

WAR PRODUCTION BOARD
Washington, D. C.

May 19, 1943

The Honorable James F. Byrnes
Director, Board of Economic Stabilization
The White House
Washington, D. C.

Dear Mr. Byrnes:

At a recent meeting of the Economic Stabilization Board, the question of launching a War Model Production Program to guarantee the continued production of low priced goods for basic essentials was discussed and the general idea approved.

It was decided that a Committee, consisting of the personal representative of yourself, the War Production Board Chairman, the Price Administrator, and the Chairman of the War Manpower Commission be set up to study the question and prepare a report on how the program should be carried out and what items should be included in the initial list. The Committee has completed its studies after detailed conferences with all of the agencies concerned and is submitting its report herewith.

This report has not yet been approved by our principals but it is sent to you in conformity with your express desire to have the report discussed at the next meeting of the Economic Stabilization Board.

Yours sincerely,

Signed: Howard Cocnley, Committee Chairman, for
War Production Board

Edward D. Hollander, for War Manpower
Commission

Dexter M. Keezer, for Office of Price
Administration

Samuel Lubell, for Office of Economic
Stabilization

CONFIDENTIAL

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I

We have reached the stage in our war economy when the production of civilian essentials must be planned carefully as war production. Huge military requirements have been narrowing steadily the supplies of labor, materials and production facilities available for civilians. As our armed forces liberate countries occupied by the enemy, there will be a growing need for supplying those countries vast quantities of consumer goods, particularly food and clothing.

To keep the home front functioning most effectively, our civilian population must be assured the basic essentials that they cannot do without. However, the war can be shortened if those needs are satisfied in the most economical way possible so as to free the greatest possible portion of our resources for the war needs of our armed forces, our allies and the liberated countries.

The program outlined here would be an important contribution towards meeting that goal. Broadly speaking, it calls for the production of articles, designated as "War Models", which provide the greatest wartime serviceability, with a minimum drain on manpower, critical materials and productive facilities and which can be sold at prices that the mass of consumers can afford to pay.

The proposed program is confined to selected basic essentials retailing in the low and middle price ranges.

This program would not only help meet our war needs directly but it would fortify the President's "hold the line" order against inflation. The articles designated as War Models would always be produced in the most economical way possible, stripped of practices, styling and varieties that are wasteful in wartime and taking the fullest advantage of mass production techniques. Savings in manpower and materials would be effected and appreciable economies in costs realized. These economies would ease the pressures on existing price ceilings. In some instances, they could make possible the actual lowering of prices that the mass of consumers pay.

War Models would also aid in simplifying the administration of price control; they can help check the hidden price increases that come through the deterioration of quality and the disappearance of low-priced lines, which compel persons to buy more expensive goods. They can reduce the inventory need of merchants, make their selling job easier.

By increasing the supplies of goods to a maximum and giving greater serviceability, they can help in avoiding rationing. Should rationing become necessary, the existence of War Models would greatly ease the task of making rationing effective and equitable.

The extent of these advantages, of course, will vary from commodity to commodity and with the scale on which the War Models are developed.

The Committee is recommending that the program be started with a list of essential textile items. As quickly as other widely used articles can be chosen, they should be added. Textile fabrics being interchangeable

for a multitude of end-uses, it is relatively easy for production to be shifted from low and moderate-priced essentials to higher-profit semi-luxuries. With the steady tightening of fabrics, some of the most essential, low-end items are likely to be squeezed dangerously low in production while things we could do without are favored.

The initial aim of the program should be to obtain at least one War Model in some one price range for each of the items listed. The production of these War Models, of course, must be assured. While no manufacturer should be compelled to produce a War Model, sufficient inducements should be arranged to guarantee a minimum production of each War Model.

Materials should be reserved and allocated for their production; manpower assistance given; prompt pricing assured and any other inducements arranged. It may be possible, for example, to stimulate the program through federal procurement, although too much emphasis should not be placed on this right now.

