

● PSF: War Manpower Commission - McNatt

Summary.

Distribution of the Population.

1. At mid-1942, out of nearly 33½ million persons of working age (14-64) over 22½ million (15½ million men and 7 million women) were engaged in some form of employment or service (para. 5).

2. Since the beginning of the war over 2½ million persons—650,000 men and 1,900,000 women—previously “unoccupied” or in private domestic service are now engaged in some form of employment or service (para. 5).

3. During the last year (ended the 30th June, 1942) 952,000 persons—52,000 men and 900,000 women—have been mobilised from the “unoccupied” or private domestic servants (para. 5).

4. At mid-1942, 7,434,000 men (aged 14-64) and 2,166,000 women (aged 14-59) were in the Forces, Civil Defence and munitions; 4,144,000 men and 1,529,000 women in other essential industries; and 3,635,000 men and 3,357,000 women in the less essential industries (para. 9 and Tables 1 to 3, Appendix I).

Comparison between 1942 and 1918.

5. Mobilisation of man-power had gone further towards the end of the third year of this war than it had by the end of the fourth year of the last war, 30·1 per cent. of the population at mid-1942 being in the Forces, Civil Defence and munitions compared with 27·8 per cent. in 1918, 17·7 per cent. in other essential industries compared with 15·3 per cent. and 52·2 per cent. in the less essential industries and the “unoccupied” compared with 56·9 per cent. in 1918 (para. 10).

Industry.

6. There has been a decrease of the total labour force in industry between mid-1939 and mid-1942 of 1,473,000, a decrease of 3,000,000 men being partly offset by an increase of 1,527,000 women (paras. 22 and 23).

7. There has been an increase in munitions between mid-1939 and mid-1942 of 556,000 (20·1 per cent.) men and 1,248,000 (234·6 per cent.) women, making a total increase of 1,804,000 (54·7 per cent.) (para. 22 and Tables 1 to 3, Appendix I).

8. For the year ended the 30th June, 1942, munitions increased by 155,000 (4·9 per cent.) men and 664,000 (59·5 per cent.) women, making a total of 819,000 (19·1 per cent.) (para. 26).

9. Other essential industries decreased during the 2 years mid-1939 and mid-1941 by 362,000 (6·1 per cent.), an increase of 402,000 (4·5 per cent.) women being offset by a decrease of 764,000 (15·2 per cent.) men; but between mid-1941 and mid-1942 they increased by 135,000 (2·4 per cent.), there being an increase of 239,000 (18·5 per cent.) women and a decrease of 104,000 (2·4 per cent.) men (paras. 36, 37 and 38).

10. In munitions and other essential industries together, there has been an increase of nearly 1,900,000 women (paras. 22, 23 and 25).

11. Agriculture increased during the year mid-1941 to mid-1942 by 10,000 men and 36,000 women (para. 40).

12. Civil establishments of Government Departments increased during the year by 100,000, an increase of 109,000 women being offset by a decrease of 9,000 men. For the three years mid-1939 to mid-1942 Government Departments have expanded by 61,000 men and 300,000 women (para. 40).

13. Less essential industries decreased between mid-1939 and mid-1942 by 3,050,000, made up of 2,688,000 men and 362,000 women; this represents a loss of over 30 per cent. of their total labour force—over 42 per cent. of their men, and nearly 10 per cent. of their women (para. 47).

14. Less essential industries decreased between mid-1941 and mid-1942 by 789,000 (10·1 per cent.), made up of 558,000 (13·3 per cent.) men and 231,000 (6·4 per cent.) women. The decrease in numbers of women reflects the accelerated transference to the Women's Services and munitions (para. 48).

Fit Men of Military Age.

15. At mid-1942 there were approximately 2,910,500 fit men of military age (18½-42½ at the 31st December, 1942) in civilian employment. This total included 504,210 men who were either available for enlistment or had been released from the Forces for industry (para. 96).

16. The remaining 2,406,290 were reserved or deferred and represent the field for consideration in connection with the supply of additional men for the Forces. The total of 2,406,290 included 876,320 who were below 31 years of age and 1,529,970 who were 31 years of age and over (para. 96).

17. Of the 876,320 young (*i.e.*, 18½-30) fit men, 78,830 were in the "less essential" industries, 335,630 in the "essential" industries other than munitions, 441,860 in munitions, and 20,000 in Civil Defence (para. 97).

18. Of the 1,529,970 fit men of military age (*i.e.*, up to 42½ at 31st December, 1942) 31 years of age and over, 334,240 were in the "less essential" industries, 582,260 in the "essential" industries other than munitions, 504,470 in munitions, and 109,000 in Civil Defence (para. 99).

Women.

19. At mid-1942 there were 15,710,000 women aged 14-59 in the Civil Population; of these 8,397,000, or 53·4 per cent., were in the age classes 18-40. Of the 8,397,000 aged 18-40, about 2,992,000, or 35·6 per cent., were single, and 1,685,000, or 20·1 per cent. were married without children under 14 living with them (paras. 101 and 103).

20. At mid-1942 there were 6,666,000 women aged 14-59 in industry; of these 4,346,000 were in the age classes 18-40 (para. 104).

21. About 74 per cent. of the single women aged 18-40 and 74 per cent. of the married women and widows (ages 18-40) were in munitions, "other essential" industries and the "less essential" manufactures. The number of single women aged 18-40 in industry outside these groups was 695,000, of whom about 500,000 were aged 18-30. There was a balance of about 375,000 single women aged 18-40 in the "unoccupied" classes and in private domestic service. Of the 725,000 single women aged 18-40 in the "other essential" industries, 430,000 were in National and Local Government Service (para. 105).

Estimated Requirements for Man-Power.

22. For the period mid-1942 to mid-1943 it is estimated that the Armed Forces require something between a minimum of 524,000 and a maximum of 883,000, excluding Army tradesmen, made up as follows:—

	<i>Minimum.</i>	<i>Maximum.</i>
Royal Navy	110,000	162,000
Army	288,000	450,000
Royal Air Force	126,000	271,000
Total	524,000	883,000 (paras. 106, 107 and 108).

23. For the period mid-1942 to mid-1943 it is estimated that the Women's Auxiliary Services require between a minimum of 197,000 and a maximum of 215,000 (paras. 109 and 110).

24. For the period mid-1942 to mid-1943 the estimated requirements on Government work for munitions amount to about 191,000 men and 372,500 women. In addition, about 9,000 men and 109,500 women are required for Civil Defence and other industries and services, making a total estimated requirement of about 200,000 men and 482,000 women (paras. 116 to 119).

25. For the period mid-1942 to mid-1943 the total estimated requirements of the Armed Forces, Civil Defence and Industry are between 764,000 and 1,123,000 men (including 40,000 Army Service tradesmen) and between 679,000 and 697,000 women, making a grand total of between 1,443,000 and 1,820,000 (para. 121).

Estimated Supply under Existing Arrangements.

26. Under existing arrangements the estimated resources to meet the demands of the Forces for the period mid-1942 to mid-1943 amount to about 415,000 men (excluding 47,500 R.A.F. deferred service men and excluding Army Service tradesmen) (para. 122).

27. The deficiency in the supply of men for the Forces for the year amounts to a minimum of about 109,000 and a maximum of 468,000. If the R.A.F. deferred service men are used to meet the R.A.F. deficiency, the total minimum deficiency would be about 103,000 and the maximum 420,500 (para. 131).

28. The estimated resources to meet the requirements of munitions and other industries for the year amount to about a net 200,000 men (para. 129).

29. Provided the deficiency in the supply of men for the Forces is not to be made up, existing resources should be sufficient to meet the estimated requirements of men for munitions and other industries for the year (para. 134).

30. The sources of supply of women for the Women's Services and for munitions and other industries and services would produce for the period mid-1942 to mid-1943 about 505,000—140,000 for the Women's Services and 365,000 for munitions, &c. (including 30,000 for replacement of men recruited from munitions for the Forces) (paras. 152 and 153).

31. The deficiency in the supply of women under existing arrangements amounts to between 204,000 and 222,000—a deficiency of between 57,000 and 75,000 for the Women's Services and of 147,000 for munitions and other industries and services (paras. 155 and 156).

Additional Supply to meet Deficiencies.

32. The field from which men can be obtained for the Forces can be extended by lowering the call-up age from 18½ to 18 and/or increasing the age beyond 41 (42½ at the 31st December, 1942) (para. 158).

33. Under existing procedure the lowering of the call-up age from 18½ to 18 would bring within the period up to June 1943 an additional 35,000. If the National Service Acts were amended to enable boys to be registered and medically examined *before* reaching the age of 18, this figure could be increased to 70,000 (para. 159).

34. If the call-up age were increased to 46 (47½ at the 31st December, 1942), an additional 50,000 men would become available for calling-up for the Forces (para. 160).

35. The *minimum* deficiency in the Forces could be met by calling-up practically all the fit men of military age in the building and civil engineering industries (para. 163).

36. Only a fraction of the *maximum* deficiency in the Forces can be met from men taken from the "less essential" and the "essential" industries other than munitions, so that the full demands for the Forces cannot be met without withdrawing men from the munitions industries (para. 164).

37. It looks as if the "less essential" and "essential" industries other than munitions cannot contribute more than about 150,000 men, leaving to be met a balance on the maximum deficiency of something like 270,000 (para. 173).

38. If the maximum deficiency in the Forces is to be met it would mean withdrawing nearly one-third of all the fit men of military age in the munitions industries (paras. 174 and 175).

39. So far from being able to lose workers the munitions industries require an estimated *net* increase of about 191,000 men and 372,500 women if the approved programmes are to be carried out. The replacement by women of 270,000 men withdrawn for the Forces for general service and, in addition, 40,000 Army Service tradesmen, coupled with a net addition of 372,500 women, would mean a total increase in the number of women employed in munitions of nearly 700,000. It has taken two years to achieve an increase of this magnitude, a period in which it was possible to obtain large numbers of mobile women from the "less essential" industries and the "unoccupied." It is clearly impossible in existing circumstances to achieve in *one* year anything like such an increase, so that, if the maximum deficiency of men in the Forces is to be met, the approved munitions programmes cannot be fulfilled (paras. 176 and 177).

40. The field from which women can be obtained for the Women's Auxiliary Services is limited not only by the range of age-classes called up but also by the restriction of the National Service Acts to single women, the option of going into industry as an alternative to the Services and by the fact that very large numbers of single women have already been directed to vital war work on which they must be retained (para. 178).

41. This narrow field can be widened by lowering the call-up age from 20 to 19, by extending the call-up from 23 to 30, by abolishing the option of going into industry and by amending the National Service Acts to apply to married women without children (para. 179).

42. The lowering of the call-up age from 20 to 19 would probably produce 20,000 women between January and June 1943. The extension of call-up to age 30—a measure already announced—would probably yield about 15,000. These two measures would go a long way towards making good the *minimum* deficiency of 57,000 in the Women's Services (paras. 180, 181 and 184).

43. The abolition of the option of going into industry would have a serious effect on the supply of mobile women for industry—already acutely short (para. 182).

44. The application of the National Service Acts to married women without children is one of the matters referred to in the Markham Report on the Women's Services. It is difficult to estimate the number that would be produced by this measure, but there is little doubt that it would be substantial in relation to the requirements of the Services (para. 183).

45. The existing sources of supply are expected to produce sufficient to meet the estimated requirements of the munitions and other industries for men, but there is likely to be a deficiency of about 147,000 women. This is apart from the very large numbers of women that will be required to replace men called up for the Forces (para. 185).

46. The deficiency can only be met by withdrawals from the "less essential" industries, which will involve either the further curtailment of those industries or the replacement by immobile women from the "unoccupied" classes of mobile women withdrawn (para. 186).

General Summary of Requirements and Supply.

47. After adding in the requirement of about 40,000 Army Service tradesmen, the maximum demands for the Forces, together with the estimated requirements for munitions and other vital industries and services, amount to a total of 1,820,000 (1,123,000 men and 697,000 women) (para. 188).

48. There is no appreciable reserve of "unoccupied" men upon which to draw and in the long run, therefore, if the present standards and amenities of the civil population are to be fully maintained, the demands can only be met by recruitment from the "unoccupied" women. Allowing for the fact that 200,000 men to be obtained from the building and civil engineering industries would not need to be replaced, and for wastage from the Forces, and the supply of men from abroad, *e.g.* Italian prisoners, something like 1,500,000 women would have to be recruited from the "unoccupied." This is nearly 80 per cent. of the number recruited from this source in the 3 years since the outbreak of war and is obviously an impossible task (para. 189).

49. The "less essential" industries, therefore, would have to be cut down very drastically, with the consequent lowering of the standards and amenities of the civil population, but it is unlikely that it would be practicable to take sufficiently drastic steps to produce anything like the numbers required for the Forces and for the munitions and other vital industries and services (para. 190).

50. The general conclusion is that, while it would just about be possible to meet the requirements of the Forces if they were not making increased demands and provide the labour necessary to fulfil existing munitions programmes, there are not now sufficient men and women to meet all the demands of the Forces and at the same time continue the expansion of munitions production according to programme and maintain the existing standards and amenities of the civil population (para. 191).

SURVEY OF MAN-POWER—MID-1942.

(NOTE.—All the figures for mid-1942 are provisional and subject to revision.)

PART I.

I.—Age Analysis of the Population—Men and Women aged 14-64 in Great Britain.

1. The following Table gives an approximate age analysis of the population aged 14-64⁽¹⁾ in Great Britain at mid-1939, mid-1941 and mid-1942:—

		(Thousands)				
<i>Date.</i>		<i>14-17.</i>	<i>18-20.</i>	<i>21-40.</i>	<i>41-64.</i>	<i>Total.</i>
MEN—						
Mid-1939	... ..	1,519	1,188	7,800	5,948	16,010
Mid-1941	... ..	1,427	1,195	7,327	6,011	15,960
Mid-1942	... ..	1,388	1,142	7,300	6,078	15,908
WOMEN—						
Mid-1939	... ..	1,510	1,188	7,530	6,993	17,216
Mid-1941	... ..	1,415	1,200	7,500	7,110	17,225
Mid-1942	... ..	1,380	1,142	7,545	7,159	17,226
TOTAL—						
Mid-1939	... ..	3,029	2,371	14,890	12,936	33,226
Mid-1941	... ..	2,842	2,395	14,827	13,121	33,185
Mid-1942	... ..	2,768	2,284	14,845	13,237	33,184

2. Since the outbreak of war the following changes have occurred:—
- (1) The number of boys aged 14-17 has fallen by 131,000, and the number of girls by 130,000. These decreases are due to the fall in the birth rate between 1921 and 1928, which is having an important bearing on the supply of young man-power for the Armed Forces, Women's Auxiliary Services, and for industry. Its effect is already seen in the reduced numbers reaching military age and the age when labour becomes fully mobile.
 - (2) There are smaller decreases in the numbers aged 18-40. The number of men has dropped by 106,000, partly due to war casualties, and the number of women by 26,000.
 - (3) The numbers aged 41-64 have increased by 301,000 (men by 135,000 and women by 166,000). Attention has frequently been directed in recent years to the increasing numbers in the higher age groups of the population. This is leading to an increased rate of wastage among the working population through invalidity and the higher death rate.
 - (4) The total population aged 14-64 has fallen by 92,000; the number of men has decreased by 102,000, partly offset by a small increase, 10,000, in the number of women.

⁽¹⁾ The figures for mid-1941 and mid-1942 are estimates made in the Ministry of Labour and National Service. They may be subject to a margin of error, but this is not likely to be large enough to invalidate the conclusions drawn from the estimates.

II.—Distribution of the Population as between the Armed Forces, Civil Defence and Industry.

3. The distribution of the population aged 14-64 among the Forces, full-time Civil Defence, Industry, and the remainder of the population at the three dates was as follows:—

						(Thousands.)		
						Mid-1939.	Mid-1941.	Mid-1942.
Armed Forces—								
Men	...	...	...	...	...	480	3,272	3,798
Women	...	...	...	...	...	...	103	306
Total						480	3,375	4,104
Full-time Civil Defence—								
Men	...	...	...	...	...	80	380	311
Women	...	...	...	...	...	...	59	80
Total						80	389	391
Industry—								
Men	...	...	...	...	...	14,104	11,611	11,104
Women	...	...	...	...	...	5,179	6,039	6,716
Total						19,283	17,650	17,820
Total of above—								
Men	...	...	...	...	...	14,664	15,213	15,213
Women	...	...	...	...	...	5,179	6,201	7,102
Total						19,843	21,414	22,315
Rest of Population (including Private Domestic Service)—								
Men	...	...	...	...	...	1,346	747	695
Women	...	...	...	...	...	12,037	11,024	10,124
Total						13,383	11,771	10,819
Total Population—								
Men	...	...	...	...	...	16,010	15,960	15,908
Women	...	...	...	...	...	17,216	17,225	17,226
Total						33,226	33,185	33,134

4. The net changes between mid-1939 and mid-1942 and between mid-1941 and mid-1942 are shown in the following table:—

								(Thousands.)					
								Mid-1939 to Mid-1942.			Mid-1941 to Mid-1942.		
								Men.	Women.	Total.	Men.	Women.	Total.
Armed Forces	...	...	...	...	...	...	+3,318	+ 306	+3,624	+526	+208	+729
Full-time Civil Defence	...	...	...	...	...	...	+ 231	+ 80	+ 311	- 19	+ 21	+ 2
Industry	...	...	...	...	...	...	-3,000	+1,537	-1,463	-507	+677	+170
								+ 549	+1,923	+2,472	...	+901	+901
All others ⁽²⁾	- 651	-1,913	-2,564	- 52	-900	-952	

(²) "Unoccupied" and private domestic servants.

5. These tables show that since the beginning of the war over 2½ million persons—650,000 men and over 1,900,000 women—previously "unoccupied" or in private domestic service are now engaged in some form of employment or service for the country, and that during the last year (ended the 30th June, 1942) 952,000 persons—52,000 men and 900,000 women—have been mobilised from the "unoccupied" or private domestic servants. At mid-1942, out of nearly 33½ million persons of working age (14 to 64), over 22½ millions (15½ million men and 7 million women) were engaged in some form of employment or service for the country.

6. The great bulk of the men recruited to the Armed Forces have been withdrawn from industry. About half the reduction of 3,000,000 men in industry has been made good by an increase of 1,537,000 women. This increase, together

with the increase of 306,000 women in the Auxiliary Services and 80,000 in full time Civil Defence has been made possible by a decrease in the "unoccupied" and private domestic servants. The reduction in the numbers in this section of the population is over 1,900,000. There has been a corresponding reduction among unoccupied men of 651,000, of which 549,000 accounts for a net increase in the number of men in the Forces, full-time Civil Defence and industry. This increase has been achieved in spite of the fall of 102,000 in the total number of men aged 14-64.

