reduced the already thin number of individuals qualified for service and put a further strain on the Selective Service identifying individuals to meet the Army's calls.<sup>111</sup> On 6 March 1943, Selective Service changed the Class IV-H requirement, and added an (H) to these men's classification, i.e. Class I-A (H), Class IV-F (H), etc. This provided a detailed pool of individuals, who were not at the moment available for service, but if the manpower requirements changed, would be immediately available to fill calls. Leaders were now able to see that if they needed to expand the Class I-A pool, roughly how many more men would be available to them.<sup>112</sup>

The year 1943 brought additional changes to the classification system due to the passing of Public Law 197. Selective Service removed Class III-A and III-B and placed individuals in the appropriate classification based on occupation and availability for military service. It also created Class III-D for men who could show their dependency created extreme hardship on their dependents. Those working in agriculture still retained their permanent Class II-C and III-C designations. Selective Service realigned Class II-A to mean work was necessary for the war effort, while Class II-B had a stricter definition

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<sup>110</sup> Whitfield B. East, *A Historical Review and Analysis of Army Physical Readiness Training and Assessment* (Fort Leavenworth, KS: Combat Studies Institute Press, 2013), 101-103.

<sup>111</sup> United States Selective Service, *Selective Service in Wartime*, 170-171.

<sup>112</sup> United States Selective Service, *Selective Service as the Tide of War Turns*, 63-64.

applied to it for those in war production. By 1944, Selective Service ended Class III-C and placed those registrants into Class II-C. It also developed additional subgroups to show individuals employed in war industry or agriculture previously approved for limited service or rejected from service. Local boards added the designations of (L) or (F) to these men's classes to help leaders understand the breakdown within the main classes and aided them in course of action development if they wanted to adjust induction requirements.<sup>113</sup>

By 1 February 1944, Selective Service began using age as a factor in classifying individuals for occupational deferments. The Selective Service began instructing local boards that those registrants younger in age should be less likely to receive occupational deferment based on the Army and Navy's desire for younger men to serve in the armed forces. The Army, preparing for the upcoming invasion of Western Europe through Operation OVERLORD, expected casualties in its infantry ranks, and desired young men to fill these necessary replacements. Young men were the most physically fit and best suited for the difficulties of military life and combat. With some estimates predicting half a million casualties, the stratification of manpower across age gathered increasing importance.<sup>114</sup> As 1944 progressed, this liberalization of the occupational deferment for those older in age, and tightening of requirements for those younger became more and more apparent. In April 1944, Selective Service divided registrants into three age groups

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<sup>113</sup> United States Selective Service, *Selective Service as the Tide of War Turns*, 64-65.

<sup>114</sup> Klein, *A Call to Arms*, 627; United States Selective Service, *Selective Service as the Tide of War Turns*, 74.

to aid in classification and deferments: eighteen to twenty-five, twenty-six to twenty-nine, and thirty to thirty-seven. At the same time, the Army clamored about Selective Service not meeting its requirements only to find out from the Army G1 that the Army would soon be over its authorized strength. This was due to fewer casualties than expected during the American operations in Italy and the Marshall Islands. General Hershey, tired of dealing with the Army criticizing the Selective Service and complaining about the older age of draftees, directed local boards to stop trying to fill previous shortfalls in their calls and focus on filling the current calls with men below the age of twenty-six. This action appeased the Army by sending younger men, while still likely meeting the requirements necessary to enable the Army to reach its authorized end strength in July 1944.<sup>115</sup>

During the second half of 1944, Allied forces broke out of the Normandy beachhead and quickly pushed German forces east towards the German border. Discussions rose about ending the war before Christmas. American forces suffered few casualties in this race across France, and the Army continued to request young men for replacements. During this time, the Army inducted registrants in the twenty-five and under range eight times out of every ten inductees to help meet its desire. This focus on younger males aided the Selective Service in being increasingly liberal with deferments for males as their ages increased.<sup>116</sup> In December 1944, the German army launched a surprise offensive against the American First Army in the Ardennes forest. This offensive

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<sup>115</sup> Flynn, *Lewis B. Hershey, Mr. Selective Service*, 101; United States Selective Service, *Selective Service and Victory*, 70.

<sup>116</sup> United States Selective Service, *Selective Service and Victory*, 71.

required the commitment of the XVIII Airborne Corps, the theater reserve, and stressed the Allies ability to maintain divisions at fighting strength.<sup>117</sup> The Army rapidly increased its calls for manpower. These increased calls, along with Selective Service's focus on younger men, resulted in the supply of males aged twenty-five quickly becoming depleted. The Selective Service, at the beginning of 1945, had to look for other means of identifying men and began to review agricultural deferments for males in this age group but quickly met with Congressional opposition and limited the number of men who could be taken.<sup>118</sup> Faced with opposition and a significant deficit in men remaining, the Selective Service also began to take males in the older age groups at an increasing rate.

Despite this high need for men to be inducted, the farm lobby continued to be successful in protecting farmers from the draft. By April 1945, with the war coming closer to its end, most young men were serving outside of farmers. Nearly 255,000 men under twenty-six were deferred for agriculture, while only 30,000 were deferred for all other jobs combined. Farmers remained the last resource for young men available to the Selective Service, and though reduced in number by inductions, Congress had successfully protected the vast majority.<sup>119</sup> Had an invasion of Japan been necessary and the war continued, a battle over these men would have likely ensued between Selective

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<sup>117</sup> Center for Military History, CMH Pub 72-76, *Ardennes-Alsace*, 25.

<sup>118</sup> Flynn, *Lewis B. Hershey, Mr. Selective Service*, 114.

<sup>119</sup> *Ibid.*, 114-116.

Service and Congress. The conclusion of the war brought an end to this debate, leaving historians to ponder the possible outcomes.

### Quotas, Calls, and Induction

Each month the Army provided Selective Service the number of people it required to be inducted based off of its available training resources, space available, and recruitment. Selective Service then divided this number among the states. Each state calculated the number of registrants it would call to meet the quota by factoring in their previous rejection rates. Once those called arrived at the induction station, they received a thorough screening and, if acceptable for service, inducted immediately. After induction, local boards reclassified the inductees into Class I-C. The men were transported home where they could settle their affairs and return to service in seven days.<sup>120</sup> On 15 February 1942, the Army changed its induction procedures. It now immediately inducted acceptable registrants and sent them home with orders to report in seven days to their reception center instead of allowing men ninety days at home prior to induction. This continued the practice of allowing men to return home and settle their affairs if inducted while it allowed the Army to meet the higher manning demands of a wartime environment.<sup>121</sup>

The Army and Navy continued to use the threat of being drafted to their benefit in recruiting following Pearl Harbor. Individuals understood, based off of their draft number, the likelihood of being called, and the services capitalized on this by offering

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<sup>120</sup> United States Selective Service, *Selective Service in Wartime*, 46-49.

<sup>121</sup> Foster, *Physical Standards in World War II*, 11.

these men the opportunity to enlist in the service of their choice for a job of their choice. This procedure enabled the Navy to fill its necessary quotas through enlistment alone while the Army still needed to receive anywhere from 100,000 to 300,000 draftees a month to meet its quotas. These enlistment campaigns went against the idea of Selective Service and the concept of putting each man in the position of most need.<sup>122</sup>

Following the end of enlistments, the Navy collocated with the Army and formed joint induction stations because they did not have any of their own. The two services worked to bring their standards closer together. When individuals arrived at the induction station, they preferenced which service they desired. Men volunteering for induction received priority on their preference, but no assurance of fulfillment.<sup>123</sup>

When Public Law 197 passed in December 1943, it stipulated that individuals that inducted would have a preinduction physical examination completed. Local boards received the result and ensured the registrant's classification accurately reflected the fitness level. The Selective Service took this requirement and applied it to a group model, sending the next registrants awaiting induction en masse to representatives of the military for screening and recording the results of the exam on a certificate of fitness. The local boards placed individuals, screened and approved for military duty, in a pool of qualified

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<sup>122</sup> Flynn, *Lewis B. Hershey, Mr. Selective Service*, 95; United States Selective Service, *Selective Service in Wartime*, 17.

<sup>123</sup> Foster, *Physical Standards in World War II*, 12-13.

selectees available to be called. Once called, they would receive a second, less detailed, medical screening and if they were still acceptable, inducted into the Armed Forces.<sup>124</sup>

### Medical Impacts and Correction Attempts

Transitioning from a peacetime draft to a wartime draft that required the filling of drastically larger quotas and induction of millions of men placed a significant burden on Selective Service. Over the course of the war, the dental defects that were so problematic during peacetime became a nonissue with the elimination of certain tooth requirements, while vision became a significant factor. Musculoskeletal problems remained a persistent problem with limited fixes and literacy continued to affect large portions of the population. Throughout the war, vision, musculoskeletal issues, and literacy affected nearly a between a quarter and third of all men.<sup>125</sup>

Seven days after the declaration of war by the United States, the Selective Service ceased conducting physical examinations and conducted only screenings for easily identifiable defects. The Army then assumed the role of the only body conducting a physical determination of a registrant's ability to serve.<sup>126</sup> The Selective Service struggled to meet military induction standards due to low literacy rates amongst the population. Army Regulation 611-26 provided the classification regulations used by the Army from late 1942 through 1943. These provided job and placement guidelines for

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<sup>124</sup> Ibid., 13-14; United States Selective Service, *Selective Service as the Tide of War Turns*, 56-57.

<sup>125</sup> United States Selective Service, *Selective Service as the Tide of War Turns*, 631.

<sup>126</sup> Foster, *Physical Standards in World War II*, 11.

men unable to speak English, illiterate, or limited physically or mentally. The regulation helped the Army place men in appropriate jobs based on their civilian experiences and skills. This was critical for the Army at the time due to the reduction of entrance literacy standards and the increased number of men who were capable only for limited service.<sup>127</sup> General Hershey continually lobbied Secretary Stimson that there were not enough men in Class I-A based on the current standards. He advocated that one of the ways to fix this was to lower literacy standards. He believed the armed forces could find uses for men who could hold and carry out a job in the public sector. Stimson finally agreed and reduced the standards on 1 August 1942.<sup>128</sup> The Army then allowed for no more than 10 percent of inductees in a day to be illiterate thereby opening a greater pool of candidates for service who were otherwise qualified.<sup>129</sup>

As the war progressed and manpower availability continued to be of concern to civil and military leaders, the nation made multiple changes. Even with the expansion of the draft age to include those as young as eighteen, and the reduction of standards, the bottom of the barrel was approaching as the military continued to increase its size. The high number of deferments limited the number of men available to local boards to call for screening resulting in the military induction centers receiving few quality recruits. Colonel Leonard G. Rowntree, Chief of the Medical Division, Selective Service System and Vice Chairman, National Committee on Physical Fitness, spoke to Congress that

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<sup>127</sup> US Department of the Army, *Marginal Man*, 61-62.

<sup>128</sup> Flynn, *Lewis B. Hershey, Mr. Selective Service*, 96-97.

<sup>129</sup> United States Selective Service, *Selective Service in Wartime*, 230-231.

despite changes to standards, the military was still short of its desirable recruits and was potentially going to reassess previous rejectees to attempt to salvage additional manpower. Against this backdrop, the Office of Education began to develop a change to high school curriculum to address the need to train men younger in physical fitness. The result was the voluntary Victory Corps curriculum for high schools. This program outlined physical fitness techniques and programs which could aid in young men and women being more physically fit and therefore more apt to be ready for service once they reached the age of eighteen. By July 1943, over seventy percent of schools had tried the Victory Corps program, with over fifty percent adopting it permanently.<sup>130</sup>

By 1943, American forces were continuing to grow in numbers and were going on the offensive and conducting operations in Italy and in the Pacific. The Soviet Union had survived the German onslaught and the War Department had revised its estimates for the number of divisions necessary to 100.<sup>131</sup> The Army released men over thirty-eight year of age from service shrinking the manpower pool at the same time as Congress was grappling with whether to continue to allow the deferment of married men. In his testimony to Congress, Brigadier General Miller G. White, Assistant Chief of Staff for Army Personnel, stated that the application of deferment priorities to married men would

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<sup>130</sup> East, *A Historical Review*, 91-93. On October 4, 1943, Selective Service created the Medical Survey Program, which canvassed public and private organizations from schools to hospitals and social service organizations to aggregate historical medical data on potential inductees. This data helped the Armed forces make more informed decisions while evaluating registrants for potential induction. These statistics were also made available to the public and helped the public realize some of the issues affecting a large portion of the population. The organization also used the statistics to help justify the need for fitness programs.

<sup>131</sup> Matloff, "The 90-Division Gamble," 30.

force the Army to induct illiterates, men with venereal diseases, and undesirables at a higher rate than the limited number currently accepted.<sup>132</sup> By 1 June 1943 the Army began to accept inductees without any limitation on illiterates as long as they passed certain intelligence tests. These individuals served in Special Training Units for thirteen weeks with the intent to bring them up to a fourth grade reading level. If they failed to meet this standard, the Army released them. The advancement in medical sciences and the treatment of with sulpha drugs mitigated the venereal disease.<sup>133</sup>

As war came to the nation, the Selective Service had to deal with a decreasing number of physicians and dentists able to volunteer to help conduct examinations. The Selective Service eventually offset this by having the military induction stations take over the screening of inductees to determine fitness. Local boards still conducted screenings of inductees to identify serious disqualifying issues regardless of the service to reduce the workload on induction stations and allow for a more refined approach to who was available for service in Class I-A.<sup>134</sup> Additionally, when the Army and Navy lowered dental standards and then essentially eliminated them in 1942 to a point where men did not even need to have teeth to serve, so long as proper dentures fit, they instituted dental services for new inductees at basic training camps to fix defects. This allowed the

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<sup>132</sup> Associated Press, "Calls Kilday Bill a Danger to Army," *New York Times*, 18 February 1943, <https://timesmachine.nytimes.com/timesmachine/1943/02/18/88517871.pdf>.

<sup>133</sup> United States Selective Service, *Selective Service as the Tide of War Turns*, 207-208.

<sup>134</sup> Foster, *Physical Standards in World War II*, 23; United States Selective Service, *Selective Service as the Tide of War Turns*, 191-192.

services to induct from a wider pool of men as dental issues were the primary reason for medical disqualification.<sup>135</sup>

By mid-1944, the Army reached its personnel goal of 7.7 million, but the Navy, Marines, and Coast Guard were still working toward their combined goal of four million. Additionally, the Army, only ninety divisions strong, expected significant casualties in the combat arms, specifically infantrymen, in the upcoming invasion of Europe and fighting in France. The replacements needed for these men needed to be the fittest of all their inductees since they needed to be able to endure the physical rigors of combat. The services struggled with the fact that over half of the men within the age range acceptable for service were already serving and one quarter had been rejected for military service. This limited pool of individuals remaining presented several issues for the Selective Service in meeting the calls. The services still recruited the seventeen year old population for voluntary enlistment; enlistment standards, specifically for mental issues, disqualified a high portion of individuals, and the Army stopped accepting limited service individuals. In order to address the dearth of available manpower the Selective Service worked to have previously rejected individuals re-screened by the military, expand the age range up to those thirty-three years old, scrutinize all deferments, and have the Army accept individuals for limited service again.<sup>136</sup> Despite these adjustments from July 1944 to May 1945, the Selective Service continued to face increased demand for manpower from the

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<sup>135</sup> United States Selective Service, *Selective Service as the Tide of War Turns*, 193.

<sup>136</sup> United States Selective Service, *Selective Service and Victory*, 118-119.

armed forces as casualties mounted from the German Ardennes offensive and the invasions of Iwo Jima and Okinawa in the Pacific.

As manning levels continued to be a concern for the military, the military changed the standards for service three times. The military, assuming high casualties for the eventual invasion of Europe, reduced vision standards for inductees in April 1944 to the point where a registrant could be nearly blind in one eye -- 20-400 vision -- so long as it was correctable to 20-40 and his other eye was at least 20-100. By September of 1944, Operation COBRA enabled the allies to break out of the Normandy pocket and casualties had been far fewer than anticipated. Because of this, the military increased the standards on their vision requirements back to their previous levels of 20-200 in each eye correctable to 20-40. The second change of the military concerned those men eighteen to twenty-five who had been rejected previously. Local boards used DSS Form 220 to screen for specific disqualifying characteristics--such as chronic asthma and the loss of an extremity--enabling them to identify the most probable for selection and induction into the service.<sup>137</sup> These adjustments to inductions standards began in May 1945 and over the course of the year the military inducted approximately 22,000 men based on these new standards. The final adjustment to physical standards came after the surrender of Japan.<sup>138</sup>

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<sup>137</sup> Foster, *Physical Standards in World War II*, 11. DSS Form 220 contains over 150 different disqualifying characteristics. See Selective Service's *Physical Examination of Selective Service Registrants Volume 1* pages 249-257 for a complete list of disqualifying characteristics.

<sup>138</sup> United States Selective Service, *Selective Service and Victory*, 140-142.

The military determined if an inductee without a high school diploma was suitable for service by administering one of a series of tests: a mental qualification test, a visual classification test, a concrete direction test, and a block counting test. The mental qualification test was for those English speakers without a high school diploma while the visual classification test was for those who were illiterate or non-English speakers. The military used the other two tests if needed. In June 1944, the military devised a new test to help determine the educational abilities of those inductees who had not graduated high school. Instead of the mental qualification test, the military gave inductees the group target test. This test aided identification of whether those individuals who were on the border line of acceptability would be suitable. The Selective Service forwarded to the induction stations numerous men who previously failed and been rejected for service to do illiteracy, but realized very few of these men could pass the new test. In fact, this new test, along with an increased point requirement for acceptance, yielded a 25 percent increase in all registrants failing and being rejected overall.<sup>139</sup>

#### Social Considerations

Public satisfaction with the Selective Service process remained high throughout the war, but as the number of men inducted increased, there was a noticeable, and understandable, increase in dissatisfaction with Selective Service. But as William Taylor points out, even at its worst statistical point, the draft's approval still held a three to one ratio over those not approving it and this ratio never reached a threatening level.<sup>140</sup>

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<sup>139</sup> United States Selective Service, *Selective Service and Victory*, 120-121.

<sup>140</sup> Taylor, *Military Service*, 22.

Agriculture and industry boomed to meet the needs of the American servicemen while also still maintaining basic necessities on the home front. On average, Americans were well fed and well supplied with limited rationing outside of petrol.<sup>141</sup> This was a far cry from the situation faced by the Soviet people who had little once their army was fed and supplied.<sup>142</sup>

Registrants did not always accept the numerous classifications. These registrants were able to appeal to the requisite appeal board for a chance to have their classification changed. If they did not like the classification they wanted they could appeal to the president. The president delegated this duty to the Director of Selective Service. As 1942 progressed, the number of appeals to the president increased to more than the total received during the entire pre-war period. The term appeal may bring to mind a negative connotation, but when looking at the numbers to the president, appeal boards placed the majority of those appealing into the available for service category, Class I.<sup>143</sup>

The Army adjusted AR 615-500 to allow for the induction of men previously considered unfit for service on moral grounds. There were a number of men who desired service, but were unable to serve in the Army based off of prior transgressions. With the adoption of change to the Army Regulation, men who previously were unable to serve,

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<sup>141</sup> Richard Overy, *Why the Allies Won* (New York: W.W. Norton & Company, 1995), 197.

