

Mobilization, Manpower ✓

A
MANPOWER PROGRAM
FOR
FULL MOBILIZATION ...

Developed by
The National Labor-Management
Manpower Policy Committee
U.S. Office of defense mobilization

Washington
April 1954

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Office of Defense Mobilization and U. S. Department of Labor

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THE NATIONAL LABOR-MANAGEMENT
MANPOWER POLICY COMMITTEE

April 28, 1954

Honorable Arthur S. Flemming
Director of the
Office of Defense Mobilization
Washington 25, D. C.

Dear Mr. Flemming:

The National Labor-Management Manpower Policy Committee takes pleasure in presenting to you its proposed "Manpower Program for Full Mobilization." This program, which has been twenty months in the making, was approved unanimously by the Committee on April 5, 1954. In the judgment of the Committee the policies and actions outlined therein will provide the dynamic program needed to achieve manpower objectives during a period of full mobilization. Some of the recommendations call for immediate action; others would provide for action only in event of full mobilization.

The Committee is pleased to inform you that, in the development of a large number of program recommendations, all issues were resolved with two exceptions; to wit, Conversion Unemployment and The Public Employment Service. The positions of the Labor Members and the Management Members are set forth in an addendum to this letter, but are not included in this program.

The time and effort devoted to the development of this program give a clear indication of the Committee's feeling that an effective manpower program for full mobilization, which is widely accepted by labor and management, should be adopted. It is therefore the hope of the Committee that this program will be accepted by the Government as its official manpower program.

The Committee is grateful for the opportunity to contribute to an undertaking so vital to the defense and security of the Nation.

Yours very truly,

THE NATIONAL LABOR-MANAGEMENT
MANPOWER POLICY COMMITTEE

/s/ Thomas R. Reid
Thomas R. Reid
Office of Defense Mobilization
Co-Chairman

/s/ Rocco C. Siciliano
Rocco C. Siciliano
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ADDENDUM

Conversion Unemployment

The Labor Members believe that special benefits should be paid to workers who are temporarily unemployed as a result of conversion to defense or war production.

The Management Members believe that local labor market area plans for dealing with conversion unemployment problems should be developed by those communities where it appears such problems are likely to arise.

The Public Employment Service

The Labor Members believe that under full mobilization, problems of fulfilling manpower requirements will be so interrelated that the State public employment services will have to be combined under Federal direction.

The Management Members believe that the State Public Employment Services should be continued under full mobilization. The Management Members believe that in the event of full mobilization the Director of the over-all mobilization agency should invite the Interstate Conference of Employment Security Agencies to develop on a collaborative basis a program for implementing at State and local levels manpower recruitment, placement, and utilization measures consistent with the National Manpower Program for Full Mobilization.

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Preface

The National Manpower Mobilization Policy promulgated by the President on January 17, 1951, declared it to be the policy of the Government that "recruitment, placement, distribution, training and utilization of the civilian labor force will be based primarily upon voluntary measures for manpower mobilization." The policy further provided that "governmental manpower controls will be used when and to the extent needed to assure successful execution of the mobilization program," and listed some of the types of controls contemplated.

As early as November 1951, the National Labor-Management Manpower Policy Committee took issue with the section of the Policy providing for manpower controls and expressed the view that a voluntary manpower program is not only consistent with our traditions but is the most efficient way to mobilize the American labor force. This view was held unanimously by both labor and management members of the Committee.

After extensive discussion of the matter, the NL-MMPC recommended to the Director of the Office of Defense Mobilization that the section of the Policy providing for manpower controls be stricken and the following section be adopted.

"In order to meet emergency conditions arising in the event of full mobilization, the Government shall proceed to work out with the agreement of representative labor and management groups a program which will include measures to be used when, as, and if needed, designed to assure the successful mobilization, distribution, and utilization of the Nation's manpower resources."

Recognizing its responsibilities under this proposal, the NL-MMPC on September 25, 1952, appointed a Subcommittee on Full Mobilization to develop an effective program for mobilizing the Nation's manpower in the event of emergency. Early in October 1952, the Subcommittee initiated work on a manpower program for full mobilization assisted by the staffs of the Office of Defense Mobilization and the U. S. Department of Labor.

