

Longshore industry
(1949)

INTERNATIONAL LONGSHOREMEN'S & WAREHOUSEMEN'S UNION

AFFILIATED WITH THE CONGRESS OF INDUSTRIAL ORGANIZATIONS

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June 8, 1949

Memorandum to Members of Local 10

From: The International Officers
Subject: The Attached Report of the International Hiring
Hall Committee

At the stopwork meeting on May 4, the membership of Local 10 requested the International Research Department to survey the operation of the San Francisco hiring hall and to recommend any steps toward greater equalization of work opportunity. President Bridges, on behalf of the International, accepted this responsibility.

In order to carry on the survey, the International selected three members of Local 10 to work with the Research Director. They are John Olsen, Frederick Smith and Hal Differding. These men were selected on the basis of their qualifications for the work. They have done an excellent job.

The attached report was prepared by this Committee and constitutes their unanimous recommendations. The International Officers have reviewed it carefully and believe that its recommendations are desirable and practicable. We urge its adoption by the local membership.

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REPORT OF THE INTERNATIONAL HIRING HALL COMMITTEE

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Report of the International Hiring Hall Committee

What the Committee did

The Committee has sought to conduct an objective survey of the operation of the hiring hall to find out whether it is successfully carrying out its function of equalizing work opportunity, and to recommend changes which would bring about better equalization.

The Committee's proposals, if adopted, would go a long way, we believe, toward insuring that every member who makes himself regularly available will secure his fair share of the work. The rules and procedures proposed by the Committee would tend to eliminate the charges of chiseling and favoritism which are so widespread on the front and which are so damaging to unity in the local.

In the course of its survey the Committee has found some instances of apparent chiseling and is prepared to turn its information over to the proper body in the local for appropriate action. We did not conceive it to be our function to do the job of the local's Investigating Committee or of the Business Agents.

Our interest throughout has been to locate any loopholes in the existing procedures which afford opportunity for favoritism or chiseling and to try to plug these holes. We have been more concerned to stop the possibility of irregularities in the future than to make scapegoats of those who may have taken advantage of loose rules and procedures in the past.

With this general perspective the Committee proceeded as follows:

1. We spent the first couple of days in the hall, and particularly behind the dispatching windows, watching the dispatch and discussing rules and practices with the dispatchers.
2. We secured a room upstairs in the hall and invited members of the local to give us any facts, suggestions, complaints or charges which they thought would be helpful. Close to 100 members took advantage of this opportunity. We have a record of each complaint or suggestion, giving the member's name, book and brass numbers, and a summary of his ideas.
3. We checked all available records of hours worked, of plugs missed, of gravy and make-up time.
4. We conducted a special survey of hours worked during the 189th and 190th periods.
5. We reviewed minutes of the Executive Board, the membership meetings and the Grievance Committee to check on the present status of dispatching rules and to locate the names of men authorized to work steady.

6. We sent one member of the Committee to Wilmington to study the operation of the low-man-out system in effect down there.

Need for an investigation

In our judgment a thorough investigation of the hiring hall has been long overdue. Statements made by members to the Committee indicated widespread cynicism about the operation of the hall. Many members are convinced that hiring hall procedures can be improved to better equalize work opportunities and there is widespread belief that chiseling is common, that the dispatchers are playing favorites, and that favored individuals are getting jobs off the street.

Whether true or not, the belief that these conditions exist is extremely damaging to the morale of the membership and itself breeds disregard for the rules. This belief on the part of the membership was the reason for setting up this committee. When men are convinced that others are breaking the rules, they are themselves tempted to do so. The situation, in consequence, gets worse and worse.

We feel that the local officials should themselves have instituted an investigation before matters reached their present state of demoralization. The hiring hall is the most precious possession of the union and is to be preserved at all costs. We cannot afford to let a situation develop where any significant proportion of the membership believes the hiring hall has been corrupted. The employers tried their best last year to weaken the hall and to subvert it to their ends. If the membership isn't prepared to support the hall, the employers or the NLRB will next time be successful.

There are other reasons, too, why a survey of the hall is desirable and necessary. Like the San Francisco transportation system, the hall has not been adjusted to a growing job. The hall and its methods of operation were never devised for handling some 2,700 men each week. The employers' insistence that gangs consist only of those working on the ship has greatly increased the work of the dispatchers. Formerly, it was mostly replacements that went through the hall; now the entire dock contingent except hook-on men has to be dispatched. Operations would need to be streamlined for this reason alone.

Similarly the problem has been aggravated by the fact that the present hall was designed with the expectation in mind that the East Bay hall would be opened soon. This would have relieved the congestion which at present is one of the serious problems facing the hall.

And finally, the ^{un}usual and prolonged slackness of work has focused attention on the shortcomings of the hall. Weaknesses which were tolerable so long as there was plenty of work for everyone, have become intolerable under conditions of only 30 to 35 equivalent hours per week. The work situation has focused attention on the necessity for dividing the work as equally as possible and for convincing the membership that this is being done.

FINDINGS AND RECOMMENDATIONS

1. General laxity in the operation of the hall.

The Committee was immediately struck by the obviously lax way in which the hall is being operated. A few of the more important evidences of lax operation include:

(a) The written rules regulating dispatching are scattered in a booklet issued in 1947 - two years ago -, in Executive Board minutes and in membership minutes. No one, including the dispatchers, has all the rules in one place or even knows what they all are. It is obvious when the dispatchers and the members are not sure of the rules that irregularities can easily occur.

(b) It is impossible to find out at the Records Office or at any other single place what hours any man has put in since the beginning of the port year on December 20, 1948. The WEA records do not include time worked for Mutual or for other independents. There are other weaknesses in the records which are discussed later in the report.