7. Over 84 per cent. of the increase in the number of men in the Forces had occurred by mid-1941. In the year ended June 1942 the net increase of 507,000 men in the Forces and full-time Civil Defence has been counter-balanced by a corresponding reduction in the number of men in industry. This latter reduction has been more than made good during the year by an increase of 677,000 women. Besides this the number of women in the Auxiliary Services and full-time Civil Defence has increased by 224,000 and this combined movement has involved the recruitment of 900,000 women during the year from private domestic service and the unoccupied.

8. There is naturally a wastage from the population of working age due to death, invalidity, retirement from employment upon marriage among women, and the attainment of the upper age point. Wastage from these causes is made good by the flow into industry of boys and girls upon leaving school. The reductions in the numbers "unoccupied" referred to above have occurred over and above this normal movement.

9. The progress of the mobilisation of the man- and woman-power of Great Britain is shown by the following Tables. (*In these and all later Tables the figures for women relate to ages 14-59. Detailed figures for women aged 60-64 are not available.*)

Adult Population.

(Men 14-64; Women 14-59.)

	Mid-1939.		Mid-1941.		Mid-1942.	
	Millions.	Per cent.	Millions.	Per cent.	Millions.	Per cent.
1. Armed Forces and Civil Defence	·56	1·7	3·76	11·8	4·50	14·1
2. Munitions ⁽²⁾	3·30	10·3	4·29	13·4	5·11	16·0
Total of 1 and 2	3·86	12·0	8·05	25·2	9·61	30·1
3. Other Essential Industries ⁽⁴⁾	5·90	18·4	5·54	17·3	5·67	17·7
4. Less Essential Industries ⁽⁵⁾ —						
(a) Manufactures	3·48	10·9	2·77	8·7	2·36	7·4
(b) Building and Civil Engineering	1·52	4·7	1·07	3·3	0·92	2·9
(c) Distribution	3·05	9·5	2·37	7·4	2·21	6·9
(d) Other Services	1·99	6·2	1·57	4·9	1·51	4·7
Total Less Essential Industries	10·04	31·3	7·78	24·3	7·00	21·9
5. All others	12·25	38·3	10·61	33·2	9·65	30·3
Total	32·05	100·0	31·98	100·0	31·93	100·0

⁽²⁾ Metal manufacture, engineering, aircraft, other vehicles, metal goods and instruments manufacture and repair, shipbuilding and repairing, chemicals, explosives, oils, &c.

⁽⁴⁾ Agriculture; mining; National and Local Government Services (excluding Civil Defence); gas, water and electricity supply; transport, communication and fishing; food, drink and tobacco manufacture.

⁽⁵⁾ Manufactures: Textiles, leather, clothing, wood, paper, printing, bricks, pottery, glass and miscellaneous manufactures (other than those in ⁽²⁾ and ⁽⁴⁾ above). Building and Civil Engineering; Distributive trades. Other Services: Commerce, banking, insurance and finance; professional services; entertainments, hotels, restaurants, laundries and cleaning.

Adult Male Population.

(Men 14-64.)

	Mid-1939.		Mid-1941.		Mid-1942.	
	Millions.	Per cent.	Millions.	Per cent.	Millions.	Per cent.
1. Armed Forces and Civil Defence ... ..	.56	3.5	3.60	22.6	4.11	25.8
2. Munitions(*)	2.77	17.3	3.17	19.9	3.33	21.0
Total of 1 and 2	3.33	20.8	6.77	42.5	7.44	46.8
3. Other Essential Industries(*)	5.01	31.3	4.25	26.6	4.14	26.0
4. Less Essential Industries(*)—						
(a) Manufactures	1.80	11.3	1.23	7.7	1.06	6.7
(b) Building and Civil Engineering	1.50	9.4	1.05	6.5	0.89	5.6
(c) Distribution	2.00	12.5	1.29	8.1	1.16	7.3
(d) Other Services	1.02	6.3	0.62	3.9	0.53	3.3
Total Less Essential Industries	6.32	39.5	4.19	26.2	3.64	22.9
5. All others	1.35	8.4	.75	4.7	.69	4.3
Total	16.01	100.0	15.96	100.0	15.91	100.0

Adult Female Population.

(Women 14-59.)

	Mid-1939.		Mid-1941.		Mid-1942.	
	Millions.	Per cent.	Millions.	Per cent.	Millions.	Per cent.
1. Armed Forces and Civil Defence ... ..	...	...	.16	1.0	.39	2.4
2. Munitions(*) ... ..	.53	3.3	1.12	7.0	1.78	11.1
Total of 1 and 2 ... ..	.53	3.3	1.28	8.0	2.17	13.5
3. Other Essential Industries(*) ... ..	.89	5.5	1.29	8.1	1.53	9.6
4. Less Essential Industries(*)—						
(a) Manufactures	1.68	10.5	1.54	9.6	1.30	8.1
(b) Building and Civil Engineering	0.02	0.1	0.02	0.1	0.03	0.2
(c) Distribution	1.05	6.5	1.06	6.8	1.05	6.6
(d) Other Services	0.97	6.1	0.95	5.9	0.98	6.1
Total Less Essential Industries	3.72	23.2	3.59	22.4	3.36	21.0
5. All others	10.90	68.0	9.86	61.5	8.96	55.9
Total	16.04	100.0	16.02	100.0	16.02	100.0

(*), (*) and (*) See Notes on previous page.

III.—Comparison between 1942 and 1918.

10. Mobilisation of man-power had gone further towards the end of the third year of this war than it had by the end of the fourth year of the last war. This is brought out by the following Table giving an estimated distribution of the adult population (men 14-64; women 14-59) at mid-1942 and in 1918.

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Distribution of Adult Population.

(Men 14-64; Women 14-59. Great Britain only.)

	Mid-1942.		1918.	
	Millions.	Per cent.	Millions.	Per cent.
1. Fighting Services and full-time Civil Defence	4.50	14.1	4.70	16.9
2. Munitions industries ...	5.11	16.0	3.03	10.9
Total of 1 and 2 ...	9.61	30.1	7.73	27.8
3. Other essential industries	5.67	17.7	4.25	15.3
4. Less essential industries ...	7.00	21.9	15.86	56.9
All others ...	9.65	30.3		
Total ...	31.93	100	27.84	100

At mid-1942, 30.1 per cent. of the population was occupied in the Fighting Services, full-time Civil Defence and the munitions industries, as compared with 27.8 per cent. in 1918. The proportion in the other essential industries is also larger (17.7 per cent. as compared with 15.3 per cent.) owing to the greater numbers in National and Local Government. The numbers in the less essential industries and the unoccupied population represented 52.2 per cent. of the total at mid-1942 as compared with 56.9 per cent. in 1918.

11. Differences in the character of the two wars affect detailed comparison, particularly as between men and women. Greater mechanisation of the Armed Forces and the larger programmes of factory building, aerodrome and camp construction and repair of air-raid damage have made it necessary to retain a greater proportion of men in industry. Consequently, the Fighting Services and full-time Civil Defence included a smaller proportion of the male population at mid-1942 than in 1918. On the other hand, women have been brought directly into the war effort to a far greater extent. These points are brought out in the following Tables for men and women separately:

Distribution of Adult Male Population.

(Men 14-64. Great Britain only.)

	Mid-1942.		1918.	
	Millions.	Per cent.	Millions.	Per cent.
1. Fighting Services and full-time Civil Defence	4.11	25.8	4.60	34.1
2. Munitions industries ...	3.33	21.0	2.12	15.7
Total of 1 and 2 ...	7.44	46.8	6.72	49.8
3. Other essential industries	4.14	26.0	3.32	24.6
4. Less essential industries ...	3.64	22.9	3.45	25.6
All others ...	0.69	4.3		
Totals ...	15.91	100	13.49	100

If Building and Civil Engineering are included with the munitions group, the number in the less essential industries and the unoccupied population represent 21.6 per cent. of the total at mid-1942 as compared with 21.8 per cent. in 1918.

Distribution of Adult Female Population.

(Women 14-59; Great Britain only.)

	Mid-1942.		1918.	
	Millions.	Per cent.	Millions.	Per cent.
1. Fighting Services and full-time Civil Defence	.39	2.4	.1	.7
2. Munitions industries ...	1.78	11.1	.91	6.3
Total of 1 and ...	2.17	13.5	1.01	7.0
3. Other essential industries	1.53	9.6	.93	6.5
4. Other industries ...	3.36	21.0	12.41	86.5
All others ...	8.96	55.9		
Totals ...	16.02	100	14.35	100

12. The Fighting Services and full-time Civil Defence absorbed 4,110,000 men, or 25·8 per cent. of the total at mid-1942, as compared with 4,600,000, or 34·1 per cent., in 1918. If casualties in both wars were included in the figures, the differences between the figures for 1942 and 1918 would be increased. On the other hand, the number of men in the munitions industries is now nearly 60 per cent. greater than it was in 1918 and represents 21 per cent. of the male population of working age as compared with 15·7 per cent. in 1918. The Fighting Services, full-time Civil Defence and the munitions industries now include 7,440,000 men, or 46·8 per cent., as compared with 6,720,000, or 49·8 per cent., in 1918. The number of men retained in essential industries other than munitions is about 820,000 greater now than it was in 1918. These industries include 26 per cent. of the adult male population as compared with 24·6 in 1918.

13. In the case of women, 23·1 per cent. of those aged 14-59 are now in the Fighting Service, full-time Civil Defence and the munitions and other essential industries, as compared with 13·5 per cent. in 1918. The proportion in the Fighting Services and the munitions industries is nearly double the proportion in 1918 (13·5 per cent. as compared with 7 per cent.) and this increase represents about 1,160,000 women.

IV.—Armed Forces.

This Section (paragraphs 14 and 15) has been omitted from this print.

V.—Civil Defence and Police.

16. *Men.*—At mid-1942 the number in whole-time Civil Defence and the Police Force totalled 311,000, made up as follows:—

National Fire Service	...	...	...	109,000
A.R.P. and Casualty Service	...	...	...	101,000
Police	...	...	...	101,000
Total	...	...	...	<u>311,000</u>

PSF McNutt Folder

THE WHITE HOUSE
WASHINGTON

PRIVATE & CONFIDENTIAL

May 2, 1942.

MEMORANDUM FOR

HON. PAUL V. McNUTT

Will you speak to me
about this?

F. D. R.

Letter to the President,
dated April 30, 1942, from
Aubrey Williams, reporting on
his investigation of the
"school crowd".

It is estimated that of the 311,000 men in Civil Defence at mid-1942, about 184,000 were under 41 years of age and of this number approximately 121,000 were medically fit for Service with the Forces.

The changes since mid-1939 have been as follows:—

	Mid-1939	Mid-1941	Mid-1942
National Fire Service ...	12,800	97,500	109,000
A.R.P. and Casualty Service	—	126,500	101,000
Police	68,000	106,000	101,000
Total	80,800	330,000	311,000

17. *Women.*—At mid-1942 the number in Civil Defence totalled 80,000, made up as follows:—

National Fire Service	28,000
A.R.P. and Casualty Service	48,000
Police	4,000
Total	80,000

The changes since mid-1939 have been as follows:—

	Mid-1939	Mid-1941	Mid-1942
National Fire Service	—	5,000	28,000
A.R.P. and Casualty Service	—	53,500	48,000
Police	200	500	4,000
Total	200	59,000	80,000

VI.—Industry.

(*Note.*—In this part of the survey the figures include the uninsured as well as persons insured under the Unemployment Insurance Acts. Figures giving a more detailed age analysis will be found in Appendix I but these relate only to insured persons.)

18. Tables 1 to 3 in Appendix I show the estimated present labour force in industry and the changes that have occurred in the three years mid-1939 to mid-1942 and the year mid-1941 to mid-1942.

19. At mid-1942 there were approximately 11,104,000 men aged 14–64 and 6,666,000 women aged 14–59 in industry, making a total of 17,770,000. This total is divided between munitions^(*), other essential industries^(*) and less essential industries^(*) as follows:—

Industry Group.	Men 14–64.	Women 14–59.	Total.
Munitions	3,325,000	1,780,000	5,105,000
Other essential industries ...	4,144,000	1,529,000	5,673,000
Less essential industries ...	3,635,000	3,357,000	6,992,000
All industries	11,104,000	6,666,000	17,770,000

20. Of the 11,104,000 men aged 14–64 in industry, there were 4,600,000 or 41·4 per cent. aged 18–40, made up as follows:—

Industry Group.	Men aged 18–40.	
	Number at mid-1942.	Percentage in each group.
Munitions	1,664,000	36·2
Other essential industries ...	1,716,000	37·3
Less essential industries ...	1,220,000	26·5
All industries	4,600,000	100·0

21. The 6,666,000 women aged 14–59 in industry were made up as follows:—

	Number.	Per cent.
Single	4,175,000	62·6
Married and Widowed	2,491,000	37·4
Total	6,666,000	100·0

(^{*)}, (^{*)}, (^{*)} See definition in footnote to paragraph 9.

Changes mid-1939 to mid-1942.

22. The following tables show the changes between mid-1939 and mid-1942:—

Men 14-64 and Women 14-59.

Industry Group.	Numbers at		Increase (+) or Decrease (-)	Percentage in each Group.	
	Mid-1939.	Mid-1942.		Mid-1939.	Mid-1942.
Munitions	3,801,000	5,105,000	+ 1,804,000	17.2	28.8
Other essential industries ...	5,900,000	5,673,000	- 227,000	30.7	31.9
Less essential industries ...	10,042,000	6,992,000	- 3,050,000	52.1	39.3
All industries ...	19,243,000	17,770,000	- 1,473,000	100.0	100.0

Men 14-64.

Industry Group.	Numbers at		Increase (+) or Decrease (-)	Percentage in each Group.	
	Mid-1939.	Mid-1942.		Mid-1939.	Mid-1942.
Munitions	2,769,000	3,325,000	+ 556,000	19.6	30.0
Other essential industries ...	5,012,000	4,144,000	- 868,000	35.5	37.3
Less essential industries ...	6,323,000	3,635,000	- 2,688,000	44.9	32.7
All industries ...	14,104,000	11,104,000	- 3,000,000	100.0	100.0

Women 14-59.

Industry Group.	Numbers at		Increase (+) or Decrease (-)	Percentage in each Group.	
	Mid-1939.	Mid-1942.		Mid-1939.	Mid-1942.
Munitions	532,000	1,780,000	+ 1,248,000	10.3	26.7
Other essential industries ...	888,000	1,529,000	+ 641,000	17.3	22.9
Less essential industries ...	3,719,000	3,357,000	- 362,000	72.4	50.4
All industries ...	5,139,000	6,666,000	+ 1,527,000	100.0	100.0

23. These tables show that there has been a decrease of the total labour force in industry between mid-1939 and mid-1942 of 1,473,000, a decrease of 3,000,000 men being partly offset by an increase of 1,527,000 women. They also show that in munitions and other essential industries together there has been an increase of nearly 1,900,000 women.

24. Over half the man-power for the Forces has been recruited from the less essential industries. While in certain of these industries a large proportion of the men thus withdrawn have been replaced by women, there has been, at the same time, a very substantial transference of women from less essential industries to the Women's Auxiliary Services and the munitions industries. The net effect on the industrial distribution of women is shown by the fact that although the total number in industry has increased since mid-1939 by 1,527,000 the proportion in the less essential industries has dropped from 72.4 to 50.4 per cent. (the number in the less essential industries has fallen by 362,000).

*(A) Munitions Industries.**Changes mid-1939 to mid-1942. (*)*

25. At mid-1942 there were approximately 3,325,000 men aged 14-64 and 1,780,000 women aged 14-59 in this group, making a total of 5,105,000. The group included, at mid-1942, 28.8 per cent. of the total labour force in industry as compared with 17.2 per cent. at mid-1939. The changes between these two dates are shown in the following Table:—

	Numbers at		Increases.	
	Mid-1939.	Mid-1942.	Number.	Per cent.
Men	2,769,000	3,325,000	+ 556,000	+ 20.1
Women	532,000	1,780,000	+ 1,248,000	+ 234.6
Total ...	3,301,000	5,105,000	+ 1,804,000	+ 54.7

(*) Tables 9 and 10 in Appendix III show separately the changes between mid-1939 and mid-1942 in the number of operatives employed in the shipbuilding and ship-repairing, engineering and allied industries, chemicals, explosives, oils, &c., industries and the changes since January 1941 in the numbers employed in those industries on work for the Admiralty, Ministry of Supply and Ministry of Aircraft Production.

Changes mid-1941 to mid-1942.

26. The changes during the year mid-1941 to mid-1942 were as follows:—

	Numbers at		Increases.	
	Mid-1941.	Mid-1942.	Number.	Per cent.
Men	3,170,000	3,325,000	+ 155,000	+ 4.9
Women	1,116,000	1,780,000	+ 664,000	+ 59.5
Total	4,286,000	5,105,000	+ 819,000	+ 19.1

27. The figures show that, while the expansion of the male labour force has proceeded at a fairly uniform rate, with a tendency to diminish in the past year, the increase in the employment of women has been sharply accelerated. Well over half the total increase since mid-1939 has been achieved during the past year.

28. *Men.*—The following Table gives a broad age analysis of the 3,325,000 men aged 14-64 at mid-1942:—

Age Group.	Number.	Per cent. of total.
14-17	356,000	10.7
18-40	1,664,000	50.0
41-64	1,305,000	39.3
Total	3,325,000	100.0

29. The age group 18-40 represents a greater proportion of the total male labour force in the munitions group than in either of the other two main groups. The comparative figures are as follows:—

	Men 18-40.	
	Number.	Per cent. of total 14-64 in each group.
Munitions	1,664,000	50.0
Other essential industries	1,716,000	41.4
Less essential industries	1,220,000	38.6
All industries	4,600,000	41.4

30. It is estimated that there were in the munitions group 1,175,000 men aged 18½-42½ (at the 31st December, 1942) who were medically fit for service with the Forces. This is 42.2 per cent. of the total number of fit men of those ages in all industries. The great bulk of these men are in skilled occupations and they represented 35.4 per cent. of the total number of men aged 14-64 in the munitions group.

31. *Women.*—Women now represent 34.9 per cent. of the labour force in the munitions group as compared with 16.1 per cent. at mid-1939.

32. An approximate age analysis of the 1,780,000 women aged 14-59 at mid-1942 is shown by the following Table:—

Age Group.	Number.	Per cent. of total.
14-17	190,000	10.7
18-40	1,354,000	76.0
41-59	236,000	13.3
Total	1,780,000	100.0

33. The numbers and percentages of single women and of married women and widows in the total are approximately as follows:—

	Number.	Per cent.
Single	1,053,000	59.2
Married and Widowed	727,000	40.8
Total	1,780,000	100.0

There is little difference between the proportion of single women in the group and the average proportion in all industries taken together.