<sup>142</sup> *Ibid.*, 190.

<sup>143</sup> United States Selective Service, *Selective Service in Wartime*, 40-43.

could now serve, pending they had spent specified amount of time living an exemplary life in the civilian community.<sup>144</sup>

Class IV-F received the most social ridicule as time progressed after the beginning of the draft. Many people saw those in IV-F perform fine at whatever their job was, and a social stigma began to evolve around those within the class. This class was not a permanent class and individuals boards continuously reviewed it to see if their situation changed. Only those with irreparable disqualifying issues, such as the blind, were not subject to being moved to a different class. The military and the Selective Service worked continuously on ways to reduce the population within this group or to get them to work in meaningful jobs toward the war effort. The Army adjusted its requirements for entrance multiple times, focusing not only on medical qualifications, but moral and mental requirements as well. As public discontent continued to grow with those in Class IV-F, the Selective Service devised additional classes providing opportunities for those in this class to move to other jobs and receive a new classification, avoiding the social stigma. The Selective Service developed the Class II-A (F) in 1944 as one such class in order to stimulate those in non-essential industry to move to essential industry and be reclassified out of IV-F. Also, the numbers within Class IV-F were constantly changing, as were all of the other classes. Individuals previously in I-A who were screened and not accepted at the Army induction station would end up in IV-F, but many of these men would go back numerous times until resolution of their issue or they passed their screening. The public

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<sup>144</sup> Ibid., 333-334.

often did not observe these changes, yet they show the system's adapting as the population and political and wartime environments changed.<sup>145</sup>

As the end to the war drew nearer, Congress reacted to pressure from the constituency and began debating the necessity for the draft to continue. This congressional pressure created issues for President Truman. The nation still needed to prosecute the war and General Hershey stated calls needed to remain in order to meet military demands for casualty replacements and begin the process of sending long-tour men back home for demobilization. Additionally, the effects of Public Law 54, which extended the draft while also removing eighteen year olds from the draft pool, began to arise in mid-1945 as the number of available men contracted and recruiting did not meet the Army's requirements for service.<sup>146</sup>

### Summary

As the war came to a close, the United States found itself with over twelve million men in the Armed Forces around the world. The United States had mobilized its population to not only serve in the military, but to also support the effort from America's farms and factories. The Selective Service faced a daunting task, transitioning the nation's Selective Service system from a peacetime array to a wartime establishment. The President of the United States initiated four additional registration periods capstoned by

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<sup>145</sup> United States Selective Service, *Selective Service as the Tide of War Turns*, 139-143.

<sup>146</sup> Flynn, *The Draft, 1940-1973*, 89.

the continuing registration of males as they turned eighteen to harness the full might of the American citizenry.

With the onset of war, planners in the United States believed only 10,500,000 men or 7.8 percent of the population could be called for service. In comparison Germany and Britain mobilized 9,835,000 or 10.9 percent and 3,885,000 or 8.2 percent respectively of their much smaller native populations to serve.<sup>147</sup> The United States was the fifth largest country/empire in the world by population in 1939, yet how was manpower prior to and during the war such a great concern?<sup>148</sup> As Maurice Matloff discusses in his essay “90 Division Gamble,” the United States’ industrial output, and therefore the workers needed to maintain this output, was by far the greatest asset to the war effort the United States could bring.<sup>149</sup> The Selective Service could not simply take every able-bodied man in the United States without significantly impacting the economic output the Allies, and the United States, so desperately needed. This requirement forced the Selective Service to bring additional men into the armed forces, while competing with those forces’ own recruiting efforts, the needs of agriculture and industry, and the social pressures of inducting young men and fathers. These factors all reduced the manpower pool available for Selective Service boards to choose the men to send forward to the Army.

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<sup>147</sup> Matloff, “The 90-Division Gamble,” 30.

<sup>148</sup> The British Empire was the largest, followed by the Empire of Japan, Republic of China, and the Soviet Union. [https://en.wikipedia.org/wiki/List\\_of\\_countries\\_by\\_population\\_in\\_1939](https://en.wikipedia.org/wiki/List_of_countries_by_population_in_1939).

<sup>149</sup> Matloff, “The 90-Division Gamble,” 30.

Over the course of the war, manpower priorities transitioned from a focus on dependency to occupation and then age. As the need for manpower grew, the men with families were protected from military service, but increasingly encouraged to find jobs in essential industry or agriculture. The Army's end strength grew each of the first years of the war, and overtime the necessity for the nation's security outgrew the desire to maintain family structure. Dependency deferments ended, but age became the new focus. The Army wanted younger men, due to their overall higher physical fitness. As these manpower priorities shifted, and the manpower pool remained limited, the Selective Service was able to provide the military the number of men required to meet demands.

Though the Army received the right number of men at the induction stations, these men were not always suitable for service. Researchers at the Surgeon General's Office discovered during "the period of November 1940 to August 1945, an estimated 17,954,500 men were examined for induction into military service, and 6,419,700, or 35.8 percent, were rejected."<sup>150</sup> This significant number of rejections, put strain back on the Selective Service to reclassify those men not accepted and ensure future calls sent to the Army had enough extra men to meet demands. Selective Service continually managed the manpower pool through its use of classifications. The sub-classes within the four main categories changed over time to provide local board members and the National Headquarters a better understanding of the manpower pool. This information helped leaders make decisions concerning manpower throughout the war.

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<sup>150</sup> Foster, *Physical Standards in World War II*, 16.

## CHAPTER 4

### POST-WORLD WAR II DRAFT

(3 September 1945 – 31 March 1947)

The main point of Selective Service preparedness, i. e. [sic], its registration and classification, from January 1, 1946 through March 31, 1947, was to keep enough registrants available for military service in Class I-A to meet (1) the replacement needs of the armed forces as they demobilized and (2) the initial demands of the Army and Navy in the event of remobilization.

—MG Lewis B. Hershey, *Selective Service and Victory*

This chapter examines how the United States approached the draft upon the cessation of hostilities at the end of World War II. It attempts to understand the role of the Selective Service as the nation demobilized and the armed forces focused on reducing their numbers while still maintaining appropriate forces to meet the nation's obligations overseas. A timeline showing key legislative, administrative, and historical dates is provided for the reader's ease in following the chapter's events (see Table 5).

Date	Event
19 December 1945	Drafting of fathers discontinued
14 May 1946	STSA extended for forty-five days
16 May 1946	President Truman authorizes draft of men ages twenty-five to thirty
25 June 1946	STSA extended for nine months until 31 March 1947
October 1946	Last month Selective Service System provides draftees to armed forces
3 March 1947	President Truman recommends to Congress the STSA should expire
31 March 1947	Selective Service System's mandate expires

*Source:* Created by author.

### Legislation after Victory

The Selective Service planned to transition from inductions of young men to a reemployment organization at the conclusion of hostilities. On 7 September 1945, President Truman authorized the armed forces to resume recruitment of men ages eighteen to thirty-seven by signing Executive Order 9605. This caused consternation within the Selective Service System as the military would once again be competing with Selective Service for men to fill requirements.<sup>151</sup> The belief behind the decision though, was recruiting would be able to account for most, if not all, of the necessary manpower needed and Selective Service would fill the remainder. After Japan's surrender, the recruiting efforts failed to meet the required number of men and the Selective Service faced a dilemma: the need to still induct men to support the downsizing Army due to lower recruiting numbers while also aiding the reemployment of those men with long service as they returned home.<sup>152</sup>

In order to meet both of these requirements, Congress adjusted the STSA twice after the conclusion of the war. The act was set to expire on 15 May 1946, so Public Law No. 379 extended it for forty-five days to 1 July 1946. This extension allowed more time for Congress to agree on the date of a long term extension of the act. On 29 June 1946, Public Law No. 473 extended the act for an additional nine months until 31 March 1947.<sup>153</sup> These two legislative measures ensured there was enough time available for the

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<sup>151</sup> Flynn, *Lewis B. Hershey, Mr. Selective Service*, 155.

<sup>152</sup> United States Selective Service, *Selective Service and Victory*, 228-229.

<sup>153</sup> United States Selective Service, *The Classification Process*, 141-142.

Selective Service to find replacements for the nearly six million men of the armed forces who had close to four years of service and for the armed forces to subsequently downsize to appropriate force levels.<sup>154</sup> This time also allowed the Selective Service to provide reemployment assistance to those men released from active duty seeking to return to work.

These two amendments to the STSA also adjusted the age range of men able to be inducted by the Selective Service. Public Law 379 changed the age range liable for service from eighteen to forty-five years of age to twenty to thirty years of age. In practice, the Selective Service was not selecting many men over the age of thirty due to the Army's request for younger men, but the removal of those men under twenty was significant. General Hershey proclaimed this reduced the available pool from 35,000 to 5,000 each month and advocated for the requirement to be changed while President Truman criticized this short extension and projected Selective Service might need to re-draft veterans to fill the Army's needs. This advocacy prevailed and the extension was only temporary. Congress passed Public Law 473, which adjusted the age range to nineteen to forty-five.<sup>155</sup> With the passing of Public Law 473, President Truman added an additional requirement that, despite those aged nineteen to forty-five being draft eligible, the military would only accept those men aged nineteen to twenty-nine for induction. The passage of Public Law 473 also created additional issues for Selective Service as it reinstated the dependency deferment. During the debate on the bill,

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<sup>154</sup> Flynn, *Lewis B. Hershey, Mr. Selective Service*, 157.

<sup>155</sup> *Ibid.*, 160.

Congress was already facing pressure for men serving overseas not returning fast enough, and the ability to defer fathers again offered the ability to win political points with voters around the country. This further constrained Selective Service and its ability to meet its induction requirements of generally 50,000 men a month.<sup>156</sup>

Classification continued until 10 March 1947, at which point, President Truman affirmed he would not renew the STSA at its expiration. The Director of Selective Service informed the State Directors to cease classification and to no longer distribute classification questionnaires.<sup>157</sup> The STSA finally expired on 31 March 1947, though Congress passed a law to require the retention of all Selective Service records in case of the need to use the system again.

#### Registration

Despite the end of hostilities and the changes to the STSA, registration of males was unaffected. The law continued to require those men reaching their eighteenth birthday to register with the Selective Service, despite changes to the age of those considered draft eligible. Registration of these men continued until the end of Selective Service on 31 March 1947.

#### Classification

Though registration practices did not change after the conclusion of the war, classification standards did with a steady adjustment and reduction of rigid requirements

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<sup>156</sup> Flynn, *Lewis B. Hershey, Mr. Selective Service*, 159; United States Selective Service, *Selective Service and Victory*, 298-303, 321.

<sup>157</sup> United States Selective Service, *Selective Service and Victory*, 298-303.

on those available for induction into the armed forces. The armed forces began recruiting again, but initially their efforts were unable to meet the required numbers due to the significant numbers of men still required to replace those men leaving service and the Army needing to expand its recruitment base to be able to handle these large number of inductees. As the Army reestablished its recruiting base and increased its own inductions of volunteers, it set a goal of 40,000 volunteers a month, yet continually missed it, and the Selective Service was required to make up the shortage. The Selective Service adjusted its age groups available for induction on the day of Japanese surrender, to those aged eighteen through twenty-five, in line with the requests of the Army due to social pressures to take young men, while consolidating those deferred for wartime industry reasons into deferment for national security.<sup>158</sup> Dependency deferment officially returned on 15 November 1945, but it originally only applied to those with three children. By December 1945, the Selective Service, in practice, stopped inducting any fathers, and by August 1946, after the removal of men with dependents by Public Law 473, it resumed giving fathers of any sort were officially placed a dependency deferment.<sup>159</sup>

Following the conclusion of the war, the Selective Service began to relax its requirements for industrial deferment. In January 1946, the Selective Service removed the work or fight clause for Class II-A. Previously, when men with deferments for work of national health, safety, and interest moved jobs without informing their local boards beforehand they would be immediately classified as available for service, Class I-A. With

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<sup>158</sup> Flynn, *The Draft, 1940-1973*, 96; United States Selective Service, *Selective Service and Victory*, 66-67, 75-78.

<sup>159</sup> United States Selective Service, *Selective Service and Victory*, 317-318.

the change in regulations, Selective Service allowed these men the opportunity to apply again for deferment in their new job. If they failed to request deferment, local boards placed them in Class I-A. Additionally, the Selective Service stated deferments would be valid for six months except those for individuals who were previously rejected from service (Class II-A(F)) or approved only for limited service (Class II-A(L)). These men's deferments were to last indefinitely, but reviewed every six months. By July 1946, Selective Service had issued additional instructions further reducing the requirements necessary for deferment. These new standards granted deferment for students, teachers, and researchers in physical sciences, and some medical fields.<sup>160</sup> Classification continued following the extension and reenactment of the law. The Selective Service put out guidance to adjust the eligible ranges for those who could be classified and made available for Selective Service.

#### Quotas, Calls, and Inductions

With the stipulation that the Armed Forces were to focus their gains on recruiting and enlistments, Selective Service was to provide any remaining manpower that the services could not meet. Due to this, the Selective Service only provided just under 190,000 men after 15 May 1946, with these men being delivered in May, June, and September 1946. Following, September 1946, the Selective Service did not deliver any more men to the armed forces as their recruitment campaigns were projected to continue to meet their enlistment goals. With no requirement to provide manpower to the armed forces, the Selective Service transitioned to preparing for any future conflict. The

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<sup>160</sup> United States Selective Service, *Selective Service and Victory*, 310-315.

Selective Service implemented an inventory of all of the registrants ensuring the correct placement in classes of each man and the alignment of the national roles with those at the State and local levels. This review prepared the service to meet any future mobilization needs that could potentially arise and provided military and civilian leaders with the most accurate status of manpower availability.<sup>161</sup>

The Selective Service struggled initially after the war with having a large enough pool of registrants in Class I-A to meet the replacements needed by the armed forces to facilitate the demobilization. George Flynn argues that the whole demobilization program was on the verge of collapse in the beginning of 1946 because social pressures on Congress to remove eighteen year olds from the draft pool, and military miscalculations on the number of men available to serve, both as volunteers and as draftees. The Selective Service failed to meet its quota for December 1945 due to changes in service requirements, age of those available for induction, and continued deferments for certain occupations. The calls early in 1946 forced the Selective Service and Army in April to revert to inducting men only qualified for limited military service. The Army had not inducted limited service men since July 1944, but the reinstatement of numerous deferments as well as a smaller age range, forced the induction of these men for the first time in twenty-two months.<sup>162</sup> Following the call in April, the Army reduced the size of calls over time, eventually ending them. The Selective Service gathered an adequate number of registrants in the event of the armed forces made more requests, but the

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<sup>161</sup> United States Selective Service, *Selective Service and Victory*, 303-306.

<sup>162</sup> Flynn, *The Draft, 1940-1973*, 92; United States Selective Service, *Selective Service and Victory*, 319.

Selective Service did not possess a large enough pool to remobilize if necessary unless deferments changed.

After the war, the review of registrants continued much the same as during the war. Local boards placed men with obvious reasons for rejection in Class IV-F. They sent the remaining men that did not have reason for deferment for a pre-induction screening. If approved, the Army sent the men home and, as long as called for service within 90 days, they received a final induction screening prior to beginning their service. Rejection rates for registrants remained high, though they were slightly lower near the beginning of 1946 due to the manpower shortage and the need for men to replace those with long tours of service. The overall rejection rate for 1946 was 56.6 percent marking a return to similar rates observed prior to the war though the predominant reasons for disqualification had shifted from dental, vision, and illiteracy to just musculoskeletal, vision, and illiteracy.<sup>163</sup>

#### Medical Impacts and Correction Attempts

In October 1945, the Army ceased using the Special Training Units, which focused on bringing those men considered illiterate or non-English speaking into a minimum standard of use for the Army. With the lower demand for manpower, the Army was able to eliminate these units with the assumption their quotas for induction could be met based off of volunteer enlistments and a more stringent adherence to standards for Selective Service inductees. The removal of these units forced the Selective Service to no longer send forward men for induction who were illiterate, non-English speaking, or for

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<sup>163</sup> United States Selective Service, *Selective Service and Victory*, 326-331.

non-high school graduates those who scored below a specified score on their qualification test. In the first nine months of 1945, the Army inducted over 58,000 registrants whom these lower standards allowed.<sup>164</sup> The removal of these units further limited the manpower pool available to the Selective Service.

Following World War II, after action reviews revealed many problems similar to those faced after World War I. Recruit and Soldier fitness, physical training, and remediation were all issues brought up which hampered the conduct of war. The Army was also quick to address the fact that mechanization of the force did not negate the need for physical fitness, but conversely it increased the need due to men not being as active. Men were no longer marching across the battlefield carrying their gear for countless miles. Mechanization allowed men to ride to battle, and only then dismount, but without the burden of additional gear. This stasis meant men needed to train physically to build and maintain muscles relied upon during combat.<sup>165</sup> This data validated to the Army their requirements for higher induction standards.

#### Social Considerations

President Truman did not envision the Selective Service as an enduring system, but he understood its importance in the short term. General Marshall influenced him on the need to retain the draft even after hostilities in order to allow drafted men to return home, while new, young draftees served in the occupation forces of Europe and Asia. Though the social cry was growing to end the draft, President Truman requested

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<sup>164</sup> United States Selective Service, *Selective Service and Victory*, 142.

<sup>165</sup> East, *A Historical Review*, 103-104.

Congress continue the draft for civil and military reasons. He was backed by the military and the understanding that volunteers would not be able to meet the estimated 1.55 million men needed for the occupation of Europe and Asia.<sup>166</sup>

As the draft neared its expiration date in May 1946, public support for continuing the draft in a peacetime environment did not materialize. Congressmen felt the pressure from their constituents to not support extensions of the draft. Strong feelings of support for Universal Military Training (UMT) and building a trained reserve grew.

Administration officials and the military began a campaign promoting the need to continue the draft. Public opinion did not truly begin to shift until March 1946 with Winston Churchill's famous speech in Missouri speaking of the dangers of communism and the Soviet Union's spread of the "Iron Curtain."<sup>167</sup> Churchill's speech spoke to the duty Americans now had on the global stage to enforce the democratic values they fought for in Europe and around the world. He spoke of how communism threatened the very nature of the British and American civilizations.<sup>168</sup> These measures were effective and public opinion began rising for support of a continuation of the peacetime draft. Congress struggled with what the draft should look like and who it should target to serve as the nation continued demobilization but maintained occupational duties. Congress voted a short continuation of the draft, but shrank the eligible age to those aged twenty to thirty.

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<sup>166</sup> Flynn, *The Draft, 1940-1973*, 91.

<sup>167</sup> *Ibid.*, 93.

<sup>168</sup> Winston Churchill, "The Sinews of Peace," <https://winstonchurchill.org/resources/speeches/1946-1963-elder-statesman/the-sinews-of-peace/> accessed 4 April 2019.