Through the Procurement Division of the Treasury, it will be possible to set the War Models up as Emergency Alternate Specifications. Specifications designated in this way are distributed to all federal procuring officers so that those officers can adopt them for their own requirements in their purchases.

Lend-Lease, the Office of Foreign Rehabilitation and the Procurement Division have agreed, wherever it is feasible, to purchase War Model goods for their own use. Whether such purchases could be integrated into the War Model program in the immediate future is not certain. At present, OFERO is confining its purchases of textiles

to second-hand clothes. Should the production of new clothes for OFRHO become necessary, that production program might overlap with the War Model program although most likely efforts would be made to confine OFRRC purchases to a cheap goods level that would fall below the minimum standards set for the War Models.

In the event that the end of the war causes War Model goods to become so-called "surplus" items, OFRHO has agreed in principle to buy up such goods.

It is recommended that the first War Models be fitted into those price ranges which (a) figure most importantly in the cost of living, and (b) to the extent that it can be determined where the heaviest government purchasing is likely to take place.

If possible, the broad price brackets in which the War Models are desired should be given in any public announcement of this program.

Additional items should be added to this initial War Models list, including durable goods, woolens, etc., as quickly as they can be investigated and found practicable.

II

WHAT PROGRAM DOES NOT DO

The Committee found so much conflict in the thinking of people as to what a War Model program means that certain misunderstandings should be cleared up at the outset.

A War Model program cannot be thought of as something apart in itself. It is only one phase, a more intensive development, of the broader program of conservation and simplification of production that the War Production Board has always pursued. What is new in the War Model idea is that it provides a mechanism for allocating production resources at a particular price range.

That can be considered the essential significance of War Models. The ordinary conservation order will channel materials between more essential and less essential uses; it does not channel materials to one price range in preference to another. If civilians are to be guaranteed their minimum essentials, these essentials must be produced at prices within reach of the mass of consumers. In a really tight civilian economy, it becomes necessary to find some means to guarantee the continued production of essentials at specific price ranges. This, a War Model will do.

As supplies available for civilians here at home narrow, the War Model mechanism can be expected to prove of increasing value.

Within this broad framework--that War Models are the means for assuring continued production at the most essential prices--the program can be kept as flexible as is desired. War Models would cover only a portion of the total production in any commodity--and always in the brackets where low and middle income groups do their buying. A single War Model could be set up in a single price range, or a line of War Models established to cover two, three or more price ranges. Ten percent of production could be covered in one commodity; fifty percent in another. The program could be expanded or contracted as civilian

needs change.

That part of the production of any commodity which is not covered by War Models would be left free to be produced as manufacturers see fit, subject, of course, to other WPB conservation orders. Materials, manpower and facilities freed by the War Models through their more economical utilization of these resources, and which do not go to war purposes, will be available for non-war model production.

There is no intention to regiment either industry or the buying habits of consumers. The general technique used should be to select the price ranges at which War Models are to be produced, decide on the production desired, work out the necessary specifications with the industry, and then arrange for preferences to be given those manufacturers who will produce these War Models.

No rigid formula for developing the War Models can or should be laid down in advance. Specifications for each War Model should be worked out individually with the industries concerned. These specifications should be fitted to make the fullest use of existing equipment and to permit as wide a choice of materials and price ranges as are needed to guarantee the desired production.

The program does not mean that existing brands or trademarks will be abolished. War Models need not be completely standardized articles, with every manufacturer compelled to follow an identical pattern. Whatever specifications are drawn up should be minimum standards, with scope left for manufacturers to exercise their own ingenuity in improving the product and in developing their own variations. Manufacturers and consumers should be left as much freedom of choice as is not wasteful.

In developing the War Models and allocating materials for their production, the participation of small business should be encouraged. Wherever possible, War Models should be used to lighten the difficulties of distressed industries. To protect the interests of small enterprise, the Smaller War Plants Corporation should name the small business representatives to the Industry Advisory Committee working on the War Model. The Smaller War Plants Corporation should also be called in on agency conferences on matters directly affecting small business.