(B) *Other Essential Industries.*

(Agriculture; mining; National and Local Government Service (excluding Civil Defence); gas, water and electricity supply; transport, communication and fishing; food, drink and tobacco.)

34. At mid-1942 there were approximately 4,144,000 men aged 14-64 and 1,529,000 women aged 14-59 in the group, making a total of 5,673,000. The distribution of the total among the component industries and services was as follows:—

Industry Group.	Men 14-64.	Women 14-59.	Total.	Percentage in each industry.
Agriculture	969,000	138,000	1,107,000	19.5
Mining	806,000	12,000	818,000	14.4
National Government Service	491,000	425,000	916,000	16.1
Local Government Service (excluding Civil Defence)...	889,000	455,000	644,000	14.9
Gas, water and electricity ...	187,000	34,000	221,000	3.9
Transport, communication and fishing	1,000,000	190,000	1,190,000	21.0
Food, drink and tobacco ...	302,000	275,000	577,000	10.2
All essential industries ...	4,144,000	1,529,000	5,673,000	100.0

35. This group included, at mid-1942, 31.9 per cent. of the total industrial labour force as compared with 30.7 per cent. at mid-1939 (including Civil Defence the corresponding percentages are 33.4 and 30.9).

Changes mid-1939 to mid-1942.

36. The changes between mid-1939 and mid-1942 in the group as a whole are shown in the following table:—

	Numbers at		Increase (+) Decrease (-).	
	Mid-1939.	Mid-1942.	Number.	Per cent.
Men	5,012,000	4,144,000	- 868,000	- 17.3
Women	888,000	1,529,000	+ 641,000	+ 72.2
Total	5,900,000	5,673,000	- 227,000	- 3.8

Changes mid-1941 to mid-1942.

37. The changes during the year mid-1941 to mid-1942 were as follows:—

	Numbers at		Increase (+) Decrease (-).	
	Mid-1941.	Mid-1942.	Number.	Per cent.
Men	4,248,000	4,144,000	- 104,000	- 2.4
Women	1,290,000	1,529,000	+ 239,000	+ 18.5
Total	5,538,000	5,673,000	+ 135,000	+ 2.4

38. These figures show that the number in this group of industries decreased by 362,000 between mid-1939 and mid-1941; an increase of 402,000 women being offset by a decrease of 764,000 men; but between mid-1941 and mid-1942 the group increased by 135,000, there being an increase of 239,000 women and a decrease of 104,000 men.

39. Over the whole three-year period the withdrawal of men for the Forces and losses from other causes in the group as a whole has been made good to the extent of nearly 75 per cent. by the intake of women. This process of replacement and expansion in the employment of women has been relatively greater during the past year than during the preceding two years, there having been an increase of 239,000 women, while the decrease in the number of men amounted to 104,000. The experience in this respect among the constituents of the group is shown by the

following table, giving the increases and decreases among men and women in the three years 1939 to 1942 and the year ended mid-1942 :—

<i>Industry Group.</i>	<i>Numbers at Mid-1942.</i>	<i>Increase (+) Mid-1939 to Mid-1942.</i>	<i>Decrease (-) Mid-1941 to Mid-1942.</i>
Agriculture—			
Men	969,000	- 100,000	+ 10,000
Women	188,000	+ 68,000	+ 36,000
Mining—			
Men	806,000	- 184,000	- 19,000
Women	12,000	+ 6,000	+ 3,000
National Government Service—			
Men	491,000	+ 61,000	- 9,000
Women	425,000	+ 300,000	+ 109,000
Local Government Service—			
Men	889,000	- 181,000	- 30,000
Women	455,000	+ 125,000	+ 32,000
Gas, Water and Electricity—			
Men	187,000	- 53,000	- 3,000
Women	34,000	+ 17,000	+ 9,000
Transport, Communication and Fishing—			
Men	1,000,000	- 300,000	- 32,000
Women	190,000	+ 137,000	+ 61,000
Food, Drink, and Tobacco—			
Men	302,000	- 111,000	- 21,000
Women	275,000	- 12,000	- 11,000
All essential industries—			
Men	4,144,000	- 868,000	- 104,000
Women	1,529,000	+ 641,000	+ 239,000

40. The outstanding features disclosed by the above table are :—

- (1) An increase during the past year of 10,000 men and 36,000 women in agriculture;
- (2) An increase during the past year of 109,000 women in the civil establishments of Government Departments, with a decrease of only 9,000 men. This very large increase of women accounts for nearly half the net increase in the number of women in the essential industry group as a whole and has taken place in spite of withdrawals of women in the conscribed age-classes. During the three years mid-1939 to mid-1942 Government Departments have expanded by 61,000 men and 300,000 women.
- (3) In Local Government Service the decrease of 30,000 men during the past year has been more than offset by an increase of 32,000 women.
- (4) Mining, and food, drink and tobacco manufacture are the only industries in this group in which there has been a decrease in the labour force during the past year, and food, drink and tobacco manufacture is the only industry in which there has been a decrease of both men and women.

Men.

41. The following table gives a broad age analysis of the 4,144,000 men aged 14-64 in the group as a whole at mid-1942 :—

<i>Age Group.</i>	<i>Number.</i>	<i>Per cent.</i>
14-17	287,000	6.9
18-40	1,716,000	41.4
41-64	2,141,000	51.7
Total	4,144,000	100.0

42. It is estimated that the group included 1,001,500 men aged 18½-42½ who were medically fit for service with the Forces. This is 36.0 per cent. of the total number of fit men of those ages in all industries, and 24.2 per cent. of the total number of men aged 14-64 in the essential industries group.

43. The number of fit men aged 18½-42½ in each of the industries in the group with the percentage of all men 14-64 in each industry are as follows:—

	Per cent. of all men	
	Number.	14-64.
Agriculture	284,600	29·4
Mining	288,800	35·8
National Government Service ...	79,300	16·1
Local Government Service (excluding Civil Defence)	54,500	14·0
Gas, Water and Electricity	35,200	18·8
Transport, communication and fishing (excluding seamen)	206,400	20·6
Food, drink and tobacco	52,700	17·4
Total	1,001,500	24·2

Women.

44. Women now represent 27 per cent. of the labour force in the group, compared with 15 per cent. at mid-1939. An approximate age analysis of the 1,529,000 women aged 14-59 at mid-1942 is shown in the following Table:—

Age Group.	Number.	Per cent.
14-17	134,000	8·8
18-40	1,083,000	70·8
41-59	312,000	20·4
Total	1,529,000	100·0

The numbers and percentages of single women and of married women and widows in the total are approximately as follows:—

	Number.	Per cent.
Single	1,006,000	65·8
Married and Widowed	523,000	34·2
Total	1,529,000	100·0

(C) *Less Essential Industries.*

(Building and civil engineering; distributive trades; textiles, leather, clothing, wood, paper, printing, bricks, pottery, glass and other manufactures; commerce, banking, insurance and finance; professions; entertainment, hotels, restaurants, laundries and cleaning.)

45. At mid-1942 there were approximately 3,635,000 men aged 14-64 and 3,357,000 women aged 14-59 in this group, making a total of 6,992,000. The group included at mid-1942 39·3 per cent. of the total labour force in industry, as compared with 52·2 per cent. at mid-1939.

46. In view of the variety of industries and services included in the group it has been split into four main sections:—

- (1) Manufactures.
- (2) Building and Civil Engineering.
- (3) Distribution.
- (4) Miscellaneous services (commerce, banking, insurance and finance; professions; entertainments; hotels and laundries).

The comparative figures for each of these four sub-groups at mid-1942 are as follows:—

Industry Sub-group.	Men	Women	Total.	Percentage in each sub-group.
	14-64.	14-59.		
Manufactures	1,056,000	1,300,000	2,356,000	33·7
Building and civil engineering	890,000	29,000	919,000	13·2
Distribution	1,161,000	1,050,000	2,211,000	31·6
Miscellaneous services	528,000	978,000	1,506,000	21·5
All less essential industries ...	3,635,000	3,357,000	6,992,000	100·0

47. *Changes mid-1939 to mid-1942.*—The changes between mid-1939 and mid-1942 in the less essential industries group as a whole are shown in the following Table:—

	Numbers at		Decrease (-)	
	Mid-1939.	Mid-1942.	Number.	Per cent.
Men	6,323,000	3,635,000	-2,688,000	-42.5
Women	3,719,000	3,357,000	-362,000	-9.7
Total	10,042,000	6,992,000	-3,050,000	-30.4

This Table shows that the less essential industries have lost over 30 per cent. of their total labour force—over 42 per cent. of their men and nearly 10 per cent. of their women.

48. *Changes mid-1941 to mid-1942.*—The changes during the year mid-1941 to mid-1942 were as follows:—

	Numbers at		Decrease (-)	
	Mid-1941.	Mid-1942.	Number.	Per cent.
Men	4,193,000	3,635,000	-558,000	-13.3
Women	3,588,000	3,357,000	-231,000	-6.4
Total	7,781,000	6,992,000	-789,000	-10.1

This Table shows that during the past year the contraction of the less essential industries, taken as a whole, has continued. The figures for women reflect the accelerated transference to the Women's Auxiliary Services and the munitions industries. The bulk of the recruitment, from the group, of men for the Forces had occurred by mid-1941.

49. The increases and decreases among men and women in the three years 1939 to 1942 and the year ended mid-1942 in each sub-group are given in the following Table:—

Industry Sub-Group.	Numbers at Mid-1942.	Increase (+) Decrease (-)	
		Mid-1939 to Mid-1942.	Mid-1941 to Mid-1942.
Manufactures—			
Men	1,056,000	-747,000	-173,000
Women	1,300,000	-379,000	-242,000
Building and Civil Engineering—			
Men	890,000	-610,000	-160,000
Women	29,000	+13,000	+8,000
Distribution—			
Men	1,161,000	-839,000	-130,000
Women	1,050,000	no change	-27,000
Miscellaneous Services—			
Men	528,000	-492,000	-95,000
Women	978,000	+4,000	+30,000
All less essential industries—			
Men	3,635,000	-2,688,000	-558,000
Women	3,357,000	-362,000	-231,000

50. The percentage reduction in the number of men in each sub-group during the three years 1939 to 1942 has been as follows:—

	Per cent.
Manufactures	-41.4
Building and civil engineering	-40.7
Distribution	-42.0
Miscellaneous services	-48.2
All less essential industries	-42.5

The manufacturing sub-group is the only one in which there has been a net reduction in the number of women over the whole three-year period. That reduction amounts to 22.6 per cent. of the female labour force of the sub-group at mid-1939. The distributive trades, however, show a moderate reduction in the year 1941-42.

51. *Men 14-64.*—The following table gives a broad age analysis of the 3,635,000 men aged 14-64 in the group as a whole at mid-1942:—

<i>Age group.</i>	<i>Number.</i>	<i>Per cent.</i>
14-17	439,000	12.1
18-40	1,220,000	33.6
41-64	1,976,000	54.3
Total	3,635,000	100.0

52. It is estimated that the group included 605,000 men aged 18½ to 42½ who were medically fit for service with the Forces. This is 21.8 per cent. of the total number of fit men of those ages in all industries and 16.6 per cent. of the total number of men aged 14-64 in the less essential industries group.

53. The number of fit men aged 18½-42½ with the percentage of all men 14-64 in each sub-group are as follows:—

<i>Sub-Group.</i>	<i>Number.</i>	<i>Per cent. of all men 14-64.</i>
Manufactures	169,200	16.0
Building and civil engineering	165,000	18.5
Distribution	194,000	16.7
Miscellaneous services	76,800	14.5
Total	605,000	16.6

54. *Women 14-59.*—Women aged 14-59 now represent 48 per cent. of the labour force of the less essential group as a whole compared with 37 per cent. at mid-1939:

The total is divided between the four sub-groups as follows:—

Women 14-59 at mid-1942.

<i>Sub-group.</i>	<i>Number.</i>	<i>Per cent. of total women 14-59 in group.</i>	<i>Per cent. of total labour force men 14-64, women 14-59 in sub-group.</i>
Manufactures	1,300,000	38.7	55.2
Building and civil engineering	29,000	0.9	3.2
Distribution	1,050,000	81.3	47.5
Miscellaneous services	978,000	29.1	64.9
All less essential industries	3,357,000	100.0	48.0

55. The numbers and percentages of single women and of married women and widows in the total are approximately as follows:—

	<i>Number.</i>	<i>Per cent.</i>
Single	2,116,000	63.0
Married and widows	1,241,000	37.0
Total	3,357,000	100.0

56. An approximate age analysis of the 3,357,000 women aged 14-59 at mid-1942 is shown in the following Table:—

<i>Age group.</i>	<i>Number.</i>	<i>Per cent.</i>
14-17	625,000	18.6
18-40	1,909,000	56.9
41-59	823,000	24.5
Total	3,357,000	100.0

Manufactures (Textiles, leather, clothing, wood, paper, printing, bricks, pottery, glass, rubber and miscellaneous small industries).

57. At mid 1942 there were approximately 1,056,000 men aged 14-64 and 1,300,000 women aged 14-59 in this group, making a total of 2,356,000. The group included, at mid-1942, 13.3 per cent. of the total labour force in industry as compared with 18.1 per cent. at mid 1939.

58. The distribution of the men and women among four industry groups at mid-1942 was as follows:—

Industry.	Men	Women	Total.	Percentage in manufacturing sub-group.
	14-64.	14-59.		
Textiles	262,000	470,000	732,000	31.1
Leather, clothing, wood, paper and printing	515,000	628,000	1,143,000	48.5
Bricks, pottery and glass	92,000	52,000	144,000	6.1
Other manufactures	187,000	150,000	337,000	14.8
Total	1,056,000	1,300,000	2,356,000	100.0

59. Changes mid-1939 to mid-1942.—The following table shows the changes between mid-1939 and mid-1942:—

	Numbers at		Decrease (-)	
	Mid-1939.	Mid-1942.	Number.	Per cent.
Men	1,808,000	1,056,000	- 747,000	- 41.4
Women	1,679,000	1,300,000	- 379,000	- 22.6
Total	3,482,000	2,356,000	- 1,126,000	- 32.4

Thus the labour force in these industries has been reduced by nearly one-third—men by 41.4 per cent. and women by 22.6 per cent. Part of the reduction is due to the fall in the export trade but against this there has been a marked increase in employment on Government orders for war purposes. At mid-1942 about 45 per cent. of the labour in these industries taken as a whole, was so employed.

60. Changes mid-1941 to mid-1942.—The changes during the year mid-1941 to mid-1942 are shown in the following table:—

	Numbers at		Decrease (-)	
	Mid-1941.	Mid-1942.	Number.	Per cent.
Men	1,229,000	1,056,000	- 173,000	- 14.1
Women	1,542,000	1,300,000	- 242,000	- 15.7
Total	2,771,000	2,356,000	- 415,000	- 15.0

Thus nearly a quarter of the reduction since 1939 among men and nearly two-thirds of the reduction among women has occurred during the year 1941-42. While some of the men withdrawn for the forces from certain of these industries have been replaced by women, the figures show a very considerable net loss of both men and women.

61. The increases and decreases among men and women in the three years 1939 to 1942 and in the year ended mid-1942, in each of the industry groups, are given in the following table:—

Industry group.	Numbers at Mid-1942.	Increase (+)	Decrease (-)
		Mid-1939 to Mid-1942.	Mid-1941 to Mid-1942.
Textiles—			
Men	262,000	- 184,000	- 68,000
Women	470,000	- 205,000	- 123,000
Leather, clothing, wood, paper and printing—			
Men	515,000	- 395,000	- 71,000
Women	628,000	- 173,000	- 108,000
Bricks, pottery and glass—			
Men	92,000	- 89,000	- 18,000
Women	52,000	- 11,000	- 8,000
Other manufactures—			
Men	187,000	- 79,000	- 21,000
Women	150,000	+ 10,000	- 10,000
Total less essential manufactures—			
Men	1,056,000	- 747,000	- 173,000
Women	1,300,000	- 379,000	- 242,000

62. The percentage increases and reductions in the numbers of men and women in each industry group during the three years 1939 to 1942 are as follows:—

	<i>Men.</i> <i>Per cent.</i>	<i>Women.</i> <i>Per cent.</i>
Textiles	-41.3	-30.4
Leather, clothing, wood, paper, printing	-43.4	-21.6
Bricks, pottery and glass	-49.2	-17.5
Other manufactures	-29.7	+ 7.1
Total ...	-41.4	-22.6

63. *Men 14-64.*—The following table gives a broad age analysis of the 1,056,000 men aged 14-64 in the manufacturing group as a whole at mid-1942:—

<i>Age group.</i>	<i>Number.</i>	<i>Per cent.</i>
14-17	134,000	12.7
18-40	357,000	33.8
41-64	565,000	53.5
Total ...	1,056,000	100.0

64. It is estimated that the group included 169,200 men aged 18½-42½ who were medically fit for service with the Forces. This is 6.1 per cent. of the fit men of those ages in all industries and 16.0 per cent. of the total number of men aged 14-64 in the group.

65. The number of fit men aged 18½-42½ with the percentage of all men 14-64 in each of the main industry groups are as follows:—

<i>Industry group.</i>	<i>Number.</i>	<i>Per cent. of all men</i> <i>14-64 in each group.</i>
Textiles	44,200	16.9
Leather, clothing, wood, paper and printing	64,800	12.6
Bricks, pottery and glass	24,100	26.2
Other manufactures	36,100	19.3
Total ...	169,200	16.0

66. *Women 14-59.* Women aged 14-59 now represent 55.2 per cent. of the labour force in the manufacturing group as a whole as compared with 48.2 per cent. at mid-1939. The total of 1,300,000 women ages 14-59 in the sub-group at mid-1942 is split up as follows:—

	<i>Number.</i>	<i>Per cent.</i>
Single	802,000	61.7
Married and widowed	498,000	38.3
Total ...	1,300,000	100.0

67. An approximate age analysis of the total is shown in the following table:—

<i>Age group.</i>	<i>Number.</i>	<i>Per cent.</i>
14-17	252,000	19.4
18-40	767,000	59.0
41-59	281,000	21.6
Total ...	1,300,000	100.0

It is estimated that of the 767,000 women aged 18-40 about 410,000 are single and 357,000 married or widowed.

Building and Civil Engineering.

68. At mid-1942 there were approximately 890,000 men aged 14-64 (including 762,500 insured men aged 16-64) and 29,000 women aged 14-59 in this group making a total of 919,000. The group included at mid-1942, 5.2 per cent. of the total labour force in industry compared with 7.9 per cent. at mid-1939.

W. H. R. COMPANY
PSF: The Nutt Folder

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May 21, 1942

MEMORANDUM FOR

PAUL MCNUTT

I have been told, I do not know how accurately, that some consideration has been given to a New York lawyer named Green as General Counsel of the Man Power Mobilization Board. I understand he has the active backing of Lee Pressman, CIO General Counsel.