In the course of developing this program the NL-MMPC has had the benefit of suggestions from the ODM Manpower Policy Committee and from the ODM Committee on Specialized Personnel. Many of these suggestions were accepted and incorporated into the program; others were not adopted because they were either inconsistent with the views of the NL-MMPC or dealt with operating problems instead of basic policy.

This program does not purport to be a detailed statement of the means by which manpower should be mobilized. It is designed to identify the major objectives, principles and policies which the NL-MMPC feels should be adopted by the Government and to establish an agenda for action by the appropriate manpower authorities in laying more specific plans for meeting the Nation's potential manpower needs in full mobilization.

In the development of this program, the NL-MMPC took into account the following considerations which were supplied by the Government and are consistent with those used for its over-all mobilization planning.

"1. The armed forces and the essential civilian economy constitute the two main requirements for manpower in time of war. The essential civilian economy must produce to meet the logistical needs of the armed forces and the basic necessities of the civilian population, as well as meet the manpower requirements of an adequate civil defense. It is therefore necessary that the manpower program for full mobilization be designed to meet these requirements in the most efficient manner possible.

"2. The objective of developing a manpower program is to anticipate the steps, policies and actions that would be necessary to provide fighting men to the armed forces and to provide users of civilian manpower in time of mobilization with the numbers and kinds of workers required to staff all essential activities. Hence the closest correlation between military requirements, the needs of essential civilian activities, and the manpower resources of the nation must be achieved.

"3. The following considerations underlie the program recommendations which are contained in this document:

"a. The ultimate limiting factor in a war effort is represented by the maximum labor force (including the armed forces) that can be assembled and utilized at its highest degree of effectiveness.

"b. It is recognized that an enemy has the capacity of successfully attacking the United States on a scale which would result in a widespread destruction or damage to our industrial structure and millions of human casualties.

"c. A broad program of economic controls will be instituted promptly after M-Day, as needed.

"4. As new quantitative data are available as to the size and scope of the mobilization, the program recommendations contained herein will be reviewed to insure that the program recommendations are adequate and appropriate to meet the manpower problems posed by the mobilization program so described."

INTRODUCTION

The National Labor-Management Manpower Policy Committee believes that the way to mobilize civilian manpower is through voluntary measures. This conclusion was reached after months of intensive study of the manpower problems of full mobilization and of the various types of programs that could be used to deal with them. The Committee is unanimous in opposing national service legislation and other similar controls. Effective manpower administration lies not in controls but in measures which stimulate and help labor and management to exercise their patriotism, responsibility and skills. This principle of voluntarism should not be compromised.

Compulsory manpower controls emphasize the wrong objective. They create the impression that workers discharge their responsibilities in full when they are physically present in the prescribed work-place at the prescribed time. Controls tend to become an end unto themselves rather than a means to the real end--full production. In time of crisis a modern nation needs maximum production, not perfect attendance records. The important question is: "How much can we produce?" not "How many work-places can we fill?" Compulsory measures violate the fundamental laws of human behavior because they stifle initiative and diminish the willingness of individuals to accept responsibility. Given the opportunity, the incentive, and the responsibility, men have always produced more under freedom than under compulsion. Power to compel is no substitute for intelligent leadership.

Although certain of our allies during World War II adopted compulsory manpower controls, these controls were imposed without first giving voluntary measures a reasonable trial. Overwhelming evidence indicates that the World War II voluntary manpower program adopted by the United States was far superior to the compulsory programs used in other countries.

The hazards of atomic attack on the United States are frequently mentioned as being the compelling reason why we can no longer depend upon voluntary cooperation of Americans to preserve the Nation in time of danger. It is our conviction that, under extreme circumstances, when the very existence of the nation and its people is at stake the interests and objectives of the Government and all groups in our society, including labor and management, become narrowed to the single objective of saving the nation and its institutions. The only alternative is the disintegration of the government and our social, economic and political institutions. We are convinced that only the self-imposed discipline of free men and women facing a situation of ultimate danger can give the Nation the stability and flexibility it must have to survive. We are equally convinced that no authoritarian program imposed on citizen groups traditionally accustomed to meeting critical problems through cooperative effort could succeed in meeting the manpower problems of an extreme crisis.