The manufacture of War Models should be encouraged as far as possible where labor supply is adequate and avoided as far as possible where the supply of labor is short.

Some means must be developed to insure the equitable distribution of the War Models which are produced both as to different parts of the country and as between different types of retail stores.

Such a distribution plan would be helpful in minimizing possible disturbances of normal distribution that might result from the different prices for different-sized stores which are set up under dollars and cents ceilings.

Because of the confusion that prevails as to the meaning of the phrase, the Committee is not happy at the choice of the term "War Model" to describe this program. The terms "Victory" or "Utility" unfortunately cannot be used because they already have come into wide commercial use. The Committee feels that any public announcement of the program should be focused not on the phrase, "War Models", but on what the program aims to do--assure civilians the continued production of low-priced goods for certain basic essentials. The need to identify

the program could be met by developing some suitable insignia that these articles could carry as a guarantee that they meet the minimum specifications that have been set up.

III

RECOMMENDED PROCEDURE

The War Model program presents an unusual administrative problem. While the development of these War Models is primarily a production job, pricing is so important a function as to require active participation by the Office of Price Administration at every step. In addition, varying with the commodity, several other agencies will have a vital interest in the program.

To meet this situation, the Committee recommends the following plan of organization:

1. Full authority and responsibility for carrying out this program should be entrusted to one man, named by the Chairman of the WPB.
2. Working with him should be an Inter-agency Committee consisting of the personal representatives of the Price Administrator, and the Chairman of the War Manpower Commission. (Possibly other agencies later) The WPB representative should be chairman.
3. From time to time, as the Committee sees fit, the heads of other agencies can be asked to send representatives to sit with the Committee. Among these agencies might be the Office of Defense Transportation, Food Administrator, the Smaller War Plants Corporation, the Army or Navy, etc.

4. The Inter-agency Committee should function as an overall group guiding the development of the program. The Committee should coordinate the interests and activities of all agencies concerned and arrange for the fullest implementation by these agencies of each War Model decided upon. It would decide what items should be designated as War Models, approve or turn down suggestions for additional items to the War Models list. The Committee would also provide a mechanism by which the War Models can be developed in harmony with prevailing policies in the different agencies.
5. Each War Model project should be initiated by an invitation to the industry concerned to submit its own recommendations. While using the industry advisory machinery of WPB, both the WPB and OPA Industry Advisory Committees should participate in the project. Retailers and distributors should be fully consulted.
6. To guide industry in submitting its plans, the Inter-agency Committee should designate the broad price field to be covered by each War Model.
7. To insure the participation of small business, and to protect the interests of small enterprise, the Smaller War Plants Corporation should be asked to name the small business representatives to the industry committee working on the project.
8. In developing the details of the War Models, the fullest use should be made of the technical experts of the various government agencies and branches of agencies. It is important in this connection that the project be considered not as the work of a single agency but as a joint endeavor of all government agencies involved.
9. Before any War Model is finally approved, the reaction of typical consumers should be sought. This can be done through special consumers panels that would be asked to consider each different War Model.
10. When the specifications and other technical and economic details of a War Model are finally approved, it will be the responsibility of the Inter-agency Committee to see that it is fully

implemented by all agencies. It should be understood that approval of a War Model automatically carries with it preferences for materials, manpower, etc.

11. The Order setting up a War Model should take the form of an "L" order issued by the War Production Board.
12. Simultaneously, OPA should issue its regulation pricing the War Model.
13. Simultaneously, manpower assistance for manufacturers producing these War Models should be arranged. It should be understood, of course, that in accepting materials for war models manufacturers undertake a corresponding obligation to employ proportionately the labor in their own plants to make the war models.
14. Modifications and changes in any of the War Models should be handled through the Inter-Agency Committee with the chairman of the Committee in charge.