If this is true, and if you are considering his appointment, will you speak to me first?

F. D. R.

69. *Changes mid-1939 to mid-1942.*—The changes between mid-1939 and mid-1942 were as follows:—

	Number at		Increase (+). Number.	Decrease (-) Per cent.
	Mid-1939.	Mid-1942.		
Men	1,500,000	890,000	- 610,000	- 40.7
Women	16,000	29,000	+ 13,000	+ 81.3
Total	1,516,000	919,000	- 597,000	- 39.4

70. *Changes mid-1941 to mid-1942.*—The changes between mid-1941 and mid-1942 were as follows:—

	Number at		Increase (+). Number.	Decrease (-). Per cent.
	Mid-1941.	Mid-1942.		
Men	1,050,000	890,000	- 160,000	- 15.2
Women	21,000	29,000	+ 8,000	+ 38.1
Total	1,071,000	919,000	- 152,000	- 14.2

71. The industry still includes a substantially greater number of men than it did in 1918, but this is largely due to the heavier building and civil engineering programmes for factories, aerodromes, housing for the Forces and essential repair of air raid damage.

72. *Men 14-64.*—At mid-1942 there were approximately 890,000 men aged 14-64 in the group. The following table gives a broad age analysis of this total:—

Age group.	Number.	Per cent.
14-17	80,000	9.0
18-40	367,000	41.2
41-64	443,000	49.8
Total	890,000	100.0

73. It is estimated that the industry included 165,000 men aged 18½-42½ who were medically fit for service with the Forces. This is 5.9 per cent. of the fit men of those ages in all industries and 18.5 per cent. of the total number of men aged 14-64 in building and civil engineering.

Distributive Trades.

74. At mid-1942 there were approximately 1,161,000 men aged 14-64 and 1,050,000 women aged 14-59 in this industry, making a total of 2,211,000. It thus included 12.5 per cent. of the total industrial labour force, as compared with 15.9 per cent. at mid-1939.

75. *Changes mid-1939 to mid-1942.*—The changes between mid-1939 and mid-1942 were as follows:—

	Number at		Decrease (-).	
	Mid-1939.	Mid-1942.	Number.	Per cent.
Men	2,000,000	1,161,000	- 839,000	- 42.0
Women	1,050,000	1,050,000	no change	no change
Total	3,050,000	2,211,000	- 839,000	- 27.5

The industry has lost considerable numbers of men and women for the Armed Forces, women's auxiliary services and the munitions industries. In the first two years of the war a large number of the men were replaced by women, and many mobile women transferred from the industry have been replaced by immobile women. The net result is that the industry now includes the same number of women as at mid-1939.

76. *Changes mid-1941 to mid-1942.*—The changes between mid-1941 and mid-1942 were as follows:—

	Number at		Decrease (-).	
	Mid-1941.	Mid-1942.	Number.	Per cent.
Men	1,291,000	1,161,000	- 130,000	- 10.1
Women	1,077,000	1,050,000	- 27,000	- 2.5
Total	2,368,000	2,211,000	- 157,000	- 6.6

In the past year the withdrawal of women has thus exceeded the intake by 27,000.

77. *Men 14-64.*—The following table gives a broad age analysis of the 1,161,000 men aged 14-64 in the industry at mid-1942.

<i>Age group.</i>	<i>Number.</i>	<i>Per cent.</i>
14-17	170,000	14.6
18-40	339,000	29.2
41-64	652,000	56.2
Total	1,161,000	100.0

78. It is estimated that there were in the industry approximately 194,000 men aged 18½-42½ medically fit for service with the Forces. This is 7.0 per cent. of the fit men of those ages in all industries and 16.7 per cent. of the total number of men aged 14-64 in the distributive trades. About 100,000 of these men were due to be called up under existing arrangements.

79. *Women 14-59.*—Women aged 14-59 now represent 47.5 per cent. of the labour force in the industry, as compared with 34.4 per cent. at mid-1939. The total of 1,050,000 women aged 14-59 at mid-1942 is split up as follows:—

	<i>Number.</i>	<i>Per cent.</i>
Single	680,000	64.8
Married and widowed	370,000	35.2
Total	1,050,000	100.0

80. An approximate age analysis of the total is shown in the following Table:—

<i>Age group.</i>	<i>Number.</i>	<i>Per cent.</i>
14-17	257,000	24.5
18-40	568,000	54.1
41-59	225,000	21.4
Total	1,050,000	100.0

It is estimated that of the 568,000 women aged 18-40 about 330,000 are single and 238,000 are married or widowed.

Miscellaneous services (Commerce, banking, insurance and finance; professions; entertainments; hotels, restaurants, &c.; laundries and cleaning).

81. At mid-1942 there were approximately 528,000 men aged 14-64 and 978,000 women aged 14-59, making a total of 1,506,000 in this group. The group included, at mid-1942, 8.5 per cent. of the total industrial labour force, as compared with 10.4 per cent. at mid-1939.

82. The distribution of the men and women among the component services at mid-1942 was as follows:—

<i>Service.</i>	<i>Men 14-64.</i>	<i>Women 14-59.</i>	<i>Total.</i>	<i>Percentage in each service.</i>
Commerce, banking, insurance and finance	162,000	162,000	324,000	21.5
Professions	130,000	246,000	376,000	25.0
Entertainments	53,000	57,000	110,000	7.3
Hotels, restaurants, &c.	149,000	361,000	510,000	33.8
Laundries and cleaning	84,000	152,000	186,000	12.4
Total	528,000	978,000	1,506,000	100.0

83. *Changes mid-1939 to mid-1942.*—The changes between mid-1939 and mid-1942 in the group as a whole are shown in the following Table:—

	<i>Number at</i>		<i>Increase (+) Decrease (-).</i>	
	<i>Mid-1939.</i>	<i>Mid-1942.</i>	<i>Number.</i>	<i>Per cent.</i>
Men	1,020,000	528,000	-492,000	-48.2
Women	974,000	978,000	+ 4,000	+ 0.4
Total	1,994,000	1,506,000	-488,000	-24.5

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84. *Changes mid-1941 to mid-1942.*—The changes during the year mid-1941 to mid-1942 were as follows:—

	Number at		Increase (+)	Decrease (-)
	Mid-1941.	Mid-1942.	Number.	Per cent.
Men	628,000	528,000	- 95,000	- 15.2
Women	948,000	978,000	+ 30,000	+ 3.2
Total	1,571,000	1,506,000	- 65,000	- 4.1

85. The increase in the number of women is accounted for entirely by commerce, banking, insurance and finance and professional services. In the former a substantial withdrawal of men since mid-1939, equivalent to about 50 per cent. of the total male labour force, has been partly counter-balanced by the intake of women. This continued up to June 1942. In professional services the increase in the number of women is accounted for largely by the intake of women into hospital service. This intake also continued up to June 1942. There have been substantial reductions among both men and women in the other services included in the group—entertainments, hotels, public-houses, restaurants, &c., laundries and cleaning.

86. The increases and decreases among men and women in the three years 1939 to 1942 and in the year ended mid-1942 in each of the services included in the group are given in the following Table:—

Service.	Numbers at mid-1942.	Increase (+)	Decrease (-)
		Mid-1939 to mid-1942.	Mid-1941 to mid-1942.
Commerce, banking, insurance and finance—			
Men	162,000	- 158,000	- 51,000
Women	162,000	+ 60,000	+ 16,000
Professions—			
Men	130,000	- 70,000	- 20,000
Women	246,000	+ 46,000	+ 21,000
Entertainments—			
Men	53,000	- 72,000	- 11,000
Women	57,000	+ 18,000	...
Hotels, &c.—			
Men	149,000	- 171,000	- 13,000
Women	361,000	- 66,000	- 3,000
Laundries and cleaning—			
Men	34,000	- 21,000	...
Women	152,000	- 18,000	- 4,000
Total—			
Men	528,000	- 492,000	- 95,000
Women	978,000	+ 4,000	+ 30,000

87. The percentage increases and decreases in the numbers of men and women in each service during the three years 1939 to 1942 have been as follows:—

	Men.	Women.
	Per cent.	Per cent.
Commerce, banking, insurance and finance	- 49.4	- 27.0
Professions	- 35.0	+ 23.0
Entertainments	- 57.6	- 24.0
Hotels, &c.... ..	- 53.4	- 15.5
Laundries and cleaning	- 38.2	- 10.6
Total	- 48.2	+ 0.4

88. *Men 14-64.*—The following table gives a broad age analysis of the 528,000 men aged 14-64 in the group at mid-1942:—

Age group.	Number.	Per cent. of Total.
14-17	55,000	10.4
18-40	157,000	29.8
41-64	316,000	59.8
Total	528,000	100.0

89. It is estimated that the group included about 76,800 men aged 18½–42½ who were medically fit for service with the Forces. This is 2·8 per cent. of the total number of fit men of those ages in all industries, and 14·5 per cent. of the total number of men aged 14–64 in the group.

90. The number of fit men aged 18½–42½ in each of the component services, with the percentage of all men 14–64 represented by this number, are as follows:—

	Number.	Per cent. of all men 14–64.
Commerce, banking, insurance and finance	18,100	11·2
Professions	41,700	32·0
Entertainments	8,500	15·9
Hotels, &c.	3,700	2·4
Laundries and cleaning	4,800	14·2
	76,800	14·5

The high percentage in the professions is largely accounted for by the retention in civil life of doctors, dentists and other professional men. The estimated number of fit men in hotel, restaurant, &c., service has been obtained by applying to the total reserved and deferred in that service the average percentage of rejection in each age group for all industries combined. It is possible that these rates may be too low in relation to hotel, &c., service. If that is the case, the number of fit men actually left in that service is less than the figure given above.

91. *Women 14–59.*—Women aged 14–59 now represent 65 per cent. of the labour force in the group, as compared with 60·3 per cent. at mid-1939.

92. The total of 978,000 women aged 14–59 in the group at mid-1942 is split up as follows:—

	Number.	Per cent.
Single	618,000	63·2
Married or widowed	360,000	36·8
Total	978,000	100·0

93. About 315,000, or rather more than half the total number of single women, are in commerce, banking, insurance and finance and professional services. About 210,000 are in entertainments, hotels, restaurants, &c., and about 93,000 in laundries and cleaning.

94. An approximate age analysis of the 978,000 women aged 14–59 at mid-1942 is shown by the following table:—

Age group.	Number.	Per cent. of total.
14–17	111,000	11·4
18–40	554,000	56·6
41–59	313,000	32·0
Total	978,000	100·0

VII.—Numbers of Fit Men of Military Age in Civil Employment.

95. Table 6 in Appendix I shows the estimated numbers of fit men of military age in various industry groups at mid-1942. Table 6A shows the numbers reserved and deferred at the 7th September, 1942, after taking out the men available for enlistment in the Forces under existing arrangements.

96. Table 6 shows that at mid-1942 there were approximately 2,910,500 fit men of military age (18½–42½ at 31st December, 1942) in civilian employment (of whom 129,000 were in Civil Defence Services). This total included 504,210 men who were either available for enlistment or had been released from the Forces for industry. The remaining 2,406,290 were reserved or deferred at the 7th September, 1942, and they represent the field for consideration in connection with the supply of additional men for the Forces. The total of 2,406,290 included 876,320 who were below 31 years of age and 1,529,970 31 years of age and over.

97. Of the 876,320 young (i.e. 18½-30) fit men, 78,830 were in the "less essential" industries, 335,630 in the "essential" industries other than munitions, 441,860 in munitions, and 20,000 in Civil Defence.

98. Of the 78,830 young fit men in "less essential" industries, 24,070 were in building and civil engineering, 27,800 in the manufacturing industries (textiles, clothing, printing, pottery, &c.), only 12,390 in the distributive trades (mainly managers, butchers, &c.), 11,890 in the professions and 2,680 in commerce, banking, insurance and finance, entertainments, hotels, laundries, and cleaning. Of the 335,630 young fit men in the "essential" industries other than munitions, 267,950 were in mining and agriculture, 45,020 in transport, gas, water, and electricity, and the food and drink trades, and 22,660 in National and Local Government Service (excluding Civil Defence).

99. Of the 1,529,970 fit men of military age (i.e., up to 42½ at the 31st December, 1942) 31 years of age and over, 334,240 were in the "less essential" industries, 582,260 in the "essential" industries other than munitions, 504,470 in munitions, and 109,000 in Civil Defence.

100. Of the 334,240 fit men of military age 31 and over, in the less essential industries, 103,800 were in building and civil engineering, 107,940 in the manufacturing industries, 80,910 in the distributive trades, 19,680 in the professions, and 21,910 in commerce, banking, insurance and finance, entertainments, hotels, laundries and cleaning. Of the 582,260 in the "essential" industries other than munitions, 287,080 were in mining and agriculture, 208,390 in transport, gas, water and electricity, and the food and drink trades, and 86,790 in National and Local Government Service (other than Civil Defence).

VIII.—Women.

101. At mid-1942 there were 15,710,000 women aged 14-59 in the Civil Population. Of these 8,397,000 or 53·4 per cent. were in the age classes 18-40. The great bulk of the mobile women in the country are in this group.

The following table gives an approximate age analysis of the group 14-59, distinguishing separately single women and married women without children under 14 living with them:—

*Women aged 14-59 in the civil population of Great Britain—Mid-1942.
Analysis according to age and marital state.*

Age group.	Single.	Married and Widows.		Total, Married and Widows.	Grand Total.
		Without children under 14 living with them.	With children under 14 living with them.		
14-17 ...	1,368,000	(say) 3,000	(say) 2,000	5,000	1,373,000
18-20 ...	918,000	85,000	35,000	120,000	1,038,000
21-30 ...	1,354,000	900,000	1,315,000	2,215,000	3,569,000
31-40 ...	720,000	700,000	2,370,000	3,070,000	3,790,000
18-40 ...	2,992,000	1,685,000	3,720,000	5,405,000	8,397,000
41-59 ...	1,040,000	2,000,000	2,900,000	4,900,000	5,940,000
Total—					
14-59 ...	5,400,000	3,688,000	6,622,000	10,310,000	15,710,000

[NOTE.—The information available on which to base these estimates is incomplete. The figures may, therefore, be subject to a considerable margin of error.]

102. It is estimated that about 4,175,000 of the single women and 2,491,000 of the married women and widows are in industry. Of the latter figure probably about 622,000 or 25 per cent. have children under 14 living with them. Of the 7,819,000 "unoccupied" married women and widows probably about 6,000,000 have children under 14 living with them.

103. The table above shows that of the 8,397,000 women aged 18-40 about 2,992,000 or 35·6 per cent. were single, and 1,685,000 or 20·1 per cent. were married women without children under 14 living with them, making a total of 4,677,000 or 55·7 per cent.

104. At mid-1942 there were approximately 6,666,000 women aged 14-59 in industry; of these 4,346,000 were in the age group 18-40. The following table shows the estimated distribution of the 4,346,000 women aged 18-40 in industry distinguishing separately single women from married and widowed:—

Women aged 18-40 in industry.

Industry Group.	Single.	Married and Widowed.	Total.
Munitions	785,000	569,000	1,354,000
Other essential industries	725,000	358,000	1,083,000
Less essential industries—			
Manufactures	412,000	355,000	767,000
Building and civil engineering	10,700	9,300	20,000
Distribution	335,000	233,000	568,000
Other services	350,000	204,000	554,000
Total less essential industries	1,107,700	801,300	1,909,000
Grand total	2,617,700	1,728,300	4,346,000

105. About 30 per cent. of the single women aged 18-40 and a third of the married women and widows were in the munitions industries. About 58 per cent. of the single women and 54 per cent. of the married and widows were in munitions and other essential industries. If the less essential manufactures are added the proportions rise to 74 per cent. The number of single women aged 18-40 outside munitions, other essential industries, and less essential manufactures was about 695,000. It is estimated that about 500,000 of these are aged 18-30. The number of married women and widows in the same group was 448,000. The balance of 374,300 single women aged 18-40 not in industry will include some 60,000 in Civil Defence, also private domestic servants and "unoccupied" women. Of the 725,000 single women aged 18-40 in the other essential industries, 430,000 were in National and Local Government Service (excluding Civil Defence).

PART II.

I.—Estimated Requirements for Man-Power.

(A) Armed Forces.

Estimated Requirements for Men.

106. The following table gives the *authorised* demands for the period July to December, 1942. Complements in respect of the period January to June, 1943, have not yet been authorised. Assuming the same basis as for July to December, 1942, the demands for the year amount to:—

Service.	July to December, 1942.	January to June, 1943.	Total.
Royal Navy	55,000	55,000	110,000
Army ⁽¹⁾	144,000	144,000	288,000
Royal Air Force	63,000	63,000	126,000
Total	262,000	262,000	524,000

107. Large additional requirements have been put forward by the Service Departments. The total of 524,000 above must therefore be regarded as a *minimum*. The *maximum* requirements are set out in the following table:—

Service.	July to December, 1942.	January to June, 1943.	Total.
Royal Navy	77,000	85,000	162,000
Army ⁽¹⁾	198,000	252,000	450,000
Royal Air Force	183,000	88,000	271,000
Total	458,000	425,000	883,000

108. The limits of requirements for the men for the Armed Forces are therefore 524,000 to 883,000 or 564,000 to 923,000 including Army Service tradesmen.

⁽¹⁾ Tradesmen of the classes which are retained in industry if not required in their corresponding Army Service Trades (some 40,000) have been excluded.

Estimated Requirements for Women.

109. The following table gives the authorised demands for the period July to December, 1942. The intake complements for January to June, 1943, have not yet been authorised, and it is only possible to insert a general estimate for the Services as a whole; in view of the fact that the Women's Services will be approaching their full strength, it has been assumed that fewer will have to be recruited in this period and a tentative figure of 75,000 has been inserted in the table:—

Service.	July to December, 1942.	January to June, 1943.	Total.
W.R.N.S.	5,000	75,000	197,000
A.T.S.	70,000		
W.A.A.F.	47,000		
All Services	122,000	75,000	197,000

110. Additional demands for the six months ending December, 1942, have been put forward by the Admiralty and the Air Ministry; if authorised they will increase the W.R.N.S. by 10,000 and the W.A.A.F. by 8,000, making a total increase of 18,000. The total number required for the twelve months ending June, 1943, will then be 215,000.

111. *The limits of requirements for women for the Women's Auxiliary Services are, therefore, 197,000 to 215,000.*

*(B) Civil Defence.**Release of Men and Women.*

112. The Civil Defence and Police Services are being reduced and there are no demands for men. At the 1st July, 1942, these Services included 311,000 men and 80,000 women. A reduction in the personnel was approved early in 1942, and the number due to be released after the 30th June, 1942, was about 37,000 (29,000 men and 8,000 women), including 5,000 from the National Fire Service.