The experience of the nation confirms our faith that each citizen in time of crisis will make a determined effort to know and to do his duty.

The NL-MMPC wishes to make clear that this voluntary program is not a program of inaction or irresponsibility. It is recognized that the exercise of some personal rights will have to be limited. But a prime objective of manpower policy should be to maintain for each citizen a maximum range of choices in personal decisions consistent with the mobilization effort and to provide a realizable opportunity for all to exercise the right of free choice.

To be effective a manpower program must have the support and understanding of those who have to make it work--employers and workers. Those who have daily on-the-job experience with problems of production and human relations are best equipped to recommend practical solutions. Therefore, the Government's manpower program must provide for close consultation with labor and management if it is to receive the most meaningful interpretation and practical application.

Because no one can anticipate all manpower problems likely to arise, a manpower program for full mobilization must be flexible and readily adaptable to meet changed conditions. Some of the measures recommended are already in effect; others would not be implemented short of a state of full mobilization. The Committee recognizes that as problems not anticipated in the program arise, solutions for them will have to be found.

The fact that this program is focused primarily on national policies and programs does not imply lack of understanding of the local nature of most manpower problems. It is clearly recognized that the great majority of manpower problems occur in individual establishments and communities and must be solved through the energy, judgment and initiative of community leaders.

No claim is made that this is a simple program or that it would be simple to administer. No manpower program is. It does avoid the false simplicity of manpower controls which mistake orderliness for efficiency and confuse administrative convenience with good administration. The voluntary approach involves difficulties and complexities but it has the overwhelming advantage of being supported by the deep convictions of free men and women. Therein lies the key to true efficiency.

This program has three principal objectives: (1) to create an informed understanding of the elements of a voluntary manpower mobilization program, (2) to develop national policies and programs which will facilitate solution of manpower problems at establishment, community, state and regional levels, (3) to promote the joint participation of labor, management and government in carrying out such a program.

STATEMENT OF PRINCIPLES

1. Manpower will be the ultimate limiting resource in the Nation's capacity for full mobilization. It is therefore essential that this fact be given great weight in the establishment of economic, production, procurement, civil defense, and military policies as well as manpower policies themselves.
2. The way to mobilize American civilian manpower is through voluntary measures. A time of crisis is no exception. American workers and employers are far more effective and productive under able leadership and incentives than under threats and compulsions. No national civilian service legislation should be enacted.
3. Manpower--people--have individual dignity and basic rights which must be respected. These rights carry with them a corollary responsibility for each individual to further the Nation's mobilization effort in spite of any personal sacrifice necessary to insure our survival as a nation.
4. All manpower resources should be utilized with maximum possible efficiency. Each individual should be employed at his highest skill insofar as that skill can contribute to the mobilization program.
5. Manpower activities of the government should be designed to encourage and facilitate performance, to the maximum degree practicable, of manpower functions by the parties themselves.
6. All manpower policies and programs should be developed and carried out in consultation with management and labor at all levels from the national to the local community. The value of government consultation with representatives of other segments of the economy is recognized.
7. To the maximum extent possible manpower problems should be identified and solved at the local labor market level, with necessary leadership and coordination from the national level.

RECOMMENDED POLICIES AND ACTIONS

Measures Applicable to the Civilian
Labor Force for Maximizing Production

1. Economic, fiscal and monetary policies should contribute to effective manpower mobilization.

A. The manpower authorities should maintain continuing liaison with economic policy agencies and participate in the development of pertinent economic, fiscal and monetary policies for full mobilization.

2. Government procurement and defense facilities should be distributed in such manner that the greatest number of workers possible can be employed in their own communities.

A. Policies relating to the location, expansion and reactivation of industrial, military and other facilities should be developed to make the best possible use of manpower resources^{1/} and to achieve optimum dispersal of facilities.

B. Policies relating to the distribution of defense contracts should provide for meeting labor requirements with a minimum of labor migration. Where necessary, special provisions should be made for surplus labor areas.

C. Plans should be developed for pooling facilities and for concentrating production where necessary to permit maximum expansion and use of labor supply.

3. Production and procurement policies should be developed and used to the greatest practicable extent in encouraging proper distribution, conservation and utilization of manpower resources.

A. Policies should be drafted for the coordination of materials allocations for civilian and defense purposes to reduce conversion unemployment and inefficient utilization of manpower.

B. Policies should be drafted for the prompt modification or freezing of models of consumer durable goods and certain classes of military items where this would promote more efficient utilization of manpower.

1/ Manpower resources means the total number of individuals who could be brought into the civilian labor force or the armed forces.

C. Policies should be drafted on standardization of products where this will promote efficient utilization of manpower.

D. The possibility should be explored of developing provisions for incorporation into defense contracts which will contribute to minimum staffing and efficient utilization of manpower.

E. A systematic procedure for determining production urgencies should be developed as a basis for manpower recruitment, transfer, training and utilization.

4. Expansion, distribution and effective utilization of the civilian labor force^{1/} should be achieved by providing appropriate information, assistance and incentives to workers and employers.

A. Special studies should be made to determine what economic, fiscal and monetary policies are most advantageous in expanding and promoting the productivity of the labor force.

B. Determination should be made, in consultation with labor and management, of what special incentives, if any, will be necessary to assist essential activities in employing and retaining workers necessary for maintaining adequate levels of operation.

C. Appropriate manpower authorities at all levels in cooperation with Labor-Management Manpower Committees should work out measures which would encourage the increased employment and improved utilization of women, part-time workers, handicapped, older workers and minority groups.

D. An evaluation should be made of the adequacy of housing and community facilities including day care centers in each potential critical shortage area. Where prospective inadequacies are identified, plans should be developed for dealing with them.

E. Local communities should explore the possibility of expanding their commuting areas, develop plans for so doing, including extension of public transportation, pooling of private transportation, etc.

F. Plans should be developed for identifying and recovering workers with key skills^{2/} who have entered less-essential occupations or who have retired.

^{1/} Civilian labor force means the total of all civilians currently employed or seeking employment.

^{2/} The word "skill" is used in this program in its broadest sense and includes those pursuits commonly accorded the status of a profession as well as those commonly referred to as the "manual skills."

G. Consideration should be given to modification of public and private pension plans to encourage re-entry into the labor force of retired workers.

H. Determination should be made in consultation with area labor-management committees of the most effective patterns of working hours consistent with the mobilization effort and the necessary policies should be developed for application when needed with due regard to the varying requirements of occupations, plants, industries and local communities.

I. Measures should be worked out with colleges and secondary schools for prompt acceleration of educational programs to enable students to complete their training and enter the labor force in a shorter period of time. However, adequate standards for the protection of the health and welfare of students and young workers should be maintained in a manner consistent with the over-all mobilization effort.

5. The labor force^{1/} should be expanded and made more effective through measures designed to conserve and improve the physical and mental capacities of individuals in need of such assistance.

A. Determination should be made of the numbers of potential workers whose participation in the labor force is limited or prohibited by remediable physical or mental handicaps. Measures should continue to be developed to equip such workers for effective performance in civilian jobs or military service.

B. An evaluation should be made of the reasons for rejection of registrants for military service with particular reference to health and literacy factors. To the extent indicated by such a study, health and education programs should continue to be developed to expand the potential military manpower pool.

C. A study should be made of the potential manpower resources to be found among older workers not normally in the labor market. Based upon an evaluation of the occupations for which such workers may be suited, training programs should continue to be developed for preparing them for effective job performance.

D. Programs of safety should continue to be stressed as a measure for conserving manpower needed for national security.

^{1/} "Labor force" means the total of all civilians currently employed or seeking employment, plus all individuals serving in the armed forces.

6. To the extent necessary and desirable, our manpower resources should be expanded by utilization of workers of friendly nations.

A. Determination should be made of the activities and skills in which foreign nationals may be needed and exploration should be made now of potential sources of supply. Consideration should be given to the possible need for amending the present immigration laws to encourage immigration of workers having needed skills. Any arrangements to utilize workers from other countries should provide appropriate safeguards to protect the job standards of both the foreign and domestic workers.

B. Alternative plans should be developed for use in case present sources of foreign workers should become unavailable.

C. Determination should be made of the extent and under what conditions and criteria defense goods should be produced in foreign countries for the purpose of conserving American manpower.

7. Emphasis should be placed upon science and technology as important means of making our manpower resources more productive.

A. The manpower authorities should obtain information on technological changes which have important implications for defense production and determine the manpower problems which may be involved. To the extent necessary, the manpower authorities should work out with area labor-management committees arrangements for apprentice and other on-the-job training in existing installations of technical and skilled personnel which will be needed as additional installations are made.

B. Research and development should have high priority during full mobilization but research and development agencies should develop a system of "urgency ratings" for all research and development activities as a basis for manpower recruitment, transfer, training and mobilization.

C. Measures should be developed for assisting employers and institutions of higher learning in placing young scientists and engineers of exceptional creative abilities on high urgency research and development projects. Special measures should be worked out to screen their call-up for military service either as draftees or as members of the reserves.

D. Plans and techniques should be developed for locating highly trained individuals with special combinations of skill and experience for work on civilian or military projects of high urgency to the national security.

E. A register of scientific and technical personnel should continue to be maintained for the purposes of developing techniques for operation under mobilization conditions and for providing a central clearing house for information on such personnel.

F. Special emphasis should be placed on accelerating agricultural technology and mechanization which will alleviate manpower shortages. Production policies providing for the continued production of adequate levels of essential agricultural equipment and supplies should be developed.

8. Training should be used to the greatest extent possible to improve and make more flexible the skills of the labor force.

A. To the extent practicable, the work force in present or potential defense plants and in essential defense supporting activities should be given additional training to permit rapid upgrading in the event of full mobilization. Particular attention should be given to occupations likely to become bottlenecks in the event of greatly expanded employment.

B. Intensive programs should be developed as rapidly as possible in collaboration with labor, management, and educational institutions to facilitate needed expansion of training in all occupations on the Amended List of Critical Occupations. Work on developing training goals for critical occupations should be accelerated.

C. Informational programs should be developed to bring to the attention of students and qualified employees the career opportunities in scientific and technical fields for the purpose of attracting additional students into these fields.

D. Careful review should be made of World War II refresher, pre-employment, supplementary and on-the-job training programs. Based on this review and an analysis of the current situation, a comprehensive plan for such training should be developed and presented to the NL-MMPC for its consideration.

9. During conversion to defense production, emphasis should be placed on maintaining the skills and morale of management and labor.

A. A brochure and check list should be prepared on the manpower aspects of transition to full mobilization for reference and use in individual employing establishments that are likely to be engaged in defense production or in the production of essential civilian commodities or services. This brochure and check list should then be widely distributed to management, labor and government and encouragement provided to engage in advance planning to identify and prepare for potential problems.

B. Manpower authorities should develop plans and procedures for the efficient temporary or long-term transfer of workers within or from areas where conversion unemployment is likely to be a significant problem.

10. Agricultural manpower requirements--management and labor-- for full mobilization should be met insofar as possible through activities to facilitate maintenance of an adequate force of skilled and experienced managerial manpower and year-round and seasonal labor. This should be accomplished through stepped-up training and improved utilization of the work force.

A. Revisions of DMP 6 & 10 deemed necessary to provide an effective agricultural manpower program under full mobilization should be developed and kept current as a readiness measure.

B. The agricultural manpower programs specified in DMP 6 and 10 should be vigorously carried out with periodic review and modification as necessary to meet current needs and to provide an adequate manpower base for agriculture.

11. Policies relating to production, procurement, economic stabilization, housing and manpower utilization recommended in other sections of this program will contribute significantly to providing effective incentives for stabilization of employment in essential activities. However, specific employment stabilization^{1/} plans should be developed for implementation through the voluntary cooperation of labor, management and government in each labor market area where employment instability threatens to become a serious problem.

A. The National manpower authorities, in consultation with the National Labor-Management Manpower Policy Committee, should develop basic principles relating to employment stabilization plans for the guidance of manpower authorities in all labor market areas. Such principles should stress:

1. Maximum effort to achieve employment stabilization at the individual plant level.
2. Solution of employment stabilization problems at the community level.
3. Preferential referral of workers to high priority activities.
4. Limiting hiring in less-essential activities to workers not qualified for or not needed in essential activities.