(c) Similarly, there is no record whatsoever of gravy time or make-up time. A record is kept of who is dispatched on gravy and make-up, though even this was lost for a considerable period, but there is no record kept of the hours worked.

Consequently, it is impossible, without going through a mass of different records in different offices, to check whether a man has worked in excess of the port hours. It goes without saying that no routine systematic check has been attempted by anyone despite all the criticism of the hall. The Committee has attempted to do so in a limited number of cases.

(d) There is no single place where it is possible to check how many men are working steady, who they are or whether they are authorized to work steady.

(e) A number of apparently unauthorized people have access to the area behind the dispatching windows. Though some may have legitimate business, this is a practice which clearly is undesirable and should be stopped.

(f) The Committee observed that the time clocks used to stamp the dispatch slips are not accurate and that some job orders bear no time stamp. On May 5, for example, the Committee noted that the slips were stamped April 6, 1948 or April 5, 1949. Not a single slip for that day carried the correct date.

When the hall is run as laxly as is indicated above, it is inevitable that charges of chiseling and favoritism will be common. The important corrective step, as we said earlier, is to tighten up the operation so that whatever irregularities have occurred in the past cannot occur in the future.

Each specific charge of chiseling and favoritism received by the Committee has been checked into. In some cases it was found to be without foundation. In other cases there appears to be some basis for it.

In general, the Committee believes that many of the charges along this line are unfounded and that in the main the hall has been honestly administered. If the rules are clarified and the procedures tightened up, the membership can be confident of getting a square deal.

2. Stand by

In making a study of the stand by situation, the Committee took into consideration first, the original purpose of stand by and second, to what extent stand by is being used today.

Stand by was first started some years ago at the Clay Street Hall. At that time there was a large number of permit men who had little or no chance to keep up to the port hours. After the hall closed at 6 p.m., a few of these brothers would stand by in case gang men failed to show on the job. Only replacements of men who failed to show were handled during the stand by period.

The Committee now finds that the stand by is in reality a second night dispatch period. Both gang foremen and companies now rely on the stand by for men, and regular orders that are not replacements are filled after dispatching hours off the stand by.

To illustrate this, we find companies ordering anywhere from four to thirteen swing men at 6.30 p.m. for a seven o'clock start.

The same thing is true in regards to lift drivers. In one instance, an extra gang of 8-6-3-1 was made up off the stand by and dispatched to Pier 26 at 8.45 p.m. Twelve of these men were listed as gravy. This is a clear violation of the dispatching rules by the employers.

The Committee feels that this is deliberate on the part of the employers in the sense that they use the stand by as a safeguard against ordering at the usual time men they may be able to do without.

Many individual orders are also placed between six and seven for a seven o'clock start. These jobs are lost to the men plugged in, who went home when plugs were made good for the day.

By continuing this practice, we not only allow the employers an additional dispatch period but force our members to stand by after the hall is closed in order to get their time in. This also tends to build up the gravy time while regular plug men are unable to get the port hours.

In checking the records, we find during the month of April:

Total stand by jobs - 612

Gravy - 30

Jobs ordered by companies - 172

Make-up - 26

Jobs in violation of rules - 214

No replacement - 106

During the period from May 1st to May 15, we find:

Total stand by jobs - 189

Gravy - 31

Jobs ordered by companies - 99

Make-up -17

Jobs in violation of rules - 104

No replacement - 121

For the benefit of all concerned and the welfare of our Union, the Committee is of the opinion that stand by time should be returned to its original purpose of replacing those few brothers who for one reason or another failed to show.

The Committee recommends:

- (1) THAT NO ORDERS FOR MEN BE ACCEPTED FROM ANY COMPANY AFTER DISPATCHING HOURS.
- (2) THAT ALL ORDERS FOR GANG REPLACEMENTS BE TURNED IN DURING REGULAR DISPATCHING HOURS.
- (3) THAT ALL STAND BY JOBS BE REPLACEMENTS ONLY AND NUMBER OF MAN BEING REPLACED TO SHOW ON DISPATCH SHEET.
- (4) NUMBERS OF ALL MEN FAILING TO SHOW TO BE PLACED BY THE DISPATCHER ON GRIEVANCE BLANK AND TURNED OVER TO BUSINESS AGENT.

3. Sundays off

Although the contract provides for scheduled Sundays off for all gangs, the Committee finds that many gangs are working when they are listed as off.

Gangs are listed in three groups: A - B - C. Group A would be on February and off March and April.

In checking the records, the Committee finds that a total of 80 gangs worked on 91 Sundays when they were officially listed as off in the period February 1 to April 24. Some gangs worked more than one Sunday.

The Committee could not see any valid reason for a gang to be working when scheduled off. As all gangs are guaranteed the port hours, no gang need work their Sunday off to get their time in.

We feel that if this situation is allowed to continue, it will:

- (1) Lead to a breakdown of the whole question of Sundays off and a step backward in our efforts to eventually have all Sunday work stopped;

(2) Cause friction in gangs when one or two members may have planned the day, knowing their gang was scheduled off, while the remaining members may wish to work;

(3) Opens the way for the dispatchers to be accused of favoritism or to practice same in allowing certain gangs to work when they are scheduled off.

We feel that the question of Sunday off should be made crystal clear so every member of a gang will know exactly when he is off or subject to call for Sunday work.

The Committee recommends:

THAT THE ILWU MEMBERS OF THE LABOR RELATIONS BOARD IMMEDIATELY NOTIFY THE WEA AND THE CHIEF DISPATCHER, THAT ONLY THOSE GANGS IN THE GROUP LISTED FOR SUNDAY WORK WILL BE SUBJECT TO CALL. ALL GANGS WHO ARE LISTED AS OFF WILL AUTOMATICALLY BE REPