

OFFICE FOR EMERGENCY MANAGEMENT

WAR MANPOWER COMMISSION

204 Equitable Building
Denver 2, Colorado
July 1, 1944

TO ALL EMPLOYERS:

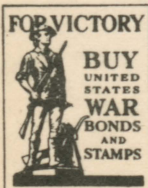
Today we are confronted with the problem of apportioning available manpower to jobs in production and services most urgent to the successful prosecution of the war. In order to accomplish this end the National Management-Labor Policy Committee has recommended the inauguration of a system of priority referral on a nation-wide basis. This plan has been discussed with all Area Management-Labor Committees in Colorado and has received their concurrence.

The priority referral program, including employment ceilings and manpower allowances, became effective in Colorado on July 1, 1944, except that employment ceilings and manpower allowances shall not be applicable at the present time in War Manpower Commission Area No. 1 comprised of Denver, Colorado Springs and Pueblo and surrounding counties as listed in Section S-III of Supplement No. 1.

We are attaching the following material for your information and guidance: (1) Amendment to Colorado Employment Stabilization Program and (2) Supplement No. 1 to the Colorado Employment Stabilization Program.

Any essential or locally needed employer who is experiencing a manpower shortage and who desires to make application for a priority designation or an adjustment of employment ceiling should contact his local United States Employment Service Office to obtain the necessary forms. The local office will be glad to advise in the preparation of these forms.

The priority referral program provides that all male workers (except those excluded in Supplement No. 1, Section S-IE) shall be referred to employers by the United States Employment Service or in accordance with arrangements made with the United States Employment Service. The Chairman of the War Manpower Commission has designated the Railroad Retirement Board and the United States Civil Service Commission as authorized hiring channels. Workers will be referred by those agencies in accordance with the provisions of the enclosed plan. Labor unions are permitted to refer workers in accordance with the provisions of this program where bona fide contracts exist.

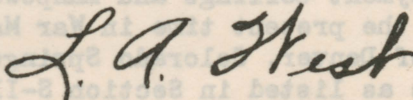


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Special arrangements may be made to permit employers to hire workers without referral by the United States Employment Service in certain justifiable cases. The granting of such special arrangements will be quite liberal for employers in localities which are remote from a United States Employment Service office and which, therefore, cannot be adequately served. Requests for special arrangements must be directed to the local United States Employment Service office in a letter containing the following information: Department, total number of workers now employed in that department by sex and classification, and total number of male workers required by classification. Until written approval by the State Manpower Director has been received, all hires must be made from workers referred by the United States Employment Service.

Your cooperation in the administration of the priority referral program and your compliance with its provisions are essential to attaining its objectives. Your United States Employment Service office will be glad to furnish any additional information you may desire.

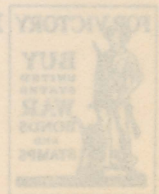
Yours very truly,



L. A. West
State Manpower Director

Any essential or locally needed employer who is experiencing a manpower shortage and who desires to make application for a priority designation or an adjustment of employment ceiling should contact his local United States Employment Service Office to obtain the necessary forms. The local office will be glad to advise in the preparation of these forms.

The priority referral program provides that all male workers (except those excluded in Supplement No. 1, Section 3-IV) shall be referred to employers by the United States Employment Service or in accordance with arrangements made with the United States Employment Service. The Chairman of the War Manpower Commission has designated the Railroad Retirement Board and the United States Civil Service Commission as authorized hiring channels. Workers will be referred by those agencies in accordance with the provisions of the enclosed plan. Labor unions are permitted to refer workers in accordance with the provisions of this program where bona fide contracts exist.



AMENDMENT

To

COLORADO EMPLOYMENT STABILIZATION PROGRAM

The following amendments should be immediately noted in your present copy of the Colorado Employment Stabilization Program. They represent additions or changes to the present sections in the Program.