^{1/} The term "employment stabilization" refers to measures designed to reduce undesirable labor turn-over in essential activities and to facilitate transfer of manpower from less essential to essential activities as needed to meet defense manpower requirements.

5. Limiting hiring of workers in defense plants to those needed to meet current or immediately prospective defense requirements.
6. Bringing labor, management or public opinion to bear upon those who fail or refuse to comply with the stabilization plan.
7. Providing opportunity for hearing by any employer or worker who feels the provisions of the plan have worked an undue hardship upon him, and for corrective action in cases where such hardship has been inflicted.
8. Initiating and adapting employment stabilization plans by the Area Labor-Management Committees to meet area manpower problems.

B. Continuing liaison should be maintained between and among labor, management and government at local, intermediate and national levels in order to develop affective use of manpower on a voluntary basis. Effective coordination between manpower, economic stabilization, production and procurement activities of the defense mobilization agency should be established in order to provide effective incentives for the most productive distribution and employment of civilian and military manpower.

C. Plans should be worked out on a voluntary basis between parties to collective bargaining agreements to protect the seniority and related benefits of workers transferring to defense work or from non-essential to essential defense supporting employment. The possible need of Governmental participation in re-employment programs for workers who transfer to defense work should be explored in consultation with labor and management.

D. After the National principles have been established, each existing Area Labor-Management Manpower Committee should acquaint itself with the local situation and develop plans for meeting problems of manpower utilization and distribution that appear likely to arise in the event of full mobilization. These plans should conform to the principles of National manpower policy and should include a comprehensive program of voluntary measures which will provide adequate solutions to potential problems. In recognition of the fact that such measures will necessarily impose some restrictions upon the activities of many individuals and groups, these programs should be developed with the maximum possible participation of the Area Labor-Management Committees in order to insure their successful operation on a voluntary basis. It is especially important that, both in the development and implementation of any measures, Area Labor-Management Committees provide any groups or individuals who may be affected thereby full opportunity to be heard and that all such views be given careful consideration.

12. Constant review should be maintained of all defense and defense supporting activities to assure that they have an adequate manpower base for full mobilization.

A. The Office of Defense Mobilization should assign specific responsibility to appropriate agencies for evaluating and maintaining the manpower mobilization base in key defense activities.

B. Techniques and measures should be developed for maintaining the necessary manpower base in key activities which threaten to fall below the minimum required level of production.

C. Key defense and defense supporting activities which are likely to present special staffing difficulties should be identified and measures developed to reduce such problems.

13. The information and techniques essential to quick and effective manpower mobilization should be developed as rapidly as possible and kept current as a readiness measure.

A. Immediate determination should be made of the activities that might be essential in the event of full mobilization and an amended List of Essential Activities should be prepared for better understanding and status. Such determination should be made in consultation with representatives of all broad types of defense and essential defense-supporting activities.

B. Immediate determination should be made of occupations in which there might be critical manpower shortages in the event of full mobilization and an amended List of Critical Occupations developed to achieve better understanding and use of List. Such determination should be made in consultation with representatives of all broad types of defense and essential defense-supporting activities.

C. Determination should be made of the labor market areas likely to become critical manpower shortage areas in the event of full mobilization.

D. Techniques should be developed for determining potential manpower resources and requirements in prospective critical shortage areas. An evaluation of full mobilization labor-supply demand relationships should then be made for each major labor market area in consultation with labor and management and with production, procurement, and civil defense officials of the areas concerned.

E. Policies and arrangements should be worked out for the local employment office to obtain the necessary information on the labor requirements of all essential employers. This will make it possible to assess the total labor requirements of the area and to take the necessary measures to expand the

supply. It does not imply that the employment office would be the sole hiring channel.

F. Techniques should be developed for the recording and analysis of absenteeism and turnover and wide distribution made of these techniques to labor and management. Encouragement and assistance should be provided to use these techniques in order to promote more widespread and uniform information and more effective action in dealing with these problems.