IV

STARTING LIST

The Committee recommends that the program be begun with a number of the most essential textile items. The list suggested is broad enough to appeal to all groups of the population, farmers, laborers, white collar workers, men, women and children. It has been kept small enough so that general agreement could be reached with all the agencies concerned, the WFB Textile Branch, the Office of Civilian Supply, OPA and the Bureau of Labor Statistics.

The list follows:

<u>Item</u>	Weight in Cost Living Index*	Weight in Clothing Index*
<u>Men's Work Clothes, including:</u>	<u>.5</u>	<u>3.5</u>
overalls	.2	1.2
overall jackets		
dungarees		
work pants	.1	.9
work shirts	.2	1.4

<u>Item</u>	Weight in Cost Living Index *	Weight in Clothing Index *
<u>Women's Work Clothes, including</u>		
coveralls		
work jackets		
work aprons	(Being put into index June 15)	
work slacks		
work blouses		
work skirts		
<u>Low-priced Housedresses or Wash Dresses</u>	.3	2.5
<u>Shoes for Men, Women and Children</u>	2.0	16.2
<u>Rayon and Cotton Slips</u>	.2	1.5
<u>Women's Cotton Hosiery</u>	--	--
<u>Children's Overalls and Jeans</u>	--	--
<u>Knitted Underwear for Men and Women</u>	.2	1.4
<u>Knitted Underwear for Children and Infants</u>	--	--
<u>Men's and Boy's Shorts</u>	.1	.7
<u>Men's Socks</u>	.3	2.6
<u>Children's Socks and Anklets</u>	.1	.9
(including Women's Anklets) Total	3.7	29.3

* NOTE: These weights are only approximate since some of the items are imputed to other items.

These items represent only a small percentage of the average family's basic essentials. They should be considered as a minimum starting list. Other items, not only clothing, but durables, etc., should be added immediately. Since War Models will take some time to work out, these additional items should be added without waiting for this first list to be put into effect.

It should be made clear to the public that items not on this list will continue to be produced just as they would be if this program were not undertaken.

In knitted underwear for winter wear, it will be necessary to develop a War Model quickly, to catch the next season.

A full justification of these items is attached. In brief, these articles have been chosen because:

They are among the most essential clothing articles.

Since considerable work in simplification has already been done with these items, they lend themselves most easily to War Model treatment.

In Men's work clothes, War Models already have been established by the OPA and there is need to assure the fabrics and manpower for essential production.

In knitted underwear there is need for assuring the production of infants' underwear and men's heavy-weights which are suffering in favor of less essential lightweights.

In housedresses and slips, manufacturers are reported to be discontinuing larger, matron sizes; children's overalls, too, seem in danger of being squeezed low.

Manpower savings are forecast for slips, men's hosiery, work shirts, shorts, women's work clothes, children's socks and anklets.

Materials can be saved in women's work clothes, slips, men's work shirts, underwear, shorts, and socks.

Price reduction would seem possible for slips, men's socks, women's seamless hose and shoes.

Quality deterioration and the disappearance of low-priced lines are reported for many of the items.

Particularly important in women's work clothing are the added safety factors that could be introduced.

For all of the items in the list, the OPA assures us it will be possible to establish specific dollars and cents ceilings.

With the general fabrics situation tightening steadily, the existence of these War Models will prove a valuable mechanism to make certain that low-priced essential articles of clothing are not squeezed out of production in favor of higher-margin clothes.

V.

TIMETABLE OF ACTION

To get this program started without delay, the Committee suggests the following timetable of action:

1. Approval of this report by the WPB Chairman, Price Administrator, Chairman of the War Manpower Commission and the Director of Economic Stabilization, incorporating any suggested changes.
2. Designation of the membership of the Inter-agency Committee.
3. Public announcements of the War Model program.

along with the first list of items selected. This announcement should carry the names of the Inter-agency Committee, certainly of the director named by the WPB Chairman.

4. Inter-agency Committee decide in what broad price field each of the War Models should be developed.
5. Extend invitations to all industries affected to submit their recommendations for War Models. This invitation should contain a statement of principles, the yardsticks to be followed in drawing up War Models, the price ranges at which efforts to develop War Models will be concentrated, and the date of an industry meeting to discuss the problem. If released a couple of days after the initial announcement of policy, this invitation to the industries can be used to re-emphasize the major points of the program and to correct any misapprehensions that may arise.
6. Staff memorandums and directives should be prepared by the Inter-agency Committee for circulation within their respective agencies, explaining the program and setting out the procedures to be followed.
7. Inter-agency Committee should start work on additions to War Model list, woollens, durable items, etc.
8. The situation on the shoe War Model ought to be reviewed and prodded along.

APPENDIX 1

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JUSTIFICATION OF ITEMS SUGGESTED FOR
INITIAL WAR MODEL LIST

It was decided to confine the first list of war model items to a small group of essential articles of apparel. Preliminary soundings had indicated that such a list could be agreed upon relatively quickly by all government agencies concerned. The WPB Textile Branch, Office of Civilian Supply, (now Requirements), OPA and Bureau of Labor Statistics were asked to suggest items which in their judgment would lend themselves most readily to war model treatment, where war models were most needed, and where the greatest advantages were to be gained. It was explained that the aim would be to draw up a list broad enough to appeal to all groups of the population, workers, farmers, men, women, and children, yet small enough for general agreement within the government.

All items suggested by two of the agencies were placed on a preliminary list for detailed investigation. This preliminary list then was gone over, item by item, with the experts in the Textile Branch, Office of Civilian Supply, now the Office of Civilian Requirements, OPA, and the Bureau of Labor Statistics.

After reviewing the results of these interviews, the Committee unanimously approved the following items:

Item	Weight in Cost of Living Index*	Weight in Clothing Index*
<u>Men's Work Clothing including</u>		
overalls)	.2	1.2
overall jackets)		
dungarees)		
work pants)	.1	.9
work shirts	.2	1.4

Women's Work Clothing, including

coveralls
work jackets
work aprons
work slacks
work blouses
work skirts

(to be included in the index June 15)

<u>Low-priced Housedresses or Wash Frocks</u>	.3	2.5
<u>Shoes for Men, Women and Children</u>	2.0	16.2
<u>Rayon and Cotton Slips</u>	.2	1.5
<u>Women's Rayon and Cotton Hosiery</u>	—	—
<u>Children's Overalls and Jeans</u>	—	—
<u>Knitted Winter wear Underwear for Men and Women</u>	.2	1.4
<u>Knitted Underwear for Children and Infants</u>	—	—
<u>Men's and Boy's Shorts (woven)</u>	.1	.7
<u>Men's Socks</u>	.3	2.6
<u>Children's Socks and Anklets</u> (including Women's Anklets)	.1	.9
	3.7	29.3

*Note: These are only approximate since some items are imputed to other items.

The more general advantages to be gained for all of these commodities are outlined in the main body of our report. There follows a more detailed, though brief, summary of the particular reasons why these items were selected. It should be noted that conditions described here take into account only WPB orders already in effect. (May 15.). Measures are likely to be adopted to meet some of the problems outlined here before a war model can be worked out. We were informed of no

measure under consideration that would conflict with the program outlined in this report; to the contrary all the measures we were told of would fit in with the program.

(A) Overalls, Overall Jackets and Dungarees.

Since OPA already has established so-called "war model" overalls, overall jackets, and dungarees, these items, would have to be included in our program. It is generally agreed that no further economies of any degree seem practicable over the specifications already laid down by OPA and the WPB conservation order issued previously.

Probably the greatest single additional advantage still to be gained from a War Model program would be to assure the continued production of these vitally essential garments.

The present production outlook is not good. Production has been falling for several months; early this month the WPB estimated production this year might fall 12 million units short of requirements.

The Bureau of Labor Statistics recently interviewed a number of overalls manufacturers in the mid-west. All complained of difficulty in obtaining piece goods. Many of the manufacturers said they were going to stop producing for civilians and take Army contracts so as to be assured of their materials and labor.