Section II "Definitions"

- (9) Employment Ceiling means the highest level of total employment or of specified types of employees which an establishment is not permitted to exceed, based upon an approved and necessary production schedule. Ceilings may be established so as to:
- (a) Permit employment expansion
 - (b) Maintain employment at present levels, or
 - (c) Reduce the employment level.
- (10) Manpower Allowance means an administrative determination of the number of employees or specified types of employees within the ceiling which an establishment is currently not permitted to exceed and is used as the means for the current allocation and referral of available labor. This manpower allowance is subject to change as supply factors in the labor market may warrant.
- (11) Manpower Priority Committee means a group of representatives of Federal procurement services and other Federal manpower claimant agencies who advise the State Manpower Director with respect to priorities, manpower allowances, and employment ceilings.
- (12) Priority Referral is a program which provides that employers in an area may hire male workers only from among those referred by the United States Employment Service of the War Manpower Commission or in accordance with arrangements approved by the United States Employment Service, so that workers may be referred to jobs in the order of the relative importance of those jobs to the war effort.

Section IX "Workers Who May be Hired Only Upon Referral by the United States Employment Service"

- (4) The new employee is a male worker over the age of 16.

Section X "Hiring of Workers Last Employed in Certain Occupations in Lumbering and in Mining, Milling, Smelting and Refining Activities"

(Note change in title only.)

Section XII "Short Term Employment"

In order to facilitate the employment of individuals during vacation, off-season, or similar short periods, the United States Employment Service may, upon consent of the worker entitled thereto, issue statements of availability or referral cards containing limitations as to the length of time for which the worker is available for employment. Upon termination of the assigned time limit, such workers may be rehired by their former employers.

Section XVI "Retention of Statement of Availability or Referral Card by Employer"

Each employer upon hiring a worker upon presentation of a United States Employment Service referral card or a statement of availability where referral cards are not necessary, shall retain and file such statement or referral card and shall make these cards and statements available for inspection upon request of the United States Employment Service.

When a worker is employed who does not need a referral card or a statement of availability, the employer shall retain a signed statement in his file showing the worker's name, address, last employer, and final employment date of the worker's last employment. This statement shall be retained in the file in lieu of the statement of availability or referral card.

Section XXII "Enforcement of Program"

Paragraph (2) of this section shall be revised to read as follows:

(2) A statement of availability shall be issued by the United States Employment Service to any individual in the employ of an employer or any other appropriate sanction may be invoked by the War Manpower Commission against an employer or worker who the War Manpower Commission finds, after notice, hearing and final decision, has not complied with any War Manpower Program, regulation, or policy, and for so long as such employer or worker continues his non-compliance after such finding.

The following sections are new and should be added to the present program:

Section XXV "Employment Ceilings"

The State Manpower Director may fix for all or any establishments in the State of Colorado fair and reasonable employment ceilings and manpower allowances, limiting the number of employees or specified types of employees which such establishments may employ during specified periods. Such ceilings and allowances will be determined on the basis of the establishment's actual labor needs, the available labor supply, and/or the relative urgency of the establishment's products or services to the war effort. Except as authorized by the State Manpower Director or his representative, no employer shall hire any new employee for work in such establishment if the hiring of such employee would result in such establishment's exceeding the employment ceiling or manpower allowance currently applicable to it.

Section XXVI "Control of Migration"

(1) Out-Migration

Any resident of the State of Colorado wishing to seek employment in any area within the States of Utah, Idaho, Montana, Colorado and Wyoming in which he has not worked or lived during the preceding 30-day period shall apply to the United States Employment Service office nearest his present home or place of employment for a statement of inter-area clearance. Such inter-area clearance statement shall be granted if:

- (a) He is entitled to, or is not required to obtain, a statement of availability, and
- (b) His reasons for wishing to seek employment elsewhere are such as to take precedence over the local need for his services.

(2) In-Migration

An in-migrant worker may be employed only if:

- (a) He has been granted a statement of inter-area clearance or its equivalent by the United States Employment Service in the area of his last residence or employment, provided that if the in-migrant worker's last place of residence was outside the States of Montana, Utah, Idaho, Colorado and Wyoming, he may be employed if he presents a statement of availability or evidence that he is not required to obtain one; or

(b) He has been recruited through the clearance system of the United States Employment Service.

Section XXVI "Effective Date"

These amendments to the Colorado Employment Stabilization Program shall become effective 12:01 a.m. July 1, 1944.

L. A. West

L. A. West
State Manpower Director for
Colorado

APPROVED:

John E. Gross
John E. Gross
Acting Regional Director XI
War Manpower Commission

SUPPLEMENT NO. 1

To The

COLORADO EMPLOYMENT STABILIZATION PROGRAM

Designed to provide further channeling
of workers to essential war production

Section S-1

Introduction

This Supplement No. 1 to the Colorado Employment Stabilization Program is hereby made a part of the Colorado Employment Stabilization Program, as amended, and implements particularly the provision for Priority Referral of Male Workers and Employment Ceilings.

A. Purpose

Supplement No. 1 developed for the State of Colorado is a program designed to provide for the systematic allocation of the State's available labor supply among the necessary establishments, based on their relative importance in the war effort. Its purpose is to insure that all necessary establishments may secure a sufficient number of workers to meet their production schedules or to render adequate service to the war effort. It aims to provide for an equitable distribution of workers on a priority basis. It is devised in such a way as to give priority treatment to establishments in accordance with carefully defined criteria as set forth in Section S-II. It has as its objective the matching of total labor demands to the available supply and, as part of its operation, it will seek to bring about necessary adjustments between supply and demand estimates. A program to accomplish these objectives includes three general sub-divisions, namely: (1) establishment of manpower priorities, (2) establishment of employment ceilings, and (3) referral of workers in accordance with priorities and ceilings so established.

B. Authority

This Supplement is established by the State Manpower Director of the War Manpower Commission with the concurrence of the several Area Labor-Management Committees pursuant to the authority granted under War Manpower Commission Regulation No. 7, as amended. This program has been approved by the Regional Director of the War Manpower Commission.

C. Effective Date

Supplement No. 1 to the Colorado Employment Stabilization Program shall become effective as of July 1, 1944.

16/660
10/10/44
10/10/44

D. Definitions

(See definitions in Employment Stabilization Program as amended)

E. Employee Exemptions

The following types of workers shall be exempted from all of the provisions of Supplement No. 1 to the Colorado Employment Stabilization Program:

1. Workers under 16 years of age.
2. Casual workers (workers hired for a specific job predetermined to last less than seven days).
3. Honorably discharged veterans of World War II (except that no non-exempt worker may be hired at any time if the total number of non-exempt workers plus exempted veterans equals or exceeds an established employment ceiling).
4. Part-time workers (workers who are not available for and do not perform work in excess of 30 hours during any seven consecutive day period).
5. School teachers, for vacation employment.
6. Apprentices hired in accordance with approved apprenticeship standards and who are registered with state or federal apprenticeship agencies.

F. Employer Exclusions

The following types of employers shall be excluded from all of the provisions of Supplement No. 1 to the Colorado Employment Stabilization Program:

1. Agricultural employers.
2. Foreign, state, county or municipal governments or their political sub-divisions or instrumentalities.

Section S-II

Manpower Priorities Committee

A. Authority, Composition and Purpose of the Committee

A Manpower Priorities Committee is established to determine the relative urgency of the labor needs of establishments in the State of Colorado and to set employment ceilings, priorities, and manpower allowances. In accordance with War Manpower Commission Field Instruction No. 4, the Priorities Committee shall consist of a representative of each of the following agencies:

1. Aircraft Resources Control Office
2. Navy Department
3. Office of Defense Transportation
4. Selective Service System
5. Smaller War Plants Corporation
6. Solid Fuels Administration
7. United States Civil Service Commission
8. War Department
9. War Food Administration
10. War Manpower Commission
11. War Production Board

As necessary, representatives of other government agencies may also be appointed to the Committee or invited to participate in Committee proceedings when their interests are affected.