(It is being found difficult to place some of the released men and women in industry, and probably not more than 20,000 men and 4,000 women will be available from this source.)

Estimated Requirements for Women.

113. Women substitutes are required to replace some of the men released and the estimated number required is approximately 13,000.

(C) Industry and Various Services.

114. Table 7 in Appendix II gives estimates of the net increase required on Government work in the shipbuilding and ship-repairing; non-ferrous metals; engineering, aircraft, allied metal goods; chemicals, explosives, oils, &c., industries.

115. Some increases will also be required in certain other industries such as metal ore mining, the cotton industry and railway service.

116. The estimated increases required by December 1942 and June 1943, in the numbers on Government work in the munitions industries, are as follows:—

	Operatives.	Administrative, technical and clerical.	Total.
July–December 1942—			
Men	114,500	8,500	123,000
Women	232,000	14,000	246,000
Total	346,500	22,500	369,000
January–June 1943—			
Men	63,500	4,500	68,000
Women	119,500	7,000	126,500
Total	183,000	11,500	194,500
July 1942–June 1943—			
Men	178,000	13,000	191,000
Women	351,500	21,000	372,500
Total	529,500	34,000	563,500

117. The total of 563,500 men and women required for the munitions industries is divided between the Supply Departments as follows:—

	Men.	Women.	Total.
Admiralty (provisional figures)	42,500	42,000	84,500
Ministry of Supply	60,000	127,000	187,000
M.A.P.	88,500	203,500	292,000
Total	191,000	372,500	563,500

The Regional distribution of these requirements is given in Appendix II, Table 8.

118. In addition iron ore mining, limestone quarrying, the gas industry, timber production and cotton require an additional 9,000 men. Also the following requirements are likely to arise for women:—

Civil Defence	13,000
Nursing, &c. services	32,000
Women's Land Army	37,000
Railways	12,000
Cotton	7,000
Other Services	8,500
Total	109,500

119. The total net requirements of industry and certain civilian services thus amount to about 200,000 men and 482,000 women. (80,000 men are to be recruited from munitions for the Forces under existing arrangements. It is assumed that 30,000 of these can be replaced by women. The total number of men required for industry is thus 250,000 and the total number of women is 512,000.)

(D)—*Summary of Estimated Requirements.*

120. The estimated requirements of the Armed Forces, Civil Defence and Industry for the period July 1942 to June 1943 can be summarised as follows:—

	Men.		Women.	
	Minimum.	Maximum.	Minimum.	Maximum.
Armed Forces (excluding Army Service tradesmen)	524,000	883,000	197,000	215,000
Civil Defence ... ..	...	...	13,000	13,000
Industry	200,000	200,000	469,000	469,000
Total	724,000	1,083,000	679,000	697,000

121. This shows that between 724,000 and 1,083,000 men and between 679,000 and 697,000 women are estimated to be required, making a grand total of between 1,403,000 and 1,780,000 men and women, or between 1,443,000 and 1,820,000 including Army Service tradesmen.

II.—Estimated Supply of Man-Power.

(A)—*Supply under Existing Arrangements.*

Available Supply of Men for Armed Forces.

122. Under existing arrangements, the estimated resources to meet the demands of the Forces amount to 270,000 for the 6 months ending the

31st December, 1942, and 415,000 for the 12 months ending 30th June, 1943, made up as follows:—

Six months ending 31st December, 1942—

Balance of men available for posting at the	
1st July, 1942	75,000
Individual deferment scheme and other resources ...	100,000
First half of 1924 class	95,000
Total	270,000

Twelve months ending the 30th June, 1943—

Balance of men available for posting at the	
1st July, 1942	75,000
Individual deferment scheme and other resources	150,000
1924 class	190,000
Total	415,000

123. Of the estimated supply of 415,000 for the 12 months ending June 1943, 80,000 (who must be replaced) are estimated to come out of munitions, 100,000 out of the other essential industries, and 235,000 out of the less essential industries.

Available Supply of Men for Munitions and other Industries and Services.

124. The supply of men for munitions, &c., can only be obtained from the four following sources:—

- (1) wastage from the Armed Forces;
- (2) recruitment from overseas, including Eire;
- (3) Italian prisoners;
- (4) transfer from other industries and services.

125. *Wastage from the Armed Forces.*—This amounts to about 94,000 in a year. All of these are not available for war work, as many of them are unfit, but so far as possible they are directed into munitions and other vital war work on discharge. The number obtained in this way for munitions in the year ending mid-1943 is not likely to exceed 65,000. One difficulty has not yet been overcome. Under the National Service Acts men called up to the Forces have the right on discharge to reinstatement in their previous job, and it is therefore not possible to direct men who wish to exercise this right into war work. This difficulty could be surmounted by making a Defence Regulation postponing the exercise of the right to reinstatement.

126. *Recruitment from Overseas, including Eire.*—Recruitment from overseas is negligible and must remain so in view of the shipping position. As regards Eire, recruitment has been proceeding at the rate of about 25,000 a year net. It is estimated that for the year ending June 1943 there will be an accession to the labour force in this country of 30,000 from this source.

127. *Italian Prisoners.*—The additional number of Italian prisoners available for the work covered by this memorandum is not likely to exceed 5,000.

128. *Transfer from other Industries and Services.*—The transferring of men from work of less importance to vital war work is a continuous process. The source from which the men are being obtained is the "less essential" group of industries. This includes the building trade, which, it is anticipated, will be falling off substantially in 1943; it is difficult to estimate the number that will be available for transfer to munitions and other vital war work, but it may be somewhere about 50,000 out of the total of 890,000 men in the industry. The other "less essential" industries will also be supplying a flow of men transferred to munitions and other vital war work. Men have so far been registered under the Registration for Employment Order up to age 50 and are being interviewed and transferred. It is considered that it should be possible to obtain about 80,000 men out of the total of 2½ million men in these industries for transfer to munitions. It is also expected that about 20,000 will be obtained from Civil Defence (see paragraph 112).

129. The above sources of supply under existing arrangements would appear to produce a net 200,000 men for the year ending June 1943, as follows:—

Wastage from Forces say	65,000
Recruitment from overseas	30,000
Italian prisoners	5,000
Transfer from Civil Defence	20,000
Transfer from building trade	50,000
Transfer from other less essential industries	80,000
Total	250,000
Replacement of men recruited from munitions for the Forces	50,000 ^(*)
Net balance for munitions and other vital industries	200,000

Summary of Supply Position of Men for Forces and Munitions.

130. The existing sources of supply of men are estimated to produce for for the year ending June 1943:—

For the Forces:—

From Munitions	80,000
From other essential industries	100,000
From less essential industries	235,000
Total	415,000

For Munitions, &c.

From less essential industries	130,000
From Civil Defence	20,000
Wastage from Forces	65,000
Eire and Italian prisoners	35,000
Total	250,000
Less replacement of men recruited from munitions for Forces	50,000
Net increase	200,000

Deficiency in Supply of Men for Forces and Munitions.

131. *Armed Forces.*—The deficiency in the supply of men to meet the demands of the Forces is set out in the following tables:—

Six months July to December 1942.

	Royal Navy.	Army (non-tradesmen).	R.A.F.	Total.
Resources	63,000	129,000	78,000 ^(*)	270,000
Minimum demands of Forces	55,000	144,000	63,000	262,000
Surplus or deficiency	+ 8,000	- 15,000	+ 15,000	+ 8,000
Maximum demands of Forces	77,000	198,000	183,000	458,000
Surplus or deficiency	- 14,000	- 69,000	- 105,000	- 188,000

Twelve months ending June 1943.

	Royal Navy.	Army (non-tradesmen).	R.A.F.	Total.
Resources	95,000	200,000	120,000 ^(*)	415,000
Minimum demands of Forces	110,000	288,000	126,000	524,000
Surplus or deficiency	- 15,000	- 88,000	- 6,000	- 109,000
Maximum demands of Forces	162,000	450,000	271,000	883,000
Surplus or deficiency	- 67,000	- 250,000	- 151,000	- 468,000

^(*) It has been assumed that 30,000 men recruited for the Forces would be replaced by women.

^(*) There were, in addition, on 1st July, 47,500 men on the R.A.F. deferred service list who remain in civil life until called into training.

MA 17 7188



Handwritten scribbles or faint text, possibly including the word "January".

Grace:

Will you give this to the
President?. It worries me a bit.

JHR

If the R.A.F. deferred service men were used to meet the R.A.F. deficiency, the total minimum deficiency would be 103,000 and the maximum 420,500.

132. These tables show that the position up to the 31st December, 1942, is as follows:—

Navy.—The minimum requirement can be met from existing resources, but there will be a deficit of 14,000 on the maximum requirement.

Army.—There will be a deficit of 15,000 on the minimum requirement and of 69,000 on the maximum requirement.

R.A.F.—The minimum requirement can be met, but there will be a deficit of 105,000 on the maximum requirement. This deficit would be reduced to 57,500 if the deferred service list were drained completely.

133. The position up to the 30th June, 1943, is as follows:—

Navy.—There will be a deficit of 15,000 on the minimum requirement and of 67,000 on the maximum requirement.

Army.—There will be a deficit of 88,000 on the minimum requirement and of 250,000 on the maximum requirement.

R.A.F.—There will be a deficit of 6,000 on the minimum requirement and of 151,000 on the maximum requirement. The latter would be reduced to 103,500 if the deferred service list were completely drained.

134. *Munitions.*—Leaving out of account the possible withdrawal of men from munitions to meet the additional demands for the Forces it is anticipated that existing resources should be sufficient to meet the estimated requirements of men for munitions and other industries for the year.

Available Supply of Women for Women's Auxiliary Services.

135. The number of women that can be called up to the Women's Auxiliary Services under the National Service Acts is limited by three factors:—

- (1) the Acts only apply to single women;
- (2) women called up under the Acts are given the option of going into the Services or into Industry; and
- (3) very large numbers of single women have already been directed into vital war work under the Registration for Employment Order procedure.

136. It is estimated that 40,000 women will become available under the National Service Acts for posting to Women's Services during the period July to December 1942. As regards the requirements for January to June 1943, it will be possible under existing arrangements to call-up under the National Service Acts only a relatively small number of women from the second half of the 1922 class and of women in other age classes who may still remain available to be called up.

These will probably not amount to more than 10,000.

137. The Women's Services consist mainly of volunteers. For the three months July to September 1942, about 33,000 volunteers were recruited, while about 17,000 women were called up under the National Service Act. If this rate of volunteering were maintained it would be possible to meet substantially the requirements of the Women's Services to December 1942—otherwise under existing arrangements the demands will not be met. The rate of volunteering has, however, been falling off and it is estimated that a total of 90,000 volunteers for the year is probably the maximum that can be obtained.

138. *The estimated supply of women for the Women's Services for the year ending 30th June, 1943, is therefore 140,000.*

139. Of this total of 140,000 women, it is estimated that 12,000 will be obtained from munitions,⁽¹⁰⁾ 16,000 from the other essential industries, 62,000 from the less essential industries and 50,000 from the "unoccupied" including private domestic servants.

⁽¹⁰⁾ This will be counterbalanced, so far as the requirements of the munitions industries are concerned, by the transfer to munitions of 12,000 women discharged from the Women's Auxiliary Services.

Available Supply of Women for Munitions and other Industries and Services.

140. The supply of women for munitions, &c., can only be obtained from the following two sources :—

- (1) wastage from the Women's Auxiliary Services;
- (2) transfer from work of less importance and transfers from the "unoccupied" classes.

141. *Wastage from the Women's Auxiliary Services.*—This amounts to about 30,000 in a year. Probably not more than 12,000 of these are available for war work within a short period as many of them are unfit. Those suitable are directed to war work.

142. *Transfer from work of less importance.*—The transfer of women from less important work to vital war work is continuing at a rapid rate. During the year ended 30th June, 1942, the net decrease of women in the less essential industries was 231,000. This is, however, a process which cannot be carried much further without a substantial curtailment of civilian services and amenities.

143. *Registration of Women under the Registration for Employment Order.*—By the 5th October, 1942, women born in the years 1897 to 1923 had been registered under the Registration for Employment Order, the total number registered having reached about 8,640,000. The majority of the women registered are not available for recruitment to the Women's Services or for employment in industry, being either in war work already or married women with domestic responsibilities.

144. By the 5th September, 1942, out of 8,100,000 women registered, approximately 2 million had been interviewed by Local Officers of the Ministry of Labour and National Service and about 484,000 remained to be interviewed.

145. Of the total of 2 million women interviewed 923,000 had been placed or had found work in industry or had been recruited for the Women's Services (including those recruited compulsorily under the National Service Acts). In addition 106,000 women had been classified as suitable for transfer but had not been transferred. This makes a total of 1,029,000 women enlisted, placed or waiting to be placed or enlisted.

146. At the 5th September the number remaining to be interviewed out of the 1899 to 1923 classes was, as stated above, about 484,000. The numbers available for interview from the 1897 and 1898 classes will probably not exceed 76,000, making the total remaining to be interviewed from all classes due to be registered under the existing arrangements about 560,000.

147. *Assuming that the yield from these older classes will be slightly less than the average yield from the 2 million already interviewed, it should amount to about 275,000 and this number, with the 106,400 from the earlier registrations who were awaiting placing at the 5th September, should give a total of about 380,000 women for employment in industry and services or enlistment in the Women's Services.*

148. It is estimated that of the 380,000, about 332,000 will be available for industry and services other than the Women's Auxiliary Services. Of the 332,000 a considerable proportion will be immobile and not available for transfer to munitions, and it is estimated that it will not be possible to place more than about 182,000 directly into munitions and other vital services.

149. It is necessary also to take into account the numbers transferred to industry and services from the 1st July to the 5th September, 1942, in order to assess the numbers available for the year July 1942 to June 1943. These amounted to 187,000, of whom 117,000 went into munitions and other services.

150. A special comb-out of women in the 1920, 1921 and the first half of the 1922 age-classes is taking place, from which it is expected to obtain 30,000 of the 50,000 women to be called up under the National Service Acts. As women are given the option of going into industry instead of being called up for the Services, this comb-out should also produce about 30,000 women for munitions or other vital war work.

151. In addition women above and below registration ages are placed in war work from the "unoccupied" classes and from less essential industries. For the year ending June 1943 these may amount to some 20,000.

152. The above sources of supply under existing arrangements would appear to produce about 385,000 women for industry and services for the year ending the 30th June, 1943, as follows:—

Wastage from Women's Services	12,000
Numbers transferred from the 1st July to the 5th September, 1942	117,000
Transfer under Registration for Employment Order—the 5th September, 1942, onwards	182,000
Transfer from Civil Defence (see paragraph 112) ...	4,000
Comb-out of 1920, 1921 and first half of 1922 classes	30,000
Women above and below registration ages	20,000
Total	385,000
Replacement of men recruited from munitions for the Forces	30,000
Net balance for munitions and other vital services ...	335,000

Summary of Supply Position of Women for the Women's Services and Munitions and other Industries and Services.

153. The existing sources of supply would appear to produce about 505,000 women for the Women's Services and for munitions and other industries and services as follows:—

Women's Auxiliary Services	140,000
Munitions and other industries and services ...	365,000
Total	505,000

154. Of the total of 505,000 women it is estimated that 12,000 should be obtained from munitions (to be counter-balanced by 12,000 transferred to munitions upon discharge from the Forces) 30,000 from the essential industries and services other than munitions, 333,000 from the less essential industries and 130,000 from the "unoccupied."

Deficiency in Supply of Women for Women's Services and Munitions.

155. *Women's Auxiliary Services.*—The deficiency in the supply of women to meet the demands of the Women's Auxiliary Services for the year ending the 30th June, 1943, is as follows:—

	<i>Minimum.</i>	<i>Maximum.</i>
Estimated requirements	197,000	215,000
Estimated supply	140,000	140,000
Deficiency	57,000	75,000

The deficiency thus lies between 57,000 and 75,000.

156. The deficiency in the supply of women to meet the estimated requirements of munitions and other industries and services is as follows:—

Estimated requirements	482,000
Estimated net supply	335,000
Deficiency	147,000

There is thus a total deficiency of between 204,000 and 222,000.

(B) Additional Supply of Man-Power to meet the Deficiencies in Supplies for the Forces and Munitions and other Industries and Services.

157. The general field from which man-power can be obtained for the Forces is restricted by the range of age classes that can be called up and by the fact that, within that range, men and women must reach a minimum standard of fitness.

158. The field from which men can be obtained can be extended by lowering the call-up age from 18½ to 18 and/or increasing the age beyond 41 (42½ at the 31st December, 1942). Any men obtained by these means must, of course, come from industry or the "unoccupied" classes.

159. *Lowering of call-up age of men from 18½ to 18.*—Under existing procedure, if the first quarter of the 1925 class were proclaimed in April, this would bring within the period up to the 30th June, 1943, an additional 35,000. If, however, the National Service Acts were amended to enable boys to be registered and medically examined *before* reaching the age of 18, so that they could be called up immediately they reach 18, this figure could be increased to 70,000.

160. *Increase in call-up of men above 41.*—If the call-up age were raised to 46 (i.e., 47½ at the 31st December, 1942) it is estimated that the additional number becoming available would be about 50,000. This number is small, due to the rate of medical rejection being much higher in these age classes and the proportion reserved and deferred being necessarily large. The Army do not want men in these higher age-groups. The R.A.F. are taking men up to 50 for sedentary duties, but they are obtaining them by voluntary recruiting.

161. Paragraph 130 above shows the numbers of men that will be withdrawn from the munitions industries, other essential industries, and the less essential industries to provide the supply of 415,000 that can be made available under existing arrangements. Paragraph 131 shows that, after these men have been withdrawn for the Forces, there will still remain a minimum deficiency at the end of June, 1943, of 109,000, and a maximum deficiency of 468,000. If the R.A.F. deferred list were drawn upon to meet the R.A.F. deficiencies these deficiencies would be reduced to 103,000 and 420,500 respectively. *The question is what further numbers of men and women can be obtained from industry to meet these deficiencies, and, if the deficiencies are to be met, what will be the effect on the industries concerned?*

162. It is not possible to estimate the numbers that can be obtained from the various industries without a detailed consideration of the position of each industry and the extent to which concentration, or further concentration, can be effected with its consequential additional restrictions on civilian amenities and standards.

163. It should, however, be possible to withdraw sufficient men aged 18½ to 42½ from building and civil engineering to meet the *minimum* deficiency.