This restriction significantly affected the Selective Service and it struggled to meet manpower quotas from the military. This reduced flow of replacements hampered military efforts to demobilize veterans, and caused an outcry among these men around the world. They wrote to the congressmen and to the public at large on this issue petitioning that if teenagers were fit to be drafted and fight they surely could be drafted for occupation duty. These arguments built public support and Congress eventually passed a nine-month extension which included nineteen year olds within the eligible population for the draft. As the extension period of the draft neared its end, President Truman's advisors, the military, and the Selective Service advocated for the continuation of the draft. But President Truman was a believer in UMT and believed that ending the draft would make the passage of UMT easier.<sup>169</sup>

### Summary

The end of the global conflict did not end the need for Selective Service. America became a global power and the end of hostilities meant that America now faced a world broken by war. Balancing the demands of the civilian populace to bring the troops back home, with the need to support the multitudes of people around the world devastated by war, the United States began demobilization as well as occupational duty. The Army still needed recruits to replace those men who served overseas for years, and the Selective Service was the best means of attaining them. The Selective Service faced a significant burden with the transitioning of hundreds of thousands of G.I.s a month while continuing to call tens of thousands of men to serve. The end of the war drove the relaxation of

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<sup>169</sup> Flynn, *The Draft, 1940-1973*, 94-100.

deferments, reducing significantly the manpower pool available for Selective Service to pull from. Public opinion wanted their boys home, but did not want to send more young men overseas to replace them.

The reduced manpower pool based on deferments and changes in the age for draft eligibility forced the Selective Service to review the medical reasons of men previously deferred as well as taking older men to meet their calls. Literacy and vision problems continued to plague potential draftees as was the case during the war. Local boards continued the practice of decentralized operations of the Selective Service and often liberalized deferments for some men based on the idea their community had already contributed so much to the war effort. Many board members believed other communities still had men available to serve and that it was time for those communities to do their part. The nation sent over twelve million men into the armed forces to serve and, as these men began returning home, local boards were less inclined to send more men away. These deferments, compounded across the nation reduced the number of men available for induction and caused Selective Service to miss its monthly quotas several times following the surrender of Japan.

As the armed forces established enlistment programs, they reduced the requirement for Selective Service to provide draftees. Registration and classification continued despite no need to provide men to the military. The Selective Service focused on maintaining these functions through the end of the STSA's mandate, ensuring the country was prepared for any potential scenario requiring rapid expansion of the military. The Selective Service System retained a well-documented catalog of information detailing the American population that enabled leaders to make decisions. Americans

continued to register for Selective Service and ultimately, President Truman did not challenge the utility of the system. With the growing threat of the Soviet Union in Eastern Europe and around the world, even with military recruitment ongoing, he recognized the need to maintain the ability to rapidly grow the military to protect American interests. The continued running of the registration and classification system reflected the country continuing to prepare itself for any future war while living in a peacetime environment. Even as President Truman allowed the Selective Service System to end in 1947 in favor of his desire for UMT and the potential of a more prepared country for war, he understood the importance of the classification information and required the records of it and the overall Selective Service System be stored for future use.

## CHAPTER 5

### CONCLUSIONS AND RECOMMENDATIONS

Registration reveals the size of the gross manpower pool within the age limit available for the national purposes. It is unorganized, discrete, and overwhelming as a list of more than 17,000,000 names. It must be analyzed and related to the national purpose. The essential process is one of classification.

—BG Lewis B. Hershey, *Selective Service in Peacetime*

We must assume, moreover, that in the present era of intercontinental ballistic missiles we shall not have time for the leisurely M-day contemplated in the mobilization plans that preceded World War II. Instantaneous readiness becomes essential for successful response to future combat operations.

—LTG Leonard D. Heaton, *Physical Standards in World War II*

#### Conclusions

World War II was the seminal event of the modern day world. War raged across the globe, and nations mobilized themselves to deal with the numerous threats across the world. With the expansion of Germany across Poland and Western Europe, the United States recognized the growing threat, and began a peacetime draft in 1940. The draft focused on the idea of building a reserve force of trained men, training up to 900,000 men each year to be placed in the reserves after serving one year on active duty. These men would serve in the reserves for ten years and be available to be called up in the event of a national emergency declared by the president. They were selected from across the country using a system that was widely considered fair by the nation.

As the president implemented Selective Service System, young men across the country registered for the draft and awaited their fate. Across the country states established local boards and these boards began the arduous task of classifying every

male registrant into various classes. These boards had to balance the numerous demands of a peacetime draft: social norms, economic factors, and the armed forces desire for quality recruits. The nation was not at war, and America dedicated itself to preserving the family structure that many viewed as the foundation of the country's strength. Boards deferred men with dependents from service at a time when manpower was deemed plentiful and the nation could afford to be particular on which men served in the armed forces. Additionally, President Roosevelt launched the nation on a path of industrial and agricultural growth in order to provide those nations fighting German aggression in Europe war material and food to continue the fight. Manpower was the key factor for this support, as well as for the growth of the armed forces. Local boards had to balance the needs of the armed forces with the needs of the economy with a diminished manpower pool focused only on single men. In peacetime, the economy ruled, and local boards deferred these single men with jobs in industry from service. Despite these restrictions, local boards were able to meet their calls in the first year and aid the armed forces in inducting 800,000 men into service.

The number of men inducted in service was not without its own shortcomings, as the Army retained its high induction standards throughout the prewar period and maintained a rejection rate near fifty percent. Manpower was readily available in the peacetime draft coming out of the Depression, and even with the limitations imposed on the local boards based on dependency and industrial deferments, the Army maintain high induction standards concerning dental and literacy standards and only accept those men most capable of serving.

By the end of the first year of the peacetime draft in 1941, the Army inducted 800,000 men in service and was planning on another batch of 900,000 men for the upcoming year. The growing threat of war convinced Congress on the prudence to retain those men inducted on active service for an additional six months to maintain a trained pool of manpower while the next group of inductees was trained. Shortly afterward, the Japanese attacked Pearl Harbor on 7 December 1941 and the nation entered into the global conflict.

The entry of the United States into the war, required changes in priorities of the American manpower pool. The armed forces needed to grow massively in size in the years following, while the industrial and agricultural base needed to increase output to accommodate the requirements of U.S. armed forces as well as the allied powers fighting German and Japanese aggression. These manpower needs required the additional registration and classification of all men from eighteen to sixty-five. The Selective Service System continually updated and disaggregated men into subclasses of registrants to better aid in the understanding of where manpower was and its employment. As the war progressed and the armed forces grew in size, the Selective Service had to advocate to law makers and the president to adjust the standards for those men eligible to be drafted. At the start of the war, only single men aged twenty to thirty-five who held a job outside of industry, agriculture, or government were eligible to be inducted. By the end of 1944, the military had grown significantly causing the manpower pool to be reduced to such an extent that the Selective Service was able to call all men eighteen and older not working in agriculture and to a minor extent other essential war industry.

With the unconditional surrender of Japan, the war was over, but the Army continued to require Selective Service to provide men to aid in the demobilization and occupation of Germany and Japan. The American public wanted to return to a pre-war lifestyle and pressure mounted on Congress to reinstitute many protections for fathers and older men. These protections forced Selective Service to meet large manning requirements for occupation duty with a significantly reduced eligible population. By October 1946, the Army's manning levels had stabilized for occupation duty and their recruiting efforts were able to meet the required number of men to sustain these levels. Selective Service stopped sending men for induction but retained the ability to do so until the service's termination on 31 March 1947.

Throughout the World War II draft, manpower was a crucial resource. Selective Service utilized classification of this manpower to better understand the availability of the population and allow men, such as General Hershey, to inform military and civilian leaders of trends and future issues with manpower. Because of the local board's continual classification of the male population in the United States, General Hershey was able to provide recommendations to leaders on adjusting military standards or law and policy in order to meet the manpower needs of the nation. The classification of men allowed these leaders to understand the multitude of factors affecting the manpower pool: deferment of men with dependents, men working in agriculture and critical war industry, and those men ineligible to serve due to medical or other reasons.

As the United States Army reorients its training and focus on LSCO, and the nation overall has focused on great power conflict, it is necessary to look at our past to provide insight to our future. As Mark Twain is attributed with saying, "history doesn't

repeat itself, but it does rhyme,” it is prudent to look at the lessons from the United States’ previous encounter with a pre-war draft that then escalated to a draft in support of LSCO. The United States turned to a draft as a precautionary move to build a ready reserve of trained men to protect America’s territories and interests. Leaders saw the growing threat of Germany and Japan around the world and prepared accordingly. Today, the United States faces a similar situation with a resurgent Russia and a growing China, the two most capable international actors, confronting the nation, while Iran, North Korea, and the violent extremist organizations continually threaten rapid escalation of force. As LTG Ben Hodges (Ret), former commander of United States Army Europe stated, “I think in 15 years — it's not inevitable, but it is a very strong likelihood — that we will be at war with China. The United States does not have the capacity to do everything it has to do in Europe and in the Pacific to deal with the Chinese threat.”<sup>170</sup> What does this mean for the United States? If LSCO with China, or any other nation, is a possibility in the future, has the United States prepared properly? The United States has the most advanced and best trained military in the world, but it is an AVF reliant on the will of the American people. As the Selective Service System website states, “When the [AVF] was established, it was not intended to stand alone in a time of national emergency.”<sup>171</sup> In the event of a national emergency, volunteers will likely come forward, but these volunteers will not be able to meet the manpower requirements of a

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<sup>170</sup> Vanessa Gera, “US war with China is likely in 15 years, retired general says,” *Military Times*, 24 October 2018, <https://www.militarytimes.com/news/your-military/2018/10/24/us-war-with-china-is-likely-in-15-years-retired-general-says/>.