The State Manpower Director will act as Chairman of the Manpower Priorities Committee. The Committee will determine priorities in each of the four areas within the State in the order of their importance within the area.

B. Functions of the Manpower Priorities Committee

In the light of the urgency of production and of essential services as determined either by a modified Production Urgency Committee, or by production urgency ratings prepared and covered by the War Production Board, the Manpower Priorities Committee shall:

1. Recommend employment ceilings and adjustments thereto to the State Manpower Director.
2. Recommend manpower allowances and adjustments thereto to the State Manpower Director.
3. Recommend to the State Manpower Director that an establishment receive priority consideration in referral by the United States Employment Service for specified numbers of workers by occupational categories if preliminary analysis indicates that it is producing urgent end products, is suffering from production lags because of manpower shortage, or has justified needs for expanding employment and is taking substantial steps to solve its own manpower problems in accordance with the standards below.
4. Based upon realistic supply and demand estimates provided by the State Manpower Director, recommend to procurement agencies feasible contract reallocations or cut-backs which should be made to achieve a better balance of supply and demand in the State.
5. Review priority designations at least every 60 days, making any needed revisions.

C. Standards

In establishing employment ceilings and manpower priorities, full consideration shall be given to the following:

1. The establishment is on a 48-hour minimum workweek in all departments not specifically exempted by the War Manpower Commission.
2. There is full utilization of women on all jobs suitable for women, and an active program to transfer full-time male workers from jobs which women or part-time workers can perform.
3. There is centralization of all problems relating to manpower and an effective program of in-plant employer-employee relationships.
4. Personnel records indicate hires from all sources, losses in personnel, absenteeism, turnover, etc. maintained in an orderly and adequate manner.
5. There is full utilization of all qualified workers.
6. There is full compliance with War Manpower Commission Regulations.
7. There are adequate in-plant training and up-grading programs.
8. Hiring specifications of the establishment have been adjusted to the available labor supply.
9. Job openings, indicating minimum needs, have been submitted to the United States Employment Service or authorized hiring agencies.
10. Wages and working conditions meet the standards set by State and Federal laws.
11. Wages and salaries equal or exceed wage standards established for this State by the War Labor Board, or other agency authorized to adjust wages, or there is evidence of application for adequate adjustments in accordance with such standards.

D. Priority Classification

The Committee will issue three general classifications of priority, namely:

1. Class A. - Employers with highest production urgency who are experiencing labor shortages and have met the standards outlined in Section C.

2. Class B. - Essential and Locally Needed employers not in Class A above who are experiencing labor shortages and have met the standards outlined in Section C.
3. Class C. - All other employers.

E. Time of Meetings

The Manpower Priorities Committee will meet at the call of its chairman as frequently as is necessary to discharge its functions adequately.

Section S-III

Employment Ceilings

A. Area of Coverage

Employment ceilings shall be established for employers in all areas of the State of Colorado except in War Manpower Commission Area No. I comprised of the following counties:

Adams	Douglas	Jefferson
Arapahoe	Elbert	Kit Carson
Cheyenne	El Paso	Lincoln
Clear Creek	Gilpin	Park
Custer	Grand (east $\frac{1}{2}$ including	Pueblo
Denver	Hot Sulphur Springs)	Teller

B. Method of Establishment

Employment ceilings shall be established as follows:

1. For employers who report anticipated demands on War Manpower Commission ES-270 forms, the employment ceiling shall be the number of male workers anticipated to be needed on July 1, 1944 as indicated on the reports for May 1944.
2. For other essential and locally needed employers, the employment ceiling shall be the number of male workers who were actively employed by the employer in the establishment as of June 1, 1944.

C. Emergency Hiring Authorization

The United States Employment Service may authorize emergency hiring in excess of established manpower allowances and/or ceilings. Such authorizations are subject to post review by the Manpower Priorities Committee.