164. As regards the maximum deficiency, the governing factor is that the number of fit men of military age that can be taken from the "less essential" and the "essential" industries other than munitions represent only a fraction of that deficiency and that, *consequently, the full demands for the Forces cannot be met without withdrawing men from the munitions industries.*

165. The last three columns of Table 6 in Appendix I show approximately the industrial distribution of the fit men of military age *available as the field from which (apart from the extensions referred to in paragraphs 159 and 160 above) the deficiencies must be made good.*

166. The numbers of such fit men aged 18½ to 30 and 31 to 42½ in each of the four main sections of the "less essential" industries group are approximately as follows:—

	18½-30.	31-42½.
Building and civil engineering	24,070	103,800
Distribution	12,390	80,910
Manufactures	27,800	107,940
Miscellaneous Services (Commerce, banking, insurance, &c., professions, entertainments, hotels, and laundries)	14,570	41,590
Total	78,830	334,240

167. *Building and Civil Engineering.*—In view of the anticipated reduction of the industry, it should be possible to take for the forces most of the fit men now in the industry. If 90 per cent. were called up this would produce a total of 115,000, of whom 22,000 would be under 31 and 93,000 would be 31 and over. This supply would be sufficient to meet the minimum deficiency of 109,000. This would make the total withdrawal from the building and civil engineering industries for the Forces from mid-1942 about 150,000. If 50,000 men were transferred to munitions the industry would still be left with a total male labour force of about 690,000 (including about 560,000 insured men aged 16-64). This 200,000 would not require to be replaced.

168. *Distributive Trades.*—Out of a total male labour force at mid-1942 of 1,161,000 in the distributive trades, only 93,300 fit men of military age remained available for consideration in connection with the Armed Forces deficiencies, and these consisted almost entirely of key-men, such as managers, butchers, &c. Only 12,390 were under 31 years of age. It is obviously not possible to obtain more than a small further contribution from these trades.

169. *Manufactures.*—These include the cotton, wool, hosiery, clothing, printing, pottery and other concentrated industries, most of which have had their labour force reduced to a minimum. Out of their total male labour force of 1,056,000 at mid-1942, only 135,740 fit men of military age were available for consideration in connection with the Armed Forces deficiencies. These are all skilled men, many of whom are employed in the maintenance of machinery or as production key-men. It is unlikely that the numbers of such men could be reduced still further by any appreciable figure.

170. *Miscellaneous Services.*—Out of the total of 56,150 fit men of military age in the field for consideration in connection with the Armed Forces deficiencies, 31,570, or more than half, are in the professions and 15,230, or over one-quarter, are in commerce, banking, insurance and finance. The total number in entertainments, hotel and restaurant services, laundries and cleaning only amount to 9,360, and most of these will be skilled key-workers or maintenance workers. The labour force of this group of services has already been severely reduced, and it is not considered that any appreciable further numbers can be obtained from them for the Forces.

171. *"Essential" Industries other than Munitions.*—Of this group, which includes a total of 917,890 fit men of military age available for consideration in connection with the Armed Forces deficiency, 555,030, or over 60 per cent., are in agriculture and mining and 253,410, or 27.6 per cent., are in gas, water, and electricity, transport, food, drink and tobacco. No appreciable contribution for the Forces can be obtained from these groups.

172. National and Local Government Service (excluding Civil Defence) had 109,450 fit men of military age in the field available for consideration in connection with the Armed Forces deficiency. Their total male labour force is 880,000 and they have an equal number of women. It is clear that, if the deficiency on the maximum requirement for the Forces is to be met, there must be a substantial recruitment from these two Services. If 90 per cent. of the fit men under 31 and 20 per cent. of those aged 31 and over were called up, 20,400 young men and 17,400 men aged 31 and over, or a total of 37,800, would be obtained.

173. From the foregoing it looks as if a contribution from the "less essential" industries and from "essential" industries other than munitions of not more than about 150,000 can be expected, leaving to be met a balance on the maximum deficiency of something like 270,000.

174. *Munitions Industries.*—The total number of fit men under 31 years of age available for consideration in connection with the Armed Forces deficiencies is about 442,000. In addition, there are 504,470 fit men aged 31 and over, making a total of just over 946,000.

175. If the maximum deficiency in the Forces is to be met, it would, as shown above, mean withdrawing nearly one-third of these men for the Forces, and obviously this could not be done without a very serious reduction in munitions output. The bulk of the men are skilled workers. Men with similar skill are not available from other industries to replace them. They can only be replaced by the upgrading and training of semi-skilled and unskilled workers now in the munitions industries and by further dilution, in which women will be substituted for men in the lower grades.

176. So far from being able to lose workers the munitions industries require an estimated *net* increase of 191,000 men and 372,500 women by the end of June 1943, if the approved programmes are to be carried out. The replacement by women of 270,000 men withdrawn for the Forces for general service and in addition 40,000 Army Service tradesmen, coupled with a net addition of 372,500 women, would mean a total increase in the number of women employed in munitions of nearly 700,000.

177. It has taken two years (September 1940 to September 1942) to achieve an increase of this magnitude, a period in which it was possible to obtain large numbers of mobile women from the less essential industries and the "unoccupied." It is clearly impossible in existing circumstances to achieve in *one* year anything like such an increase, so that if the maximum deficiency of men in the Forces is to be met the approved munitions programmes cannot be fulfilled. And even if the numbers could be found it is obvious that munitions production must be seriously curtailed during the period of training and transference.

Supply for the Women's Auxiliary Services.

178. The field from which women can be obtained for the Women's Services is limited not only by the range of age classes called up but also by the restriction of the National Service Acts to single women, the option of going into industry as an alternative to the Services and by the fact that very large numbers of single women have already been directed to vital war work and must be retained there if the munitions programme is to be fulfilled.

179. The narrow field from which women can be obtained for the Women's Services can be widened by lowering the call-up age from 20 to 19, by extending the call-up age from 23 to 30, by abolishing the option of going into industry, and by amending the National Service Acts to apply to married women without children. Any women obtained by these means would, of course, come out of industry or the "unoccupied" classes.

180. *Lowering of call-up age from 20 to 19.*—At present women are not called up to the Women's Services under the age of 20, although women aged 19 are regarded as mobile for the purpose of industrial transfer. If the calling-up age were lowered to 19 it is estimated that from the 1923 age-class (under the conditions governing the call-up from the present conscribed classes) 20,000 women could be obtained for the Women's Services during the period January to June 1943.

181. *Extension of call-up to higher age-classes.*—The age-classes 1918, 1919, 1920, 1921 and the first half of 1922 have so far been called up. The extension of the call-up to the age-classes 1917 to 1912, *i.e.*, up to 30 years of age, would yield about 15,000. This is a measure which has always been anticipated and already announced.

182. *Abolition of the Option to go into industry.*—At present women called up under the National Service Acts are given the option of going into the Women's Services or into industry. About one-third opt for the Services, one-third for industry and one-third express no preference. Those who express no preference are directed into industry in those areas where women labour is in short supply and are called up for the Services in other areas. The abolition of the option would have a serious effect on the supply of mobile women for industry—already acutely short.

183. *Application of the National Service Acts to married women without children.*—This is one of the matters referred to in the Markham Report on the Women's Services. It is difficult to make any estimate of the number that would be produced for the Women's Services by amending the National Service Acts so as to apply to married women without children, but there can be little doubt that it would be substantial in relation to the requirements of the Services.

184. The measures outlined in paragraphs 180 to 183 would go a long way towards making good the minimum deficiency of 57,000 in the requirements of women for the Auxiliary Services.

Munitions Industries and Miscellaneous Services.

185. As shown in paragraph 119 above, the estimated numbers required for the munitions industries and for other industries and services for the year ended 30th June, 1943, are about 250,000 men and 512,000 women. As shown in paragraphs 130 and 152, the existing sources of supply are expected to produce the men required, but not more than a total of 365,000 women are likely to be produced, leaving a deficiency of 147,000. This is apart from the very large numbers of women that will be required to replace men called up for the Forces.

186. Only a small part of this deficiency can be met directly from the "unoccupied" classes since the numbers of such women who are mobile that will remain, after the recruitment already contemplated from existing sources of

supply from that class for the Women's Auxiliary Services and for munitions, will be small. The deficiency can, therefore, only be met by withdrawals from the "less essential" industries. This will involve either the further curtailment of those industries or the replacement by immobile women from the "unoccupied" classes of mobile women withdrawn.

(C) *Summary of Position.*

187. The magnitude of the problem is shown by the following summary of requirements:—

General Summary of Requirements and Supply, Mid-1942 to Mid-1943.

Men.

1. *Requirements—*

I.—*Armed Forces—*

	<i>Minimum requirements.</i>	<i>Maximum requirements.</i>
Royal Navy	110,000	162,000
Army (General Service) ⁽¹⁾ ...	288,000	450,000
Royal Air Force	126,000	271,000
Total	524,000	883,000

II.—*Civil Defence—*

There are not likely to be demands for the expansion of the full-time Civil Defence Services. It is expected that there will be a certain number of releases.

III.— <i>Industry</i>	200,000	200,000
Total requirements	724,000	1,083,000

2. *Supply—*

I.— <i>Armed Forces</i>	415,000	415,000
II.— <i>Industry</i>	200,000	200,000
Total Supply	615,000	615,000

3. <i>Deficiency—</i>	109,000	468,000
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Women—

(a) *Requirements—*

1. <i>Women's Auxiliary Services</i> ...	197,000	215,000
2. <i>Civil Defence</i>	13,000	13,000
3. <i>Munitions industries</i>	372,500	
Other Services (Nursing, Land Army, &c.)	96,500	
Total	469,000	469,000
Total	679,000	697,000

(b) *Available Supply—*

1. <i>Women's Auxiliary Services</i> ...	140,000	140,000
2. <i>Civil Defence; ...</i>		
3. <i>Munitions and other Services</i> (including part-time)	335,000	335,000
Total	475,000	475,000
Deficiency	204,000	222,000

188. After adding in the requirement of about 40,000 Army Service tradesmen, this shows that the maximum demands for the Forces, together with

⁽¹⁾ About 40,000 Army Service tradesmen are also required.

the estimated requirements for munitions and other vital industries and services, amount to a total of 1,820,000 (1,123,000 men and 697,000 women).

189. There is no appreciable reserve of "unoccupied" men upon which to draw, and in the long run, therefore, *if the present standards and amenities of the civil population are to be fully maintained*, the demands can only be met by recruitment from the "unoccupied" women. Allowing for the fact that the 200,000 men from the building and civil engineering industries would not need to be replaced and for wastage from the Forces and the supply of men from abroad, *e.g.*, Italian prisoners, this means that something like 1,500,000 women would have to be recruited from the "unoccupied." This is nearly 80 per cent. of the number recruited from this source in the three years since the outbreak of war. This is obviously an impossible task. Those that are left are mainly immobile married women, most of whom are only available for part-time employment, and even the maximum employment of women on a part-time basis could only provide a partial solution.

190. The "less essential" industries, therefore, would have to be cut down very drastically, with the consequent substantial lowering of the standards and amenities of the civil population, but it is unlikely that it would be practicable to take sufficiently drastic steps to produce anything like the numbers required for the Forces and for the munitions and other vital industries and services.

General Conclusion.

191. From the conclusion reached in paragraph 177 and the above summary of the position it will be seen that, while it would just about be possible to meet the requirements of the Forces if they were not making increased demands and provide the labour necessary to fulfil existing munitions programme, there are not now sufficient men and women to meet all the demands of the Forces and at the same time continue the expansion of munitions production and maintain the existing standards and amenities of the civil population.

APPENDIX I.—TABLE 1.

ESTIMATED DISTRIBUTION OF MAN-POWER OF GREAT BRITAIN, 1939-42.
(Numbers in thousands.)

Males 14-64; Females 14-59:
Insured and Uninsured.

	Estimated Numbers.			Increases (+) Decreases (-).				Percentage in each category.		
	Mid-1939.	Mid-1941.	Mid-1942.	Mid-1939-Mid-1942.		Mid-1941-Mid-1942.		Mid-1939.	Mid-1941.	Mid-1942.
				Number.	Per Cent.	Number.	Per Cent.			
Fighting Services	480	3,375	4,104	+ 3,624	+ 755.0	+ 729	+ 21.6	1.5	10.6	12.9
Civil Defence	80	389	391	+ 311	+ 388.8	+ 2	+ 0.5	0.3	1.2	1.2
Sub-Total	560	3,764	4,495	+ 3,935	+ 702.7	+ 731	+ 19.4	1.8	11.8	14.1
<i>Industry—</i>										
Munitions	8,301	4,286	5,105	+ 1,804	+ 54.7	+ 819	+ 19.1	10.3	18.4	16.0
<i>Essential Industries—</i>										
Agriculture, Horticulture, etc. ...	1,139	1,061	1,107	- 32	- 2.8	+ 46	+ 4.3	3.6	3.3	3.5
Mining and Quarrying	996	894	818	- 178	- 17.9	- 16	- 1.6	3.1	2.6	2.5
National Government Service ...	555	816	916	+ 361	+ 65.0	+ 100	+ 12.3	1.7	2.6	2.9
Local Government Service	900	842	844	- 56	- 6.2	+ 2	+ 0.2	2.8	2.6	2.6
Gas, Water and Electricity	257	215	221	- 36	- 14.0	+ 6	+ 2.8	0.8	0.7	0.7
Transport	1,353	1,161	1,190	- 168	- 12.0	+ 29	+ 2.5	4.2	3.6	3.7
Food, Drink and Tobacco	700	609	577	- 123	- 17.6	- 32	- 5.3	2.2	1.9	1.8
Total—Essential Industries ...	5,900	5,538	5,673	- 227	- 3.8	+ 135	+ 2.4	18.4	17.3	17.7
<i>Less Essential Industries—</i>										
Building and Civil Engineering ...	1,516	1,071	919	- 597	- 39.4	- 152	- 14.2	4.7	3.8	2.9
Distributive Trades	3,050	2,368	2,211	- 889	- 27.5	- 157	- 6.6	9.5	7.4	6.9
Textiles	1,121	918	782	- 339	- 34.7	- 186	- 20.3	3.5	2.9	2.3
Leather, Clothing, Wood and Paper	1,711	1,317	1,143	- 568	- 33.2	- 174	- 13.2	5.3	4.1	3.6
Bricks, Pottery and Glass	244	169	144	- 100	- 41.0	- 24	- 14.3	0.8	0.5	0.4
Other Manufactures	406	368	337	- 69	- 17.0	- 31	- 8.4	1.3	1.2	1.1
Commerce, Banking, Insurance and Finance	422	359	324	- 98	- 23.2	- 35	- 9.7	1.3	1.1	1.0
Professions	400	375	376	- 24	- 6.0	+ 1	+ 0.3	1.2	1.2	1.2
Other Services	1,172	837	806	- 366	- 31.2	- 31	- 3.7	3.7	2.6	2.5
Total—Less Essential Industries	10,042	7,781	6,992	- 3,050	- 30.4	- 789	- 10.1	31.3	24.3	21.9
Grand Total of above	19,803	21,369	22,265	+ 2,462	+ 12.4	+ 896	+ 4.2	61.8	66.8	69.7
Total Population	32,050	31,980	31,924	- 126	- 0.4	- 56	- 0.2	100.0	100.0	100.0

APPENDIX I.—TABLE 2.

ESTIMATED DISTRIBUTION OF MAN-POWER OF GREAT BRITAIN, 1939-42.

(Numbers in thousands.)

Males 14-64: Insured and Uninsured.

[24493]

	Estimated Numbers.			Increases (+) Decreases (-).				Percentage in each category.		
	Mid-1939.	Mid-1941.	Mid-1942.	Mid-1939-Mid-1942.		Mid-1941-Mid-1942.		Mid-1939.	Mid-1941.	Mid-1942.
				Number.	Per Cent.	Number.	Per Cent.			
Fighting Services	480	3,272	3,798	+ 3,318	+ 691.8	+ 526	+ 16.1	3.0	20.5	23.9
Civil Defence	80	380	311	+ 231	+ 288.7	- 19	- 5.8	0.5	2.1	1.9
Sub-Total	560	3,652	4,109	+ 3,549	+ 683.8	+ 507	+ 14.1	3.5	22.6	25.8
<i>Industry—</i>										
Munitions	2,769	3,170	3,325	+ 556	+ 20.1	+ 155	+ 4.9	17.3	19.9	20.9
<i>Essential Industries—</i>										
Agriculture, Horticulture, &c. ...	1,069	959	969	- 100	- 9.4	+ 10	+ 1.0	6.7	6.0	6.1
Mining and Quarrying	990	825	806	- 184	- 18.6	- 19	- 2.3	6.2	5.2	5.0
National Government Service ...	430	500	491	+ 61	+ 14.2	- 9	- 1.8	2.7	3.1	3.1
Local Government Service	570	419	389	- 181	- 31.8	- 30	- 7.2	3.5	2.6	2.4
Gas, Water and Electricity	240	190	187	- 53	- 22.1	- 3	- 1.6	1.5	1.2	1.2
Transport	1,300	1,032	1,000	- 300	- 23.1	- 32	- 3.1	8.1	6.5	6.3
Food, Drink and Tobacco	413	323	302	- 111	- 26.9	- 21	- 6.5	2.6	2.0	1.9
Total—Essential Industries ...	5,012	4,248	4,144	- 868	- 17.3	- 104	- 2.4	31.3	26.6	26.0
<i>Less Essential Industries—</i>										
Building and Civil Engineering ...	1,500	1,050	890	- 610	- 40.7	- 160	- 15.2	9.4	6.6	5.6
Distributive Trades	2,000	1,291	1,161	- 839	- 42.0	- 130	- 10.1	12.5	8.1	7.3
Textiles	446	325	262	- 184	- 41.3	- 63	- 19.4	2.8	2.0	1.7
Leather, Clothing, Wood and Paper...	910	586	515	- 395	- 43.4	- 71	- 12.1	5.7	3.7	3.2
Bricks, Pottery and Glass	181	110	92	- 89	- 49.2	- 18	- 16.3	1.1	0.7	0.6
Other Manufactures	266	208	187	- 79	- 29.7	- 21	- 10.1	1.7	1.3	1.2
Commerce, Banking, Insurance and Finance	320	213	162	- 158	- 49.4	- 51	- 23.9	2.0	1.3	1.0
Professions	200	150	130	- 70	- 35.0	- 20	- 13.3	1.2	0.9	0.8
Other Services	500	260	236	- 264	- 52.8	- 24	- 9.2	3.1	1.6	1.5
Total—Less Essential Industries ...	6,323	4,193	3,635	- 2,688	- 42.5	- 558	- 13.3	39.5	26.2	22.9
Grand Total of above	14,664	15,213	15,213	+ 549	+ 3.7	...	...	91.6	95.3	95.6
Total Population	16,010	15,960	15,908	- 102	- 0.6	- 52	- 0.3	100.0	100.0	100.0

Department of Justice
Office of the Assistant to the Attorney General
Washington

██████████ May 20, 1942

MEMORANDUM FOR THE PRESIDENT.

As I think you know, I have never been accused of being a "red baiter". However there is a situation developing which I think you should know about because of its serious implications.