Balancing Civilian and Military Manpower Requirements

One of the most critical problems which the contingency of full mobilization poses is that of balancing civilian and military manpower requirements, especially with respect to skilled manpower. Since demands for such manpower by industry and the military during a period of full mobilization will exceed anything heretofore experienced, it is the purpose of the following recommendations to insure equitable division of the available supply thereof between industry and the military. At the same time, it is recognized that the application of these recommendations cannot be permitted unduly to hamper swift action once full mobilization occurs.

Although these and other recommendations contained in this program are designed to conserve and expand the available supply of skilled manpower, it is recognized that they will not solve all problems which may arise. At best industry and the military will be extremely short of certain critically needed skills. This places responsibility upon the Department of Defense to review and improve its manpower utilization policies in the interest of conserving critical skills. Likewise, industry must make plans now to meet the demands for skilled and other manpower which a period of full mobilization would entail.

14. Determination should be made of the size and composition of the armed forces only after careful examination of both civilian and military manpower requirements and of the resources available to meet these requirements.

A. The manpower authorities should proceed as rapidly as possible to translate production models set up by the Office of Defense Mobilization and based on strategic military plans into civilian manpower requirements by numbers, skills, time and location.

B. Female personnel should be used in the armed forces to the maximum extent practicable. Policies should be developed which will enable the armed forces to recruit sufficient female personnel to meet known requirements.

C. Careful studies should be made to determine the minimum physical and mental requirements that can be established for military manpower.

15. Persons having critical skills should be distributed among military and civilian activities in a manner which will contribute most to the development of our maximum national strength and security.

A. Techniques and conversion tables should be developed now for correlating military jobs with critical civilian occupations.

B. The Department of Defense should project its requirements for manpower having critical civilian skills. These requirements should then be built into all Tables of Organization and projected as far into the future as possible.

C. As soon after M-Day as the Selective Service System is able to meet requirements, all male military personnel, including enlistments, obtained from civilian life (except reservists) should be obtained through the Selective Service System.

D. Provision should be made for the placing and filling of military calls involving critical skills on an occupational basis. Necessary technical procedures for carrying out this provision of the law should be developed.

E. The military departments should secure and maintain current information on the occupational skills and physical characteristics of all reservists, both enlisted and commissioned. Summaries of these data should be prepared periodically as a basis for evaluating manpower requirements and resources.

F. All reservists should be screened and those having critical civilian skills should be:

1. classified as having over-riding critical military skills;
2. classified for call to active duty only after detailed consideration on an individual basis of the relative need for their services in military and civilian activities; or
3. placed in the Retired Reserve or discharged from the reserve forces.

G. Provisions should be made for appropriate manpower authorities to participate in the formulation and execution of policies relating to the Reserves.

H. The military departments should develop a system of national and local consultation to obtain expert advice on the application of reserve policies to individual reservists having critical civilian skills.

I. The over-all mobilization agency, in consultation with appropriate agencies, should develop policies and procedures for releasing to inactive duty men from the military no longer needed at their critical skills for employment in essential activities.

J. Selective service regulations should be continued and modified when necessary to provide for deferment of registrants engaged in activity necessary to the national health, safety or interest.

K. Deferment of students and apprentices in critical occupations should be continued in the event of full mobilization to meet needed expansion of the labor force in critical occupations.

16. Programs should be developed to assure improved classification, assignment and utilization of military manpower having critical civilian skills.

A. All inductees should be fully classified and tested prior to assignment to any one of the military services. A system of joint reception centers operated under the direction of the Department of Defense should be explored.

B. The classification and assignment function throughout the military service should be strengthened.

C. Policies and procedures should be worked out by the Department of Defense to create greater flexibility in the transfer of men having specialized and critical skills between units, between branches and between services.

D. The Department of Defense and the military services should develop a system for the inspection and evaluation of military manpower utilization throughout the armed forces.

Manpower Measures for Post-Attack Rehabilitation

A manpower program for post-attack rehabilitation cannot rationally be developed outside a total program for such rehabilitation. Most of the fundamental decisions upon which manpower programs depend are decisions with respect to restoration of particular plants, construction of new facilities, transfer of operations to other areas, and so on. Likewise, manpower programs must be geared in with such activities as housing and community services and facilities.