The WPB is about to take action to assure overall manufacturers an adequate supply of denim. This action, coupled with the latest OPA price regulation, would virtually establish a war model in this field.

Some trouble is being experienced in the distribution of overalls. Apparently some retailers find themselves unable to obtain overalls because the companies that supplied them have turned to military production. The WPB textile branch expressed fears that OPA's new order with its differential pricing will aggravate this distribution problem but it is too soon to determine just what effect the order will have.

Not much quality deterioration has been reported but a war model would provide a precautionary protection should the fabric situation worsen considerably. This would become particularly important if rationing became necessary.

The Bureau of Labor Statistics reports some dropping of low-priced lines.

(B) Work Pants.

With work pants, much the same general production outlook prevails, with the same need for encouraging production. A war model would have the added advantage of facilitating price regulation. OPA is preparing a price regulation similar to the overalls order for work pants. Some work pants manufacturers have been squeezed on their price and the new OPA order is intended to relieve this squeeze.

(C) Work Shirts.

Here, too, production has been declining. The Bureau of Labor Statistics reports complaints from all manufacturers interviewed on the difficulty of obtaining piece goods. Because the Navy has taken so much of the supply of chambray, the most popular material for work shirts, manufacturers have been forced to scramble for a variety of other materials. Fabrics that are ideal for work shirts have been diverted to less essential uses while work shirts were being produced for materials that would be more serviceable if put to other uses.

As with overalls, manufacturers are turning to military production to be assured of materials. The variety of fabrics used has made effective pricing difficult. A needless variety of models are being produced; deterioration of quality, price increases and the disappearance of low-priced lines are reported. The wide variation in fabrics being used results in some waste in manpower.

WPB textile branch informs us that action will soon be taken to meet the fabrics problem. These actions would fit completely into the War Models program. By concentrating production on specified fabrics and assuring the availability of these fabrics, production could be assured.

Women's Work Clothes, including

Coveralls, work jackets, work aprons, and work shirts, work slacks,
work shirts.

Since the women's work clothing field is a relatively new industry, there is no general agreement among either the trade of

women as to what types of garments will give the greatest serviceability and provide adequate protection against specific occupational hazards. Properly designed War Models would be welcomed by many manufacturers; the industry, being new, could adopt such War Models with ease. Accidents among women workers would be reduced. The newness of the industry also complicates OPA's pricing problems. These can be eased by War Models.

Substantial savings in materials and some savings in manpower can be had. It ought to be possible to offer a line of serviceable work clothing that would be appreciably lower in price than the average prices now paid. At present unnecessarily expensive and none too serviceable materials are being used for women's work clothing; there is an unnecessarily great variety of types of garments and needless frills and styling.

All the persons we have talked with agree considerable simplification can be effected and still have attractive work garments produced. Simpler garments will help cut down unnecessary demand.

In this respect, the War Model may help solve a problem now perplexing the War Production Board--that is, how to provide materials to make certain that the necessary minimum of essential work clothing for women is produced and yet keep these materials from being dissipated into garments used for less essential purposes, such as sport use. In the absence of rationing, a War Model could help draw a line between necessary and less essential uses.

The American Standards Association has been working on specifications for these various types of garments, with particular attention to safety. The ASA's report is expected around the end of June.

Low-priced Housedresses or Wash Frocks

This is particularly important for farm women and the wives of workers. A War Model is needed to insure continued production of at least a minimum quantity of these dresses at reasonable prices. The frocks could also be made more serviceable; and there is need for assuring production in the larger, matron sizes. Some manufacturers are reported to be discontinuing larger sizes.

The Bureau of Labor statistics reports some quality deterioration; also considerable dropping of low-priced lines. Prices already are up 50% since the outbreak of the war. All these complaints are likely to become aggravated with the steady tightening of fabrics. In fact, fears have been expressed that this type of dress might disappear completely. A War Model could assure a minimum production of these essential housedresses at a specific, uniform price.

In recent years, there has been a shift in women's taste to frocks that can be used for street wear as well as around the house. A War Model program should not seek to reverse this trend. This can be safe-guarded against by keeping the scale of the housedress program within reasonable limits.

Technical questions have been raised as to the difficulty of defining a housedress. This difficulty might arise if a conservation order covering all housedresses were being considered. A war model auto-

matically furnishes its own definition, in the specifications, fabrics and price bracket that are selected.

Shoes for Men, Women and Children

The decision to have one or more war model shoes for men, women and children has already been announced and a committee from the industry is working on the problem. Thus far little headway has been made.

The need for war models was recognized as part of the rationing of shoes. With shoes limited to three pairs a year it was felt that people would want to buy better shoes. Since the consumers' only yardstick of quality is price, they would tend to buy more expensive shoes. Manufacturers would be tempted to increase the production of higher priced lines at the expense of lower-priced shoes. However, since the best qualities of leather were going to the Army, it was likely that there would be an upgrading in price but not in quality. A war model of assured quality at a popular price would stabilize the picture.

The change in consumers' buying since rationing has borne out this earlier judgment--more expensive shoes are being purchased with rationed coupons in preference to low and reasonably priced shoes. There is more need now than ever to carry through the war model shoe program.

Shoes can be taken as an example of another advantage of having war models for all the items in the list. If rationing of clothing became necessary, a really dangerous shift in production to higher priced lines, and often without a comparable increase in serviceability, would be likely to set in. War models are an insurance against this.

Cotton and Rayon Slips

A War Model here definitely ought to yield a reduction in price. Some idea of the possibilities can be seen from this story which was told us. Three years ago a St. Louis manufacturer produced a line of slips, maintaining the usual variety of styles and constructions, that retailed at \$2.95. He decided to concentrate his production on a single fabric and style, and produced a slip, as good as his old line, that retailed at \$1.95.

War model slips would save labor and materials, both in the cutting and production of the garments. There is much needless styling and trimming that can be sacrificed with advantage. More serviceable slips could be produced, which would lessen replacements during the war. OPA is experiencing considerable difficulty in pricing slips--they still are under the general price ceiling of last March and the controls are felt to be ineffective. A growing tightness of materials is reported, with rayon yardage particularly tight. This is likely to lead to a further dropping of low-priced lines; some dropping is already reported. Some manufacturers are also reported to be discontinuing the larger sizes.

Women's cotton hosiery

The WPE and OPA orders on rayon hosiery leave so little more that could be done with a War Model that it was felt best to leave it off the initial list.

In cotton hosiery, a War Model would yield several important advantages. It would facilitate effective price control, aid in getting rid of shoddy, unserviceable merchandise and guarantee the continued

production of low-priced stockings which might be forced out of production by the cotton yardage shortage. Cotton stockings are particularly important for farm women.

One War Model in cotton hosiery that has been suggested holds out the promise of a price reduction. It would be a seamless hose made of a mixture of rayon and cotton. A more serviceable stocking could be produced by using a heavier denier yarn, without stirring consumer resistance.

Children's Overalls and Jeans

With the general work clothing picture so tight, there is serious danger that the production of overalls and jeans for boys and girls might decline sharply. Since overalls and jeans are probably the most serviceable of all children's clothes, it is particularly important that they continue to be produced. A War Model would also help solve OPA's present difficult pricing problem.

Knitted Underwear for Men and Women, Children and Infants

The chief advantages of war models in this field would be to safeguard the continued production of underwear, particularly as between different underwear items. Both infant's underwear and men's heavyweight underwear are suffering in production, while less essential lightweight garments are favored.

Lightweight production is reported above requirements; infant underwear at least 10 percent below and men's heavyweight underwear off even more. WPB textile experts also fear that total underwear production may suffer because of the many demands on the available supply of knitted yarn.