D. Female Workers

Employment ceilings for female workers may be established by the State Manpower Director after consultation with the Manpower Priorities Committee in accordance with War Manpower Commission regulations, for any establishment, area, industry, or occupation, as conditions warrant.

Section S-IV

Manpower Allowances

- A. Manpower allowances may be set by the State Manpower Director, after consultation with the Manpower Priorities Committee, for all employers subject to the employment ceiling program. Such allowances will limit the number of workers which employers may have in their employ during any 60-day period.
- B. The following factors will be considered in determining an establishment's manpower allowance:
 - 1. The labor supply available during the allowance period.
 - 2. The establishment's employment ceiling.
 - 3. The urgency of the establishment's war production or civilian service as certified by the Manpower Priorities Committee.

Section S-V

Priority Referrals

A. Referral Policy

All offices of the United States Employment Service in Colorado will be governed by the following standards in the referral of workers to employers:

- 1. To the greatest degree consistent with war needs, workers subject to priority referral shall be given the maximum possible freedom of choice as to the jobs they wish to accept and employers shall be given the maximum possible freedom of choice as to the workers they wish to employ, except that such workers shall accept jobs and employers shall hire such workers only through the United States Employment Service or in accordance with arrangements with the United States Employment Service.

To achieve this objective, the United States Employment Service or other authorized referral agencies shall offer to each worker successive job opportunities for which he is qualified in essential and locally needed activity in the order of their relative urgency to the war effort.

- 2. On the basis of the stringency of the labor market situation and the urgency of production in an area, and subject to such standards as may be determined by the Area Labor-Management Committee, the State Manpower Director may limit the number of jobs offered a worker, exclusive of those jobs which the worker has good cause for refusing.

Section S-VI

Hiring Restrictions

- A. No employer may hire any worker from the United States Employment Service or from any other source in such numbers as to exceed his manpower allowance or employment ceiling unless specifically authorized to do so by the State Manpower Director or his representative.

Section S-VII

Reports

- A. Employers may be requested to supply the United States Employment Service of the War Manpower Commission with periodic employment reports indicating such factors as male employment, female employment, part-time workers, and types of production.

L. A. West

L. A. West
State Manpower Director for Colorado

APPROVED:

John E. Gross
John E. Gross
Acting Regional Director XI
War Manpower Commission

To achieve this objective, the United States Employment Service or other authorized referral agencies shall offer to each worker the most desirable job opportunity for which he is qualified in accordance with the order of their relative priority and locally needed activity in the order of their relative urgency to the war effort.

On the basis of the stringency of the labor market situation and the urgency of production in an area, and subject to such standards as may be determined by the War Relocation Authority, the State War Relocation Director may limit the number of jobs offered to a worker, exclusive of those for which the worker has good cause for refusing.

Notwithstanding the above, the State War Relocation Director, for all activities within the War Relocation Authority, shall have authority to reduce the number of jobs offered to a worker during any 90-day period.

Other Restrictions

1. No employer may hire any worker from the United States Employment Service from any other source in such manner as to exceed his manpower allowance or employment ceiling unless specifically authorized to do so by the State War Relocation Director or his representative.

2. No employer may hire any worker from the United States Employment Service from any other source in such manner as to exceed his manpower allowance or employment ceiling unless specifically authorized to do so by the State War Relocation Director or his representative.

Section 2-VII

Reporting

A. Employers may be requested to report to the United States Employment Service of the War Relocation Authority with periodic employment reports indicating such factors as male employment, female employment, part-time workers, and type of production.

1. The State War Relocation Director shall have authority to request employers to report to him the names of workers employed in or about the War Relocation Authority.

2. The State War Relocation Director shall have authority to request employers to report to him the names of workers employed in or about the War Relocation Authority.

John A. Gross
John A. Gross
Acting Regional Director XI
War Relocation Authority