<sup>171</sup> “Return to the Draft,” Selective Service System, accessed 14 May 2019, <https://www.sss.gov/About/Events-after-Draft>.

nation mobilizing for war. Additionally, as seen in World War II, having men from all walks of life volunteer and leave potentially critical industries may not be in the best interest of the nation. China is modernizing, and is still the most populous nation in the world. The United States cannot simply rely on the nation's strength in population alone, when outnumbered. The United States has to rely on the Selective Service System to maximize our military and industrial might rapidly in order to offset any numerical advantage that an enemy may possess. Though a war on this scale is hard to imagine, America must prepare itself because we live in a world where instantaneous readiness is required, as the quote at the beginning of the chapter by LTG Heaton states.

The mechanism the United States has for this situation is the Selective Service System, governed by the Military Selective Service Act (MSSA) as amended through 9 July 2003. This act draws heavily from the verbiage of the STSA as it was after its last amendment with Public Law 473. It requires the registration with Selective Service of all men aged eighteen through twenty-five. Additionally, it requires men to inform the Selective Service System of any address change within ten days of their move. Beyond these requirements, men have no other interactions with the system. During a national emergency or declaration of war reinstating the draft by the United States government, the Selective Service System would begin establishing their state and local structure. Upon enactment of the law, the President of the United States can prescribe any categories for deferment along the same lines as those seen in 1946: occupation, dependency, and fitness for duty.<sup>172</sup> Selective Service would then implement these

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<sup>172</sup> The Military Selective Service Act, *US Code 50* (9 August 2003), 24, <https://www.sss.gov/portals/0/PDFs/MSSA-2003.pdf>.

deferments into classes and local boards would begin classification of individuals. Additionally, the MSSA requires the local boards to induct men in order of precedence based on age. Men aged twenty are the first called, followed by those twenty-one to twenty-five. The Selective Service will not call men aged eighteen and nineteen until after the older age groups are called.<sup>173</sup>

The current Selective Service System had over sixteen million men registered in 2018.<sup>174</sup> When compared with the peacetime registration at the beginning of World War II, there are comparable numbers of men registered. The draft at the beginning of World War II struggled to meet the Army's quotas for servicemen after factoring in the numerous deferments and Army induction standards. Local boards sent men, who had no reason for deferment, to the Army for screening, maintained high rejection rates, forcing Selective Service to draw more men from the civilian sector to meet the demand. As discussed earlier, the study by "Mission: Readiness" showed 71 percent of American youth are unfit for military service. This is drastically higher than the 50 percent rejection rate seen in the peacetime portion of the draft and the mid 30 percent rejection rate seen throughout the course of World War II. This number does not even factor in the effect potential deferments may have on the availability of this population. This issue points to the need to arm America's civilian and military leaders with the data necessary to understand the true availability of the population, and help be proactive by shaping

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<sup>173</sup> "Selective Service Lottery," Selective Service System, accessed 14 May 2019, <https://www.sss.gov/About/History-And-Records/Selective-Service-Lottery>.

<sup>174</sup> Selective Service System, *Annual Report to the Congress of the United States from Director Donald M. Benton*, Fiscal Year 2018, <https://www.sss.gov/Portals/0/PDFs/Annual%20Report%202018.pdf>.

decisions before the draft or war happens. Classification by the Selective Service after the registration of individuals will enable leaders to understand what the male population is doing and its availability. This classification could potentially show how many men are attending higher level education, who is working in agriculture or a cyber, sensitive technology, or defense industry job. Depending on public support and the government's desire, this classification could ask for basic medical data to help identify early those individuals who had military service disqualifying defects that even with lowered standards, such as increasing the allowable entry weight of an individual or waiving educational requirements, would not likely be inducted. This data would help portray a true ability of the population to serve and enable leaders to know whether the system Selective Service plans to implement is even feasible or if it needs adjustment.

The study of the draft which occurred before, during, and after World War II identified that mobilizing the nation for war entails far more than just inducting men into the Army. The nation must balance the demands of the economy, public opinion, and national security when employing its precious manpower. The Selective Service System's use of classification enabled the sorting of men into appropriate classes, allowing for the mobilization of industry and agriculture as well as the nation's armed forces. Today, the Selective Service System should heed this understanding of the past and begin classification of men who registered for the draft.

APPENDIX A

DEPARTMENT OF SELECTIVE SERVICE FORM 40

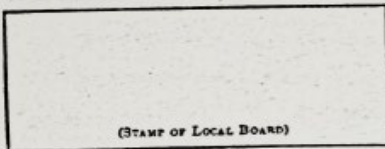
SELECTIVE SERVICE QUESTIONNAIRE

FORM APPROVED  
Budget Bureau No. 33-R014-C3

SELECTIVE SERVICE QUESTIONNAIRE

Order No. ....

Date of mailing .....



(STAMP OF LOCAL BOARD)

Name:

(First)

(Middle)

(Last)

Address .....

(Number and street or R. F. D. route)

(City or town)

(County)

(State)

NOTICE TO REGISTRANT

You are required by the Selective Service Regulations to fill out this Questionnaire truthfully and to return it to this local board on or before the date shown below. Willful failure to do so is punishable by fine and imprisonment.

THIS QUESTIONNAIRE MUST BE  
RETURNED ON OR BEFORE .....

.....  
*Member of Local Board.*

(The above items are to be filled in by the local board before the Questionnaire is mailed to the registrant.)

INSTRUCTIONS

This Questionnaire is intended to furnish the local board with information to enable it to classify you. You will receive notice from your local board of your classification.

Oaths required in the Questionnaire may be administered by any civil officer authorized to administer oaths generally, any commissioned officer of the land or naval forces assigned for duty with the Selective Service System, any member or clerk of a local board or board of appeal, any government appeal agent or associate government appeal agent, any member or associate member of an advisory board for registrants, any postmaster, acting postmaster or assistant postmaster.

Advisory boards for registrants are organized to assist registrants in completing their Questionnaires. No charge will be made for this service. Information as to the location of a member of the advisory board for registrants who will assist in completing this form may be obtained from the local board office. If there is no advisory board member available, you must nevertheless complete your Questionnaire.

Statements in this Questionnaire marked (Confidential) are for information only of the officials duly authorized under the regulations.

If the registrant is an inmate of an institution and is unable to complete the Questionnaire, the executive head of the institution shall communicate these facts immediately to the local board.

1. Make no alterations in the printed matter in this Questionnaire.
2. All spaces in this Questionnaire that apply to registrants must be filled in with the proper words.
3. If you furnish additional information or affidavits with your Questionnaire, attach the same securely to it.
4. If you are already in the active military or naval service, obtain a certificate to that effect from your commanding officer and attach same to your Questionnaire.
5. After this Questionnaire has been returned, report to your local board at once any change of address or any new fact which may affect your classification.

USE INK OR TYPEWRITER IN FILLING OUT THIS FORM

D. S. S. Form 40  
(Revised Jan. 12, 1942)

## STATEMENTS OF THE REGISTRANT

### Series I.—IDENTIFICATION

INSTRUCTIONS.—Every registrant shall fill in all statements in this series.

1. My name is (print) \_\_\_\_\_  
(First name) (Middle name) (Last name)
2. In addition to the name given above, I have also been known by the name or names of \_\_\_\_\_  
(If none, write "None")
3. My residence now is \_\_\_\_\_  
(Number and street or R. F. D. route)  
(Town—(City, town, or village) (County) (State)
4. My telephone number now is \_\_\_\_\_ (If you have no phone, write "None")  
(Town) (Exchange) (Number)
5. My Social Security number is \_\_\_\_\_  
(If none, write "None")
6. I was \_\_\_\_\_ years of age on my last birthday.

### Series II.—PHYSICAL CONDITION (Confidential)

INSTRUCTIONS.—Every registrant shall fill in all statements in this series.

1. To the best of my knowledge, I \_\_\_\_\_ physical or mental defects or diseases. If so, they are \_\_\_\_\_  
(have, have no) (List defects or diseases here)
2. I \_\_\_\_\_ an inmate of an institution. If so, its name is \_\_\_\_\_  
(am, am not) (Name of hospital, prison, or other institution)  
 and it is located at \_\_\_\_\_  
(Give address)

### Series III.—EDUCATION

INSTRUCTIONS.—Every registrant shall fill in all statements in this series.

1. I have completed \_\_\_\_\_ years of elementary school and \_\_\_\_\_ years of high school.  
(Number) (Number)
2. I have had the following schooling other than elementary and high school (if none, write "None"):

Name of Vocational School, College, or University	Course of Study	Length of Time Attended

3. I \_\_\_\_\_ read and write the English language.  
(can, cannot)

### Series IV.—PRESENT OCCUPATION OR ACTIVITY

INSTRUCTIONS.—Every registrant shall fill in No. 1 of this series; every registrant now at work shall fill in No. 2; every registrant now unemployed shall answer No. 3; and every registrant who is now a student, whether or not he also has a job, shall fill in No. 4.

1. I am now  working at the job described under No. 2 below.  
(Put an X in one box)  unemployed for the reasons and under the circumstances described in my answer to No. 3 below.  
 a student pursuing the course of study described under No. 4 below.
2. (a) The job I am now working at is (give full title, for example: Construction draftsman, turret-lathe operator, stationary engineer, farm laborer, prosecuting attorney, physics teacher, policeman, marriage-license clerk, etc.):  
 \_\_\_\_\_  
 \_\_\_\_\_  
 (b) I do the following kind of work in my present job (be specific—give a brief statement of your duties). \_\_\_\_\_  
 \_\_\_\_\_  
 (c) I have had \_\_\_\_\_ years experience in this kind of work.  
 (d) My average \_\_\_\_\_ earnings in my present job are \$\_\_\_\_\_. (Confidential.)  
(weekly, monthly, annual)

**Series IV.—PRESENT OCCUPATION OR ACTIVITY.—Continued**

- (e) In my present job, I am—
- a regular or permanent employee, working for salary, wages, commission, or other compensation; I have worked \_\_\_\_\_ years in my present job, and expect to continue indefinitely in it.
  - a temporary or occasional employee; I expect that my present job will end about \_\_\_\_\_ (Date)
  - an apprentice under a written or oral agreement with my employer, which expires \_\_\_\_\_ (Date)
  - an independent worker, working on my own account, not hired by anyone, and not hiring any help.
  - working for my father or for the head of my family, but receiving no pay.
  - an employer or proprietor hiring \_\_\_\_\_ (Number) paid workers.

(Put an X in one box)

- (f) I \_\_\_\_\_ (am, am not) now employed in national defense work.
- (g) My employer is: \_\_\_\_\_ (Name of organization or proprietor, not foreman or supervisor)

\_\_\_\_\_ (Address of place of employment—street or R. F. D. route, city, and State)

whose business is \_\_\_\_\_ (For example: Farm, airplane engine factory, retail food store, W. F. A.)

- (h) Other business or work in which I am now engaged is \_\_\_\_\_ (If none, write "None")

**INSTRUCTIONS.**—If your employer believes that you are a necessary man in a necessary occupation, it is his duty to fill out Form 42A requesting your deferment. You may also attach to this page any further statement by yourself which you think the local board should consider in determining your classification. Such statement will then become a part of the Questionnaire.

3. If you are not now working, attach to this page a statement (a) giving the reasons for your unemployment, when it began, and when you expect to be able to resume your work, and (b) supplying substantially the same information regarding your last job as is required in Items 2 (a) to 2 (f) above.

4. (a) (If a student) I am majoring in \_\_\_\_\_ preparing for \_\_\_\_\_ (Occupation or profession)
- at \_\_\_\_\_ (Name and address of school or college)

- (b) I expect to complete this training on \_\_\_\_\_ (Date) (c) I \_\_\_\_\_ (do, do not) intend to take an examination for license in \_\_\_\_\_ (Profession) Date of examination \_\_\_\_\_

**INSTRUCTIONS.**—A student who believes that he should be placed in Class II because preparing for a necessary occupation should see that the head of his school files with the local board the necessary supporting evidence.

**Series V.—AGRICULTURAL OCCUPATIONS**

**INSTRUCTIONS.**—Every registrant who works on a farm shall fill in this series, in addition to filling in Series IV and VI.

1. I work on or operate a farm as—
- sole owner of the farm.
  - joint owner with \_\_\_\_\_ (Name) \_\_\_\_\_ (Address)
  - hired manager \_\_\_\_\_ (Name) \_\_\_\_\_ (Address)
  - cash tenant or renter...
  - standing rent tenant...
  - share cropper... My agreement (if any) expires \_\_\_\_\_ (Month) \_\_\_\_\_ (Day) \_\_\_\_\_ (Year)
  - share tenant...
  - wage hand (hired man).
  - unpaid family worker.

2. I have been engaged in farm work for \_\_\_\_\_ years. 3. I \_\_\_\_\_ (do, do not) live on the farm with which I am connected.

4. I \_\_\_\_\_ (am, am not) actually and personally responsible for the operation of the farm on which I work.

5. The principal crops and livestock of the farm I operate or work on are:

Names of Crops	Acres Devoted to Each	Kinds of Livestock	Number of Each Now on Farm

6. The number of people who work on this farm is \_\_\_\_\_ of whom \_\_\_\_\_ (Number) are hired hands.

7. Other facts which I consider necessary to present fairly the farming or farm work I have described and my connection with it as a ground for classification are (if none, write "None") \_\_\_\_\_

**Series VI.—OCCUPATIONAL EXPERIENCE, QUALIFICATIONS, AND PREFERENCES**

**INSTRUCTIONS.**—Every registrant shall fill in items 1, 2, and 3 in this series. Include in item 1 any formal apprenticeship served. Items 4 and 5 are optional and are designed to aid the Reemployment Division in restoring you to civilian employment after completion of military service.

1. I have also worked at the following occupations other than my present job, during the past 5 years: (If none, write "None.")

OCCUPATION (Give full title, for example, turret-lathe operator, farmer, etc.)	KIND OF WORK DONE (Be specific—give a brief statement of your duties)	YEARS WORKED	
		From—	To—
.....	.....	19.....	19.....
.....	.....	19.....	19.....
.....	.....	19.....	19.....

2. My usual occupation, or the occupation for which I am best fitted, is .....

3. I ..... licensed in a trade or profession; if so, I am licensed as .....  
(am, am not) (For example: Marine pilot, physician, aviator, stationary engineer)

4. I have worked in the following State or States during the past 2 years .....

5. I prefer the following kind of work:.....

I ..... consider accepting a job which would require me to move away from my present home.  
(would, would not)

**Series VII.—FAMILY STATUS AND DEPENDENTS (Confidential except as to names and addresses of claimed dependents)**

**INSTRUCTIONS.**—Every registrant shall fill in the statements numbered 1 and 2 in this series.

1. I am  single.  widower.  divorced.  married; I ..... live with my wife; if not, her address

(Put an X in the correct box) is .....; we were married  
at ..... ON .....  
(Place) (Date)

2. (a) I have ..... children under 18 years of age. (b) Of these children, ..... live with me in my home.  
(Number) (Number)

**INSTRUCTIONS.**—Every registrant who lives in a family group and contributes to the support of that group shall fill in statement No. 3. "Family group" as used in this statement means two or more persons related by blood, marriage, or adoption, who live together and who pool all or a substantial part of their individual incomes for their joint support. (Such a group may not always include everyone who lives in the same house or eats at the same table. For example, when a registrant and his wife and children share a house with other relatives but do not share the income of those other relatives, the family group to be listed here would include only the registrant and his wife and children.)

The information here given is intended to describe only the economic situation of the family group as it now exists and is not intended to suggest that by altering their present domestic arrangements, present dependents of the registrant might obtain support from other persons who are not now supporting them.

3. (a) The following is a list of all members of the family group in which I live (list yourself first):

Name	Sex	Age last birthday	Relationship to me	Date I began to contribute to this person's support. (If not contributing, write "N. C.")	Amount this person earned by work during past 12 months
(Name of registrant)	Male	.....	Self	X X X X X X X X	\$.....
.....	.....	.....	.....	.....	.....
.....	.....	.....	.....	.....	.....
.....	.....	.....	.....	.....	.....

(b) I contributed \$..... during the last 12 months to the support of the above-listed family group.

(c) In addition to the earnings shown in table 3 (a), only the following other income was received by members of this family group during the past 12 months. (State the nature and source of every item of income whether in cash or other things of value. Include income from property, relief payments, and contributions from persons outside this group. Give name, address, relationship, and age of each person outside the family group making such

**SERIES VII.—FAMILY STATUS AND DEPENDENTS—Continued**

contributions):.....

**INSTRUCTIONS.**—Every registrant who contributes to the support of one or more persons who are not members of the family group listed above shall fill in statement No. 4.

4. (a) The following persons who are not members of the family group listed above depend wholly or partly for support on what I earn by my work in my business, occupation, or employment; they had no other sources of income during the past 12 months, except as stated below:

Name and address	Sex	Age last birthday	Relationship to me	Date when I began contributing to this person's support	Amount contributed by me (past 12 months)	All other income received by this person (past 12 months)
.....	.....	.....	.....	.....	\$.....	\$.....
.....	.....	.....	.....	.....	.....	.....
.....	.....	.....	.....	.....	.....	.....

(b) Of the amounts contributed by me to dependents listed in 4 (a) only \$..... contributed to .....  
(If none, write "None")  
..... was in payment for my own board and lodging.  
(Name of dependent)

(c) The sources of the "other income" shown in the last column of the table just above were as follows: (Give name of dependent and state whether income was earned or contributed; if contributed, give name of dependent and name and address of person or agency contributing.) .....

(d) The income I earned from my work in my business, occupation, or employment during the past 12 months was \$.....

(e) My income from all other sources during the past 12 months was \$.....

**INSTRUCTIONS.**—Every registrant who fills in either statement No. 3 or No. 4 shall also fill in the statements numbered 5 through 9 in this series.

5. If any of my dependents (except my wife) are over 18 years of age, the reasons why they are dependent are as follows (list each person by name): .....

6. The following is a description of all property, real and personal, owned by (or held in trust for) either myself or my dependents (do not include clothing, personal effects, household furnishings, or automobile; indicate which of such property is your home): .....

NAME OF PERSON	KIND OF PROPERTY	VALUE AFTER DEDUCTING ENCUMBRANCES	NET INCOME FROM THIS PROPERTY PAST 12 MONTHS (If none, write "None")
.....	.....	\$.....	\$.....
.....	.....	.....	.....

7. I ..... rent the house or apartment in which I live; if so, the monthly rent now is \$.....  
(do, do not)

8. I have contracted to purchase the following property (if none, write "None"):

KIND OF PROPERTY	DATE OF CONTRACT	BALANCE NOW OUTSTANDING	MONTHLY PAYMENTS
.....	.....	\$.....	\$.....
.....	.....	.....	.....

9. Other facts which I consider necessary to present fairly my own status and that of my dependents as a basis for my proper classification are (if none, write "None"):

**INSTRUCTIONS.**—With respect to any dependent (other than the registrant's own wife or child) whose support the registrant has assumed, the registrant shall furnish to the local board an affidavit of the person for whom dependency is claimed (or from the person's guardian if he is incompetent), explaining why and under what circumstances the registrant assumed such person's support. Copies of Form 40-A for this purpose may be obtained from the local board. If the dependent lives at a distance, do not delay return of the Questionnaire pending receipt of the affidavit; forward the affidavit as soon as received and it will then become a part of this Questionnaire.