Priority ratings may solve this latter problem of seeing that the available yarn goes to the underwear industry in preference to less essential items, although it has proven extremely difficult to manage the flow of textiles through priorities. However, simple priorities will not channel the yarn between different types of underwear or between underwear produced at different price ranges. War Models do provide a means for getting such an allocation.

Knitted underwear is one of the items where the Bureau of Labor Statistics reports numerous instances of the dropping of low-priced lines. Substantial deterioration in quality is also reported.

Concentration on fewer models should yield some small savings in materials and more appreciable savings in manpower, particularly with green help.

With all War Model items, care must be taken to see that the specifications are such as to permit industry to make the best use of existing equipment. That point is worth stressing for knitted underwear because of the many variations in gauges, stitching, etc. between machines in the industry. Specifications of the type that can be laid down for other items would not be adaptable to knitted underwear. However, war model standards can be defined readily enough and in such a way so that there would be no threat to production.

Men's and Boys' Shorts

Shorts lend themselves readily to a war model treatment. A war model would prevent further quality deterioration. In shorts, this means principally assuring the proper fullness in cut and serviceability of

fabric. Skimpiness results in early discarding and greater buying, which is a waste of manpower and yardage. Numerous instances of the dropping of low-priced lines are also reported. A war model would yield some savings in cutting down patterns and fancy weaves.

Men's Socks

Considerable savings in manpower, materials and a possible price reduction are promised here. Men's socks are distinguished by the great variety of patterns that are produced. Changing from one pattern to the next means a loss of machine time. Many patterns involve knitting additional material on to the socks, material which serves no function other than decoration.

A WPB order freezing existing patterns becomes effective on May 15, but further savings could be had by selecting the most serviceable constructions and giving those preference.

The patterns selected could be the ones most easily produced by green labor.

Fewer pattern shifts would increase the productivity of unskilled labor.

An appreciable saving in yardage could be effected by adopting as a War Model a nine inch hose. There has been discussion within WPB of forbidding the production of any men's hose longer than nine inches. Such an order, it is estimated, would save six million pounds of men's sock yarn which would make 3,000,000 shirts for babies.

The Bureau of Labor Statistics reports dropping of low-and socks; also quality deterioration.

War Models would also mean smaller inventories would be re-

quired; manufacturers could fill and ship orders more quickly than if they had to supply their customers full lines embracing many styles.

A War Model program concentrating production on the most serviceable types would reduce the replacement rate for hose.

Children's Socks and Anklets

The possibilities here are similar to those in men's socks. This also includes women's anklets since their sizes are identical with girls. The WPE order will freeze patterns and colors but further economies can be had by selecting the most serviceable constructions as War Models socks and giving them preference. Such War Models could be in simple patterns, with fewer colors, probably solid colors. Interstriping--giving socks as many colors as Joseph's coat--requires more manpower both in production and in dyeing. Socks or yarns used have to be dyed in small lots which requires considerable manpower. These economies would certainly relieve any price squeezes now prevailing and might mean a price reduction.

A solid color, war model sock would ease inventory problems.

In the anklet field a war model would help curb unnecessary demand. More serviceable socks and anklets would reduce the replacement rate.

Other Items Considered

The Committee also turned down a number of items that were suggested as possible War Models.

Pajamas were kept off the list because it was felt that they did not rank high enough in essentiality. It was felt that it would be unwise to commit ourselves to assuring fabrics for the production of war model pajamas when more essential clothing needs had to be filled first.

In work gloves the Committee found that the production problem was so critical that immediate action was necessary to meet the situation. Since such action was certain to be taken before a war model could be arrived at, it was thought wiser to wait until this immediate production problem was solved.

Towels, blankets and sheets were left off because the WFB had already issued far-reaching orders in these fields and anything further that had to be done probably could be accomplished through regular conservation orders.

Children's snow suits were felt to be a most desirable item for the list but were left off because of the seasonal nature of the industry, with production for next fall beginning in a matter of weeks.