McLutt, who is in charge of mobilization of man power, is about to select a General Counsel. There are a number of candidates, in none of whom I am personally interested. One of them, and the man who will very probably be selected, is a New York lawyer, at present in Governor Miller's firm, named Nathan Green. Green is a very able lawyer and experienced in labor matters. He once wrote a labor law case book with Felix Frankfurter. However, it is well known that he has followed the "party line" with complete consistency, particularly on foreign policy. That makes him at the present time a supporter of the administration's foreign policy.

I can think of no more vital spot for the American communists to control than the chief legal job in an agency which must necessarily impinge on the life of every American. I am realistic enough to know how vitally necessary Russia is to the ~~case~~ of the United Nations and have, in fact, been outraged at the performance of our own military in their relations to Russia.

But this has nothing to do with American communists or to the candidate of Lee Pressman who has sold Phil Murray a "bill of goods" on Nathan Green.

If you agree, I have prepared a confidential memorandum to McLutt.

JHR

James Howe, Jr.

APPENDIX I.—TABLE 3.

ESTIMATED DISTRIBUTION OF MAN-POWER OF GREAT BRITAIN, 1939-42.

(Numbers in thousands.)

Females 14-59: Insured and Uninsured.

	Estimated Numbers.			Increases (+) Decreases (-).				Percentage in each category.		
	Mid-1939.	Mid-1941.	Mid-1942.	Mid-1939-Mid-1942.		Mid-1941-Mid-1942.		Mid-1939.	Mid-1941.	Mid-1942.
				Number.	Per cent.	Number.	Per cent.			
Fighting Services ... ..	...	103	306	+ 306	...	+ 208	+ 197.1	...	0.6	1.9
Civil Defence ... ..	...	59	80	+ 80	...	+ 21	+ 35.6	...	0.4	0.5
Sub-total ... ..	...	162	386	+ 386	...	+ 224	+ 188.3	...	1.0	2.4
<i>Industry—</i>										
Munitions	532	1,116	1,780	+ 1,248	+ 234.6	+ 664	+ 59.5	3.3	7.0	11.1
Essential Industries—										
Agriculture, horticulture, &c. ...	70	102	138	+ 68	+ 97.1	+ 36	+ 35.3	0.4	0.6	0.9
Mining and quarrying... ..	6	9	12	+ 6	+ 100.0	+ 3	+ 33.3	...	0.1	0.1
National Government Service ...	125	316	425	+ 300	+ 240.0	+ 109	+ 34.5	0.8	2.0	2.7
Local Government Service	330	423	455	+ 125	+ 37.9	+ 32	+ 7.6	2.1	2.6	2.8
Gas, Water and Electricity	17	25	34	+ 17	+ 100.0	+ 9	+ 36.0	0.1	0.1	0.2
Transport	58	129	190	+ 137	+ 258.4	+ 61	+ 47.3	0.3	0.8	1.2
Food, Drink and Tobacco	287	286	275	- 12	- 4.2	- 11	- 3.8	1.8	1.8	1.7
Total, Essential Industries	888	1,290	1,529	+ 641	+ 72.2	+ 239	+ 18.5	5.5	8.0	9.6
Less Essential Industries—										
Building and Civil Engineering ...	16	21	29	+ 13	+ 81.5	+ 8	+ 38.1	0.1	0.1	0.2
Distributive Trades	1,050	1,077	1,050	...	...	- 27	- 2.5	6.5	6.7	6.6
Textiles	675	593	470	- 205	- 30.4	- 123	- 20.7	4.2	3.7	2.9
Leather, Clothing, Wood and Paper	801	731	628	- 173	- 21.6	- 103	- 14.1	5.0	4.6	3.9
Bricks, Pottery and Glass	63	58	52	- 11	- 17.5	- 6	- 10.3	0.4	0.4	0.3
Other Manufactures	140	160	150	+ 10	+ 7.1	- 10	- 6.3	0.9	1.0	0.9
Commerce, Banking, Insurance and Finance	102	146	162	+ 60	+ 58.8	+ 16	+ 11.0	0.6	0.9	1.0
Professions	200	225	246	+ 46	+ 23.0	+ 21	+ 9.3	1.3	1.4	1.5
Other Services... ..	672	577	570	- 102	- 15.2	- 7	- 1.2	4.2	3.6	3.6
Total, Less Essential Industries ...	3,719	3,598	3,357	- 362	- 9.7	- 231	- 6.4	23.2	22.4	20.9
Grand Total of above	5,139	6,156	7,052	+ 1,913	+ 37.2	+ 396	+ 14.6	32.0	33.4	34.0
Total Population	16,040	16,020	16,016	- 24	- 0.1	- 4	...	100.0	100.0	100.0

APPENDIX I.—TABLE 4.

INSURED PERSONS IN GREAT BRITAIN AT JULY 1942.

Provisional Analysis by Age and Industry.

Industry.	14-17.	18-40.			41-50.	51-64.	14-64.
		18-30.	31-40.	18-40.			
<i>Munitions Industries—</i>							
Chemicals, coke ovens, explosives, oils, &c. ...	17,530	41,770	75,100	116,870	84,520	74,490	298,850
Metal manufacture ...	24,370	71,970	95,210	167,180	71,860	67,280	380,190
Engineering ...	185,070	324,060	265,610	589,670	231,290	212,190	1,168,220
Motors, aircraft, &c. ...	76,050	201,360	198,250	399,610	145,090	102,090	722,840
Shipbuilding ...	22,280	57,230	60,400	117,630	47,120	46,740	238,720
Metal goods (including instruments) ...	81,080	189,410	125,240	264,050	97,500	83,200	526,430
Total—Munitions Industries	356,330	835,800	819,810	1,655,610	676,880	585,930	3,274,750
<i>Essential Industries—</i>							
Agriculture, horticulture, &c.	63,330	131,060	120,900	251,960	108,050	145,910	569,250
Mining and Quarrying ...	63,500	194,300	190,520	384,820	170,420	164,040	782,780
National Government ...	21,220	51,950	90,570	142,520	79,700	89,940	333,880
Local Government (including Civil Defence) ...	17,390	42,930	138,370	181,300	145,390	167,250	511,330
Gas, water and electricity supply ...	9,840	18,620	39,250	57,870	42,560	44,130	154,400
Transport, communications and fishing ...	53,470	138,960	168,030	306,990	144,960	136,770	642,190
Food, drink and tobacco ...	36,460	36,940	62,860	99,800	63,570	62,150	261,980
Total—Essential industries	265,210	614,760	810,500	1,425,260	754,650	810,190	3,255,310
<i>Less Essential Industries—</i>							
Building and civil engineering	80,200	144,250	197,730	341,980	163,830	209,130	795,140
Distributive trades ...	169,600	107,810	147,250	255,060	152,750	153,070	730,480
Textiles ...	30,300	23,410	53,730	77,140	61,700	76,910	246,050
Leather and leather goods ...	4,790	4,850	8,830	13,680	6,330	7,330	32,180
Clothing ...	19,840	14,450	21,950	36,400	23,210	34,610	119,060
Woodworking ...	25,570	23,240	27,850	51,090	21,250	27,850	125,760
Paper, printing, &c. ...	22,490	15,720	28,910	44,630	44,360	43,900	155,380
Bricks, &c. ...	6,030	6,490	12,750	19,240	7,510	8,930	41,710
Pottery and glass ...	7,640	6,490	13,270	19,760	8,840	8,990	45,230
Other manufactures ...	8,760	13,190	21,800	34,990	22,120	20,840	86,710
Commerce, banking, insurance and finance ...	15,550	13,720	21,940	35,660	32,250	32,990	116,450
Professional services ...	13,730	16,010	16,960	32,970	18,160	21,190	86,050
Entertainments, &c. ...	10,130	8,330	7,220	15,600	8,860	11,810	46,400
Hotels, &c. ...	8,010	8,330	11,400	19,730	21,050	34,390	83,180
Laundries and cleaning ...	7,880	3,850	7,340	11,190	4,750	5,320	29,140
Other industries and services	8,620	18,780	14,780	33,560	15,790	20,580	78,550
Total—Less Essential Industries	439,140	428,970	613,710	1,042,680	617,760	717,890	2,817,470
Grand Total—all industries and services	1,060,680	1,879,530	2,244,020	4,123,550	2,049,290	2,114,010	9,347,530

APPENDIX I.—TABLE 5.

INSURED PERSONS IN GREAT BRITAIN AT JULY 1942.
Provisional Analysis by Age and Industry.

Females.

Industry.	14-17.		18-20.		21-30.			31-40.			41-50.			51-59.			Total: 14-59.			
	S.	M. & W.	S.	Total.	M. & W.	S.	Total.	M. & W.	S.	Total.	M. & W.	S.	Total.	M. & W.	S.	Total.	M. & W.	S.	Total.	
<i>Munitions Industries—</i>																				
Chemicals, coke ovens, explosives, oils, &c. ...	26,180	3,250	50,600	53,850	53,780	79,170	132,950	48,180	23,800	71,980	30,190	10,400	40,590	9,600	7,800	17,400	145,000	197,950	342,950	
Metal manufacture ...	10,050	700	14,050	14,750	16,170	16,020	32,190	12,130	3,030	15,160	6,640	1,880	8,520	1,580	870	2,450	37,220	45,900	83,120	
Engineering ...	53,510	7,570	89,400	96,970	104,630	137,660	242,290	70,080	29,180	99,260	35,330	16,510	51,840	7,100	3,650	10,750	224,710	329,910	554,620	
Motors, aircraft, &c. ...	29,100	4,450	53,500	57,950	66,010	83,370	149,380	34,520	18,980	53,500	16,350	8,680	25,030	6,060	1,210	7,270	127,300	194,840	322,230	
Shipbuilding ...	1,590	340	1,950	2,290	2,770	2,120	4,890	3,040	930	3,970	260	1,190	1,450	660	190	790	127,300	194,840	322,230	
Metal goods (including instruments) ...	69,210	6,460	68,050	74,510	73,770	85,910	159,680	49,930	23,650	73,580	26,680	14,350	41,030	6,870	5,260	12,130	163,710	266,430	430,140	
Total—Munitions Industries...	189,640	22,770	277,550	300,320	317,130	404,250	721,380	217,880	99,570	317,450	115,450	53,010	168,460	31,870	18,920	50,790	705,100	1,042,940	1,748,040	
<i>Essential Industries—</i>																				
Agriculture, horticulture, &c. ...	15,030	780	22,850	23,630	13,530	30,330	43,860	15,850	7,140	22,990	8,250	2,680	10,930	3,340	1,300	4,730	41,750	79,420	121,170	
Mining and quarrying ...	2,960	60	2,180	2,240	1,230	2,430	3,660	1,350	480	1,830	610	280	890	270	140	410	3,520	8,470	11,990	
National Government ...	23,540	1,770	43,150	44,920	64,080	74,570	138,650	39,980	22,410	62,390	24,840	12,700	37,540	6,530	5,600	12,130	137,200	181,970	319,170	
Local Government (including Civil Defence) ...	18,730	1,190	29,550	30,740	40,950	67,280	108,230	38,930	25,180	64,110	31,890	15,610	47,500	15,780	7,220	23,000	128,740	163,570	292,310	
Gas, water and electricity supply	3,070	120	3,750	3,870	4,340	7,150	11,490	4,710	1,700	6,410	2,260	570	2,830	380	570	950	11,810	16,810	28,620	
Transport, communications and fishing ...	10,270	1,720	19,970	21,690	37,140	41,470	78,610	27,600	13,540	41,140	8,500	4,340	12,840	870	1,380	2,250	75,830	90,970	166,800	
Food, drink and tobacco ...	57,610	3,950	84,870	88,820	31,670	41,800	73,470	31,340	19,130	50,470	17,200	14,630	31,830	6,270	6,750	13,020	90,430	174,790	265,220	
Total—Essential Industries ...	131,210	9,590	156,320	165,910	192,940	265,030	457,970	159,760	89,580	249,340	93,550	50,810	144,360	33,440	23,050	56,490	489,280	716,000	1,205,280	
<i>Less Essential Industries—</i>																				
Building and civil engineering...	4,790	220	3,630	3,850	4,860	4,500	9,360	4,020	2,420	6,440	2,240	1,310	3,550	460	190	650	11,800	16,840	28,640	
Distributive trades ...	257,070	8,090	105,000	113,090	105,040	124,910	229,950	92,940	82,130	175,070	49,860	53,720	103,580	15,170	20,500	35,670	271,100	643,330	914,430	
Textiles ...	81,470	4,850	48,200	53,050	55,480	55,650	111,130	71,930	37,590	109,520	39,400	31,090	70,490	20,600	21,680	42,280	192,960	275,680	468,640	
Leather and leather goods ...	6,230	250	3,700	3,950	5,240	3,400	8,640	5,550	1,700	7,250	1,540	1,070	2,610	150	920	1,070	12,730	17,020	29,750	
Clothing ...	84,910	2,310	39,660	41,970	43,040	37,370	80,410	41,150	26,610	67,760	21,700	23,780	45,480	9,060	10,000	19,060	117,260	222,330	339,590	
Woodworking ...	9,940	440	7,180	7,620	8,360	7,620	15,980	7,470	4,180	11,650	4,480	1,950	6,430	1,050	600	1,650	21,800	31,470	53,270	
Paper, printing, &c. ...	32,740	1,220	19,500	20,720	19,590	20,780	40,370	14,900	8,700	23,600	6,380	7,540	15,920	3,020	4,020	7,040	47,110	93,280	140,390	
Bricks, &c. ...	1,360	300	1,000	1,300	1,110	1,020	2,130	1,100	300	1,400	700	200	900	200	200	200	3,410	3,880	7,290	
Pottery and glass ...	9,600	440	5,610	6,050	6,970	4,800	11,570	8,080	2,360	10,440	3,230	2,360	5,590	1,000	250	1,250	19,720	24,780	44,500	
Other manufactures ...	9,600	1,730	7,150	8,880	9,390	11,230	20,620	8,770	3,850	12,620	4,470	2,160	6,630	1,990	300	2,290	26,350	34,290	60,640	
Commerce, banking, insurance and finance ...	23,710	1,310	19,680	20,990	21,900	27,000	48,900	17,200	15,670	32,870	6,710	15,140	21,850	3,360	5,890	9,250	50,480	107,090	157,570	
Professional services ...	21,280	670	15,620	16,290	9,800	27,880	37,740	10,440	19,570	30,010	7,110	14,070	21,180	3,770	6,380	10,150	31,850	104,800	136,650	
Entertainments, &c. ...	11,580	610	6,730	7,340	8,150	5,990	14,140	6,770	4,620	11,390	3,070	2,300	5,370	1,700	1,080	2,780	20,300	32,280	52,580	
Hotels, &c. ...	25,500	2,330	18,450	20,780	20,910	38,910	59,820	34,210	27,080	61,290	33,390	22,540	55,930	19,460	12,000	31,460	110,300	144,480	254,780	
Laundries and cleaning ...	28,870	1,610	20,610	22,220	19,720	19,550	39,270	12,980	10,850	23,330	10,180	7,400	17,580	5,260	3,120	8,380	49,750	89,900	139,650	
Other industries and services ...	16,600	1,370	9,950	11,320	12,340	12,890	25,230	6,350	5,470	11,820	3,000	2,290	5,290	1,410	1,240	2,650	24,470	48,440	72,910	
Total—Less Essential Industries ...	625,230	27,750	331,670	359,420	351,960	403,300	755,260	343,860	252,600	596,460	109,460	188,920	388,380	87,660	88,170	175,830	1,010,690	1,889,890	2,900,580	
Grand Total—All Industries and Services ...	946,080	60,110	765,540	825,690	862,030	1,072,580	1,934,610	721,500	441,750	1,163,250	408,460	292,740	701,200	152,970	130,140	283,110	2,205,070	3,648,830	5,853,900	

APPENDIX I.—TABLE 6.

LABOUR FORCE AT MID-1942.

MEN FIT FOR MILITARY SERVICE AND OTHERS—INDUSTRIAL ANALYSIS.

Industry Group.		Total labour force at Mid-1942. Men 14-64, Women 14-59.	Unfit for Military service or outside age of call-up at Mid-1942.	Men.			
				Total at Mid-1942.*	Men of military age fit for service.		
					Total 18½-42½.	18½-30.	31-42½.
<i>Less Essential Industries—</i>							
Building and Civil Engineering	Men ...	890,000	725,000	165,000	127,870	24,070	103,800
	Women ...	29,000					
	Total ...	919,000					
Distribution	Men ...	1,181,000	967,000	194,000	93,300	12,300	80,910
	Women ...	1,050,000					
	Total ...	2,211,000					
Manufactures	Men ...	1,056,000	886,800	169,200	135,740	27,800	107,940
	Women ...	1,300,000					
	Total ...	2,356,000					
Services	Men ...	528,000	451,200	76,800	56,160	14,570	41,590
	Women ...	978,000					
	Total ...	1,506,000					
Total Less Essential Industries							
Men ...	3,635,000	3,030,000	605,000	413,070	78,830	334,240	
Women ...	3,357,000						
Total ...	6,992,000						
<i>Essential Industries other than Munitions—</i>							
Agriculture	Men ...	969,000	684,400	284,800	276,420	135,550	140,870
	Women ...	138,000					
	Total ...	1,107,000					
Mining	Men ...	806,000	517,200	288,800	278,610	132,400	146,210
	Women ...	12,000					
	Total ...	818,000					
National Government Service ...	Men ...	491,000	411,700	79,300	66,930	19,020	47,910
	Women ...	425,000					
	Total ...	916,000					
Local Government Service ...	Men ...	389,000	334,500	54,500	42,520	3,640	38,880
	Women ...	455,000					
	Total ...	844,000					
Gas, Water and Electricity ...	Men ...	187,000	151,800	35,200	31,640	5,610	26,030
	Women ...	34,000					
	Total ...	221,000					
Transport	Men ...	1,000,000	793,600	206,400	178,280	32,640	145,640
	Women ...	190,000					
	Total ...	1,190,000					
Food, Drink and Tobacco ...	Men ...	302,000	249,300	52,700	43,490	6,770	36,720
	Women ...	275,000					
	Total ...	577,000					
Total Essential Industries							
Men ...	4,144,000	3,142,500	1,001,500	917,890	335,630	582,260	
Women ...	1,529,000						
Total ...	5,673,000						

* See * note on next page.

APPENDIX I.—TABLE 6 (continued).