Series VIII.—MINISTER, OR STUDENT PREPARING FOR THE MINISTRY

INSTRUCTIONS.—Every registrant who is a minister or a student preparing for the ministry shall fill in the statements in this series that apply to him

1. (a) I ..... a minister of religion. (am, am not)  
(b) I ..... customarily serve as a minister. (do, do not)  
(c) I have been a minister of the ..... since ..... (Name of sect or denomination) (Month, day, year)  
(d) I ..... been formally ordained. If so, my ordination was performed on ..... (have, have not) (Month, day, year)  
by ..... at ..... (Ecclesiastical official performing the ordination) (City and State)  
2. (a) I ..... a student preparing for the ministry in a theological or divinity school. (am, am not)  
(b) I am attending the ..... which was established ..... (Name of theological or divinity school) (before, after)  
September 16, 1939, and is located at ..... (Place)

Series IX.—CITIZENSHIP

INSTRUCTIONS.—Every registrant shall fill in the statements numbered 1, 2, 3, and 4 in this series.

1. I was born at ..... (Town) (State) (Country)  
2. I was born on ..... (Month) (Day) (Year)  
3. My race is:  White;  Negro;  Oriental;  Indian;  Filipino; Other (specify) .....  
4. I ..... a citizen of the United States. (am, am not)

INSTRUCTIONS.—Every registrant who is not a citizen of the United States shall fill in the statements numbered 5, 6, 7, and 8.

5. I ..... a citizen or subject of ..... My Alien Registration No. is ..... (am, was last) (Name of country) (If none, write "None")  
6. My permanent residence has been in the United States since ..... (Month) (Day) (Year)  
7. I ..... filed a declaration of intention to become a citizen of the United States (first papers). Declaration (have, have not)  
filed at ..... on ..... under No. .... (Place) (Month) (Day) (Year)  
8. I ..... filed a petition for naturalization (second papers). Petition filed at ..... (have, have not) (Place)  
on ..... (Month) (Day) (Year)

Series X.—CONSCIENTIOUS OBJECTION TO WAR

INSTRUCTIONS.—Any registrant who, by reason of religious training and belief, is conscientiously opposed to participation in war in any form shall sign the statement below requesting a Special Form for Conscientious Objector (Form 47) from the local board which must be completed and returned to the local board for consideration.

By reason of religious training and belief I am conscientiously opposed to war in any form and for this reason request that the local board furnish me a Special Form for Conscientious Objector (Form 47) which I am to complete and return to the local board.

.....  
(Signature)

Series XI.—COURT RECORD (Confidential)

INSTRUCTIONS.—Every registrant shall fill in statement No. 1.

1. I ..... been convicted of a crime, other than minor traffic violations. (have, have not)

INSTRUCTIONS.—Every registrant who has ever been convicted of a crime, other than minor traffic violations, shall fill in statement No. 2, listing all convictions.

2. The record of my convictions is as follows:

OFFENSE	DATE (Month, Day, Year)	COURT (Name and location)	SENTENCE

3. I \_\_\_\_\_ now being retained in the custody of a court of criminal jurisdiction, or other civil authority.  
(am, am not)

Series XII.—MILITARY SERVICE (Confidential)

INSTRUCTIONS.—Every registrant who now is or has been a member of the armed forces of the United States shall fill in the statements in this series. (Use a separate line for each term of service.)

My military service has been as follows:

ARM OF SERVICE (Army, Navy, National Guard, etc.)	DATE OF ENTRY INTO SERVICE (Month, Day, Year)	STILL IN SERVICE (Yes, No)	DATE OF DISCHARGE (Month, Day, Year)	TYPE OF DISCHARGE (Honorable, Dishonorable, Bad Conduct, Not Honorable, Undesirable, or Other—specify)

Series XIII.—PRESENT MEMBERS OF ARMED FORCES, CERTAIN OFFICIALS, ETC.

INSTRUCTIONS.—Every registrant who is a member of one or more of the groups named in this series shall check the appropriate item or items, and shall supply any further information called for under the item or items checked.

I am at present:

- A commissioned officer, warrant officer, pay clerk, or enlisted man of the Regular Army, the Navy, the Marine Corps, the Coast Guard, the Coast and Geodetic Survey, the Public Health Service, the federally recognized active National Guard, the Officers' Reserve Corps, the Regular Army Reserve, the Enlisted Reserve Corps, the Naval Reserve, the Marine Corps Reserve, or the Coast Guard Reserve; my rank or commission is \_\_\_\_\_ in the \_\_\_\_\_  
(Name of service)
- A cadet, United States Military Academy; midshipman, United States Naval Academy; cadet, United States Coast Guard Academy; man who has been accepted for admittance (commencing with the academic year next succeeding such acceptance) to the United States Military Academy as cadet, to the United States Naval Academy as midshipman, or to the United States Coast Guard Academy as cadet, and whose acceptance is still in effect; cadet of the advanced course, senior division, Reserve Officers' Training Corps or Naval Reserve Officers' Training Corps; I am \_\_\_\_\_  
(A cadet, midshipman,  
or accepted for admittance) in \_\_\_\_\_  
(Name of corps, academy, etc.)
- The Governor of a State or Territory, a member of a legislative body of the United States or of a State or Territory, a judge of a court of record of the United States or of a State or Territory or the District of Columbia; my office is:

REGISTRANT'S STATEMENT REGARDING CLASSIFICATION

INSTRUCTIONS.—It is optional with registrant whether or not he fills in this statement, and failure to answer shall not constitute a waiver of claim to deferred or other status. The local board is charged by law to determine the classification of the registrant on the basis of the facts before it, which should be taken fully into consideration regardless of whether or not this statement is filled in.

In view of the facts set forth in this Questionnaire it is my opinion that my classification should be Class \_\_\_\_\_

The registrant may write in the space below or attach to this page any statement which he believes should be brought to the attention of the local board in determining his classification.

REGISTRANT'S AFFIDAVIT

INSTRUCTIONS.—1. Every registrant shall make the registrant's affidavit. 2. If the registrant cannot read, the questions and his answers thereto shall be read to him by the officer who administers the oath.

STATE OF \_\_\_\_\_, COUNTY OF \_\_\_\_\_, ss:

I, \_\_\_\_\_, do solemnly swear (or affirm) that I am the registrant named and described in the foregoing statements in this Questionnaire; that I have read (or have

had read to me) the statements made by and about me, and that each and every such statement is true and complete to the best of my knowledge, information, and belief. The statements made by me in the foregoing ..... in my own handwriting. (are, are not)

Registrant sign here           
(Signature or mark of registrant)

Subscribed and sworn to before me this ..... day of ....., 19.....

(Signature of officer)

(Designation of officer)

If another person has assisted the registrant in filling out this Questionnaire, such person shall sign the following statement:  
I have assisted the registrant herein named in preparation of this Questionnaire because .....

(For example—Registrant unable to read and write English, etc.)

(Signature of Advisor)

INSTRUCTIONS.—Registrant shall write nothing below this line when filling out the Questionnaire.

MINUTE OF ACTION ON REQUEST FOR EXTENSION OF TIME FOR FILING CLAIM OR PROOF

The application of ..... to have time for filing claim or proof extended to ....., 19..... is {granted / refused} for the reason that .....

(Date)

Member.

MINUTE OF ACTION BY LOCAL BOARD No. ...., COUNTY ....., STATE .....

The local board classifies the registrant in Class ....., Subdivision ....., by the following vote: Yes ....., No .....

(Date)

Member.

APPEAL TO BOARD OF APPEAL

I hereby appeal to the board of appeal from the determination of the local board.

(Date)

(Signature of person appealing)

(Relationship to registrant, i. e., parent, employer, appeal agent, etc.)

MINUTE OF ACTION BY BOARD OF APPEAL No. ...., COUNTY ....., STATE .....

The board of appeal classifies the registrant in Class ....., Subdivision ....., by the following vote: Yes ....., No .....

(Date)

Member.

APPEAL TO PRESIDENT

I hereby appeal to the President from the determination of the board of appeal.

(Date)

(Signature of person appealing)

(Relationship to registrant, i. e., parent, employer, appeal agent, etc.)

Dates	MINUTES OF OTHER ACTIONS

Source: US Selective Service, *The Classification Process*, 233-240.

## APPENDIX B

### SELECTIVE SERVICE REGULATIONS: VOLUME THREE— CLASSIFICATION AND SELECTION, SECTION XXIII, PARA 355

355. “*Dependent*” defined. A person shall be considered a registrant’s dependent only when all of the following conditions are satisfied:

a. Such person must be either (1) the registrant’s wife, divorced wife, child, parent, grandparent, brother, or sister, or (2) a person under 18 years of age, or a person of any age who is physically handicapped, whose support the registrant has assumed in good faith.

b. Such person must either be a United States citizen or live in the United States, its Territories, or possessions.

c. Such person, *at the time the registrant is classified*, must depend in fact for support in a reasonable manner, in view of such person’s circumstances, on income earned by the registrant by his work in a business, occupation, or employment (including employment on work relief projects but excluding employment as an enrollee in the Civilian Conservation Corps and similar employment in the National Youth Administration).

d. Such person must in fact regularly receive from the registrant contributions (including payments to divorced wife) to the support of such person and such contributions must not be merely a small part of such person’s support. Even though the registrant is unable to furnish to such person money or other support for temporary periods because of the registrant’s physical or economic situation, he may be considered

to be regularly contributing to such person's support, if such person and the community look upon the registrant as the normal source of such person's support.<sup>175</sup>

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<sup>175</sup> United States Selective Service, *The Classification Process*, 247-248.

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