All the measures recommended in this entire program will be applicable to attacked communities. Although relatively few special manpower measures are therefore necessary to deal with problems of post-attack rehabilitation, these measures are highly important. Moreover, they must be closely integrated with other aspects of the post-attack program. Therefore the following recommendations relate to the importance of developing an over-all program for restoration of attacked communities to essential minimum levels of operation and include certain general manpower policies and actions which should be included in an over-all program. It is to be understood that such special measures as recommended herein are to be developed and implemented in consultation with the appropriate labor-management committees.

The distinction that has developed between an "emergency period" and a "post-attack period" should be erased. All activities from the time an attack occurs until the community has been adequately rehabilitated should be considered a single integrated operation. For this reason, there must be close coordination between the civil defense task of immediately essential emergency repair or restoration of damaged vital facilities and that of longer term rehabilitation.

17. Under the direction of the over-all mobilization agency, manpower production, procurement and civil defense activities should develop jointly arrangements for determining rehabilitation priorities (at national, regional, state and local levels). In order to coordinate emergency repair of basic community facilities, utilities, housing, sanitation, etc., with rehabilitation of these facilities and with rehabilitation of industry, civil defense and rehabilitation agencies should be a part of production urgency or other committees which will have responsibility for determining which plants and facilities shall be rehabilitated and in what order.

A. Preliminary determinations should be made, in advance of full mobilization and attack, of the relative essentiality of defense plants and essential civilian facilities in critical target areas.

18. All manpower programs for post-attack activities should be under civilian direction and within the framework of civil law.

19. The manpower authorities should serve civil defense and agencies having responsibility for rehabilitation in the same manner as they serve employers in other defense activity. Civil defense and rehabilitation agencies should be considered as claimants for manpower just as employers in other defense activity.

20. The area manpower director, in consultation with the area labor-management committee and appropriate manpower authorities, should determine from which primary and alternate support areas manpower will be drawn in case the rehabilitation of an attacked area requires outside assistance. Only in the event these support areas are unable to supply the needed manpower should recruitment on a national basis be undertaken. However, plans should be made for prompt recruiting on a national basis through the Federal-State Employment Service for manpower having the special skills which would be in critically short supply in attacked areas. Planning for such support should be coordinated with civil defense mutual aid and mobile support plans.

21. Employment and living conditions for required "imported" workers should be planned for taking into account the conditions of local residents and workers and the circumstances prevailing in the attacked areas.

22. Insofar as feasible, advance plans should be worked out to meet the most urgent manpower requirements for post-attack rehabilitation.

A. The appropriate manpower authorities should, in consultation with the civil defense agency construction contractors, building trades unions, professional organizations, and other appropriate labor and management groups, determine the feasibility of pre-attack recruitment of rehabilitation workers. If this appears feasible, plans should be worked out for a "mobile reserve" of key workers for industrial rehabilitation.

B. The manpower authorities should, in consultation with management and labor, investigate the feasibility of sharing key manpower resources in order to maintain maximum production levels after attack.

23. Recruitment for employment in an attacked area should be conducted only upon proper authorization by the appropriate mobilization agencies for the rehabilitation or continuation of activities in that area.

Organization for Full Mobilization

24. There should be an over-all mobilization organization with authority and responsibility to direct, control and coordinate the functions of the Federal Government with respect to production, procurement, manpower, stabilization and transportation.

25. There should be an over-all manpower authority within the mobilization organization on the same level as production, procurement, and stabilization.

26. Operations concerned with scientific and technical personnel should be handled by the over-all manpower authority under policies to be established by the over-all mobilization agency.

27. Production, procurement, stabilization and other emergency agencies should not duplicate the organization and functions of the manpower authority.

28. A National Labor-Management Manpower Policy Committee should be established to advise the over-all mobilization agency with authority and responsibility to participate in all policy development and recommendation including the right to initiate the consideration of manpower policies.

29. A national inter-agency committee should be established to advise the over-all mobilization agency on manpower policy.

30. The Government's voluntary manpower program will require organization at other than the National level.

A. Labor-Management Manpower Committees should be established wherever appropriate.

B. Field inter-agency committees should be established wherever appropriate.