Industry Group.		Total labour force at Mid-1942. Men 14-64, Women 14-59.	Unfit for Military service or outside age of call-up at Mid-1942.	Men.			
				Total at Mid-1942.*	Men of military age fit for service.		
					Reserved and deferred at 7th September, 1942.		
				Total 18½-42½.	18½-30.	31-42½.	
Munitions	Men ...	3,325,000	2,150,000	1,175,000	946,330	441,860	504,470
	Women ...	1,780,000					
	Total ...	5,105,000					
Grand Total for Industry ...	Men ...	11,104,000	8,322,500	2,781,500*	2,277,290	866,320	1,420,970
	Women ...	6,666,000					
	Total ...	17,770,000					
Civil Defence	Men ...	311,000	182,000	129,000	129,000	20,000	109,000
Students and Private Domestic Servants	...	Not available	Not available	6,020	6,020	5,310	710

* These figures include (a) 143,000 men enlisted in July and August, 1942 ;
 (b) 231,800 men (including Army tradesmen) in the Live and Allocation Registers at 1st September, 1942 ;
 (c) 82,000 men released from the Forces for industry ; and
 (d) 47,500 men on R.A.F. deferred service list.

APPENDIX 1.—TABLE 6A.

RESERVED AND DEFERRED MEN IN MAIN INDUSTRY GROUPS.

Age Analysis of Estimated Numbers Medically Fit for Service with the Forces.

(Ages as at December 31, 1942.)

Industry Group.	18½-20.	21-30.	31-40.	41-50.	51 and under 62½.	63 and under 62½.
<i>Munitions</i>	108,040	888,820	456,580	698,890	47,940	946,880
<i>Essential Industries—</i>						
Agriculture, horticulture, &c.	32,260	103,290	127,780	263,280	13,140	276,420
Mining and quarrying ...	88,920	98,490	181,890	264,290	14,320	278,610
National Government service	3,180	15,840	41,930	80,950	5,980	66,930
Local government service (excluding civil defence) ...	610	3,030	31,580	85,220	7,800	42,520
Gas, water and electricity ...	850	4,760	22,780	28,890	3,250	31,640
Transport, communication and fishing (excluding seamen)	4,920	27,720	127,080	159,720	18,560	178,280
Food, drink and tobacco ...	670	6,100	32,460	39,280	4,260	43,490
TOTAL ESSENTIAL INDUSTRIES	76,410	259,220	515,450	851,080	66,810	917,890
<i>Less Essential Industries—</i>						
Building and civil engineering	4,400	19,670	94,920	118,990	8,880	127,870
Distribution	3,190	9,200	69,920	82,310	10,990	93,300
<i>Manufactures—</i>						
Textiles	1,040	4,380	26,540	31,960	3,760	35,720
Leather, clothing, wood, paper and printing ...	2,450	7,850	36,610	46,910	5,870	52,780
Bricks, pottery and glass ...	890	3,890	12,680	17,460	1,260	18,720
Other manufactures	850	6,450	18,800	26,100	2,420	28,520
TOTAL MANUFACTURES ...	5,230	22,570	94,630	122,430	13,310	135,740
Commerce, banking, insur- ance and finance	200	780	11,740	12,700	2,530	15,230
Professions	2,450	9,440	17,380	29,270	2,300	31,570
Entertainments, hotels, laun- dries and cleaning	390	1,380	6,460	8,180	1,180	9,360
TOTAL LESS ESSENTIAL INDUSTRIES	15,860	62,970	295,050	373,880	39,190	413,070
GRAND TOTAL FOR INDUSTRY ...	200,310	656,010	1,267,080	2,123,350	153,940	2,277,290
Civil defence	700	19,300	101,000	121,000	8,000	129,000
Students and private domestic servants	2,450	2,860	670	5,980	40	6,020

APPENDIX II.—TABLE 7.

GOVERNMENT WORK IN SHIPBUILDING AND SHIP-REPAIRING, NON-FERROUS METAL, ENGINEERING, AIRCRAFT, ALLIED METAL GOODS,
CHEMICALS, EXPLOSIVES, OILS, &C., INDUSTRIES.

Estimated Increases Required July 1942 to June 1943.

Period.	Classes of Labour.	Admiralty.*			Ministry of Supply.			Ministry of Aircraft Production.			Total.		
		Men.	Women.	Total.	Men.	Women.	Total.	Men.	Women.	Total.	Men.	Women.	Total.
July to December, 1942	Operatives ...	20,500	19,500	40,000	38,000	81,000	119,000	56,000	131,500	187,500	114,500	232,000	346,500
	Administrative and Clerical...	1,500	1,500	3,000	3,000	4,000	7,000	4,000	8,500	12,500	8,500	14,000	22,500
	Total ...	22,000	21,000	43,000	41,000	85,000	126,000	60,000	140,000	200,000	123,000	246,000	369,000
January to June, 1943...	Operatives ...	19,000	19,500	38,500	18,000	40,000	58,000	26,500	60,000	86,500	63,500	119,500	183,000
	Administrative and Clerical...	1,500	1,500	3,000	1,000	2,000	3,000	2,000	3,500	5,500	4,500	7,000	11,500
	Total ...	20,500	21,000	41,500	19,000	42,000	61,000	28,500	63,500	92,000	68,000	126,500	194,500
July, 1942, to June, 1943	Operatives ...	39,500	39,000	78,500	56,000	121,000	177,000	82,500	191,500	274,000	178,000	351,500	529,500
	Administrative and Clerical...	3,000	3,000	6,000	4,000	6,000	10,000	6,000	12,000	18,000	13,000	21,000	34,000
	Total ...	42,500	42,000	84,500	60,000	127,000	187,000	88,500	203,500	292,000	191,000	372,500	563,500

* Provisional figures.

APPENDIX II.—TABLE 8.

Estimated numbers required for the Munitions Industries: Regional Distribution.

The following Table shows the approximate distribution between the Regions of the 191,000 men and 372,500 women estimated to be required for the munitions industries up to the 30th June, 1943:—

<i>Region.</i>	<i>Men.</i>	<i>Women.</i>	<i>Total.</i>
London and South-Eastern ...	34,400	74,200	108,600
Eastern	8,600	25,000	33,600
Southern	11,000	24,100	35,100
South-Western	9,500	15,300	24,800
Midlands	40,400	78,700	119,100
North Midlands	14,400	33,400	47,800
North-Eastern	14,400	33,400	47,800
North-Western	26,400	51,000	77,400
Northern	6,900	9,300	16,200
Scotland	19,500	16,300	35,800
Wales	5,500	11,800	17,300
Total: Great Britain ...	191,000	372,500	563,500

Only a part of the substantial number, particularly of women, required in the Midlands and North-Western Regions can be found within those areas and the demands give rise to serious problems of the transference of mobile women from other Regions. This will involve the withdrawal of mobile women from munitions and their replacement by immobile and part-time women.

APPENDIX III.

*Achievements, Year ended June, 1942.**Armed Forces.*

The intake into the Armed Forces in the year ended June 1942 is shown by the following tables:—

Men—

Royal Navy	132,700
Army (General Service)	376,300
Royal Air Force	224,800
Total	733,800

Women—

W.R.N.S.	16,320
A.T.S.	114,440
W.A.A.F.	93,150
Total	223,910

In addition, the Royal Navy received 6,400 men from Reserve and the deferred list and direct officer intake, the Army received 49,300 transferred from Reserve and direct officer intake and 45,100 service tradesmen.

A total of 1,056,810 men and women have been recruited for the Armed Forces (excluding 1,700 men transferred from the Army to the Royal Air Force included above). The medical discharges and transfers to Reserve during the period numbered 168,000 men, and a proportion of these will have become available for industry.

Munitions Industries.⁽¹⁾ Employment on Government Orders. Operatives only.

The numbers of operatives employed on the 1st July, 1941, and the 30th June, 1942, with the expansion achieved in numbers and as a percentage

⁽¹⁾ Shipbuilding and repairing; engineering, aircraft and allied metal goods industries; non-ferrous metals; chemicals, explosives, oils, &c.

of the numbers employed at the 1st July, 1941, are shown in the following table:—

Department.	Numbers employed.		Increases.	
	July 1, 1941.	June 30, 1942.	Number.	Per cent. of numbers employed at July 1, 1941.
Admiralty	638,300	727,500	+ 89,200	+14·0
Ministry of Supply...	979,100	1,385,400	+406,300	+40·7
M.A.P.	990,400	1,265,000	+274,600	+27·5
Other Departments ...	206,700	242,600	+ 35,900	+17·3
Total	2,814,500	3,620,500	+806,000	+28·7

The average monthly increases in each quarter of the year were as follows:—

Quarter ended.	Admiralty.	Ministry of Supply.	M.A.P.	Other Departments.	Total.
September 30, 1941	+7,800	+42,500	+20,200	+ 1,270	+71,770
December 31, 1941	+7,030	+40,670	+22,970	+11,100	+81,890
March 31, 1942 ...	+6,070	+31,970	+24,700	+ 100	+62,840
June 30, 1942 ...	+8,830	+20,300	+28,700	- 570	+52,260

The numbers of men and women included in the totals employed on Government orders in munitions are shown in the following table:—

	Numbers		Increases.	
	July 1, 1941.	June 30, 1942.	Number.	Per cent.
Males	2,119,400	2,403,600	+284,200	+13·5
Females	695,100	1,216,900	+521,800	+75·0
Total	2,814,500	3,620,500	+806,000	+28·7

APPENDIX III.—TABLE 9.

MUNITIONS INDUSTRIES.

Estimated Total Numbers of Operatives Employed mid-1939 to mid-1942.

Industry.	Estimated Numbers Employed.						
		June 30, 1939.	June 30, 1940.	Dec. 31, 1940.	June 30, 1941.	Dec. 31, 1941.	June 30, 1942.
Shipbuilding and ship-repairing	Men ...	133,500	183,000	196,200	212,700	223,600	234,500
	Women ...	500	700	2,000	2,100	3,200	8,500
	Total ...	134,000	183,700	198,200	214,800	226,800	243,000
Engineering, aircraft and allied metal goods	Men ...	1,620,000	1,822,000	1,923,000	1,992,500	2,110,000	2,167,000
	Women ...	277,000	366,000	414,500	599,500	827,000	1,000,000
	Total ...	1,897,000	2,188,000	2,337,500	2,592,000	2,937,000	3,167,000
Non-ferrous metals ...	Men ...	48,000	58,500	62,300	67,000	70,000	73,800
	Women ...	5,000	7,800	8,700	11,400	14,600	23,200
	Total ...	53,000	66,300	71,000	78,400	84,600	97,000
Chemicals, explosives, oils, &c.	Men ...	155,400	187,000	203,000	217,000	234,200	239,000
	Women ...	40,000	59,000	85,000	152,000	214,000	243,000
	Total ...	196,400	246,000	288,000	369,000	448,200	482,000
Total	Men ...	1,957,900	2,255,500	2,384,500	2,489,200	2,737,800	2,714,300
	Women ...	322,500	433,500	510,200	765,000	1,058,800	1,274,700
	Total ...	2,280,400	2,689,000	2,894,700	3,254,200	3,696,600	3,989,000
INCREASES.							
		Mid-1939 to Mid-1940.	Mid-1940 to End 1940.	End 1940 to Mid-1941.	Mid-1941 to End 1941.	End 1941 to Mid-1942.	Total Mid-1939 to Mid-1942.
All above industries ...	Men ...	+ 297,600	+ 129,000	+ 104,700	+ 146,600	+ 76,600	+ 756,400
	Women ...	+ 111,000	+ 76,700	+ 254,800	+ 293,800	+ 215,000	+ 952,200
	Total ...	+ 408,600	+ 205,700	+ 359,500	+ 442,400	+ 292,400	+1,708,600

APPENDIX III.—TABLE 10.

MUNITIONS INDUSTRIES.

Estimated numbers of operatives employed on work for Government Departments.

Department.	Jan. 1, 1941.	June 30, 1941.	Dec. 31, 1941.	June 30, 1942.
Admiralty	605,600	638,300	682,600	727,500
Ministry of Supply	765,000	979,100	1,230,000	1,385,400
M.A.P.	831,500	990,400	1,121,000	1,265,000
Other Government Departments	182,000	206,700	243,400	242,600
Total	2,384,100	2,814,500	3,277,000	3,620,500
INCREASES.				
	Jan. 1941 to Mid-1941.	Mid-1941 to End 1941.	End 1941 to Mid-1942.	Jan. 1941 to Mid-1942.
Admiralty	+ 32,700	+ 44,800	+ 44,900	+ 121,900
Ministry of Supply	+ 214,100	+ 250,900	+ 155,400	+ 620,400
M.A.P.	+ 153,900	+ 130,600	+ 144,000	+ 433,500
Other Government Departments	+ 24,700	+ 36,700	- 800	+ 60,600
Total	+ 430,400	+ 462,500	+ 343,500	+ 1,236,400

APPENDIX IV.

Individual Deferment Scheme.

As from the 1st January, 1942, a system of individual deferment of enlistment began to take the place of block reservations according to occupation. The age of reservation was raised by one year each month and the cases of the men so de-reserved came under review by the District Man-Power Boards. By the end of June 1942, 1,041,000 men had been de-reserved out of a total reserved at the beginning of the year of 2,741,000. Applications for deferment were made in 938,300 cases. In addition, the District Man-Power Boards had before them 67,850 cases in which no application was made.

The total number of men allocated to the Forces under the de-reservation scheme, including those in respect of whom no application for deferment had been made, was 58,800, or 3.5 per cent. of those de-reserved. In addition, the cases of 265,600 men previously deferred on other grounds were reviewed and 25,300 were allocated to the Forces, making a total for the six months of 84,100. These men were subject to medical examination and the number available for enlistment was much smaller. The work of the Boards was necessarily slow in the early months, but by June arrears were being overtaken and men were being thrown up for the Forces at the rate of about 18,000 a month.

Of the total of 863,638 deferments granted by District Man-Power Boards, 506,795, or 58.7 per cent., were in respect of employment in the munitions industries, and 194,218, or 22.5 per cent., were in respect of employment in vital war occupations in other industries. Among the remaining 162,625 cases deferment was granted for a limited period in 99,000 cases (33,274 for three months or less).

In 10,708 cases where deferment was refused in existing employment the Boards directed that the men should be considered for transfer to other work.

331
Am

BF McNutt folder
2-42

THE WHITE HOUSE
WASHINGTON

December 12, 1942.

MEMORANDUM FOR

HON. PAUL V. McNUTT

I enclose a most secret document from Gil Winant in relation to the British Manpower survey. Please read and return for my confidential files. It should not be distributed to anyone else.

F. D. R.

Survey by the British Ministry of Labor and National Service on Manpower Mid-1942 - accompanied by letter to the P. from John Gilbert Winant 12/2/42

(1884)

hms

PSF McNutt folder 2-43

THE WHITE HOUSE
WASHINGTON

October 7, 1945.

CONFIDENTIAL

MEMORANDUM FOR HON. PAUL McNUTT:

Senator Tunnell is disturbed over the appointment of any of the three top men on the civil service list for manpower position in Delaware. He says all three are Republicans, not especially qualified, and that one of them is over 70.

Would you be good enough to run up and see Senator Tunnell about it?

F.D.R.

No papers accompanied the original of this memorandum to Hon. Paul McNutt.

RSF Subject
File: War manpower Comd X190

★ ★ ★ ★ ★ ★ ★ ★ ★ ★ ★ ★ ★ ★ ★ ★
FROM THE DESK OF Franklin D. Roosevelt
★ ★ ★ ★ ★ ★ ★ ★ ★ ★ ★ ★ ★ ★ ★ ★

Manpower -

Inspector in charge in East
offered to put in a man for
Delaware via Sen. Tunnell.

Head of 3 men on local
Service list are Repubs. & war is
over 70.

McNutt to see Tunnell.



★ BUY ★
DEFENSE
STAMPS

PSF Mc Nutt folder 2-43

THE WHITE HOUSE
WASHINGTON

PERSONAL

October 15, 1943.

file
MEMORANDUM FOR

HON. PAUL V. McNUTT

Do please put in Edward
Hamilton as your man in New
Jersey. Try him out for six
months. The present acting
fellow is not so hot. I will
explain why.

F. D. R.

CONFIDENTIAL
NO FOREIGN DISSEM

THE WHITE HOUSE
WASHINGTON

October 15, 1943.

MEMORANDUM FOR MISS TULLY:

Mayor Hague called regarding the appointment of Mr. Hamilton of New Jersey (about whom Mary Norton called and gave you the whole background on).

He wishes to add that Governor Edison is opposed to this appointment, along with Mr. McSutt and Mr. Appley (McSutt's Chief Deputy in the Manpower Commission).

He has looked up Lawrence Appley's voting record and it is as follows:

He voted in the Republican box primary in 1939. In 1940 he voted in the Republican box. He did not vote in the 1941 primary, but in 1942, when Hawkes was running, he voted in the Republican box in the primary.

This for your information and the hope that Hamilton will be appointed as the Mayor says it really means a great deal to all concerned.

cjb

THE WHITE HOUSE
WASHINGTON

- 2 -

That was a month ago. I have called several times to find out what happened and each time they give me a new excuse.

I know that both Barber and Hawkes are both interested in getting this appointment, as is Hartley of N.J. -- a wrong Republican -- and I think it is pretty awful for Mr. McNutt to go along with these people.

The recent suggestion from the manpower Commission was that Mr. Hamilton be appointed Area Director instead of State Director and that I assume the Republican group's candidate be made State Director. I said absolutely I would not go along with anyone else but Mr. Hamilton for State Director.

Perhaps you could speak to Paul McNutt about this and see if we can't get Hamilton appointed as it means much to us, and he is a very fine man who has unanimous certification from the civil service.

A man by the name of Mr. Apply, Asst. to Mr. McNutt has become interested in this appointment because he comes from N.J. and I think is playing into the hands of the Republican group.

RECORDED IN THE
WASHINGTON
THE WHITE HOUSE

*Mc Nutt folder
file 2-42*

THE WHITE HOUSE
WASHINGTON

December 12, 1942.

MEMORANDUM FOR

HON. PAUL V. McNUTT

I enclose a most secret document from Gil Winant in relation to the British Manpower survey. Please read and return for my confidential files. It should not be distributed to anyone else.

F. D. R.

*Notes and returned
FRM*

WASHINGTON
THE WHITE HOUSE

1, Grosvenor Square,
London, W. 1.

December 2, 1942

Dear Mr. President:

I understand that you are making changes in manpower control which I know is of great importance. I thought that whoever is given charge of this question should see the enclosed Survey by the British Ministry of Labor and National Service on Manpower mid-1942. This report was given to me as a most secret military document.

With every good wish,

Always sincerely,

John Gilbert Winant

The Honorable Franklin D. Roosevelt,
The White House,
Washington, D. C.

~~SECRET~~

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By Authority of British
Gov't Telegram 1-20-72
By RT Date MAY 21 1973

TO BE KEPT UNDER LOCK AND KEY

It is requested that special care may be taken to ensure the secrecy of this document

MAN-POWER MID-1942.

Survey by the Ministry of Labour and National Service.

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*Section IV has been omitted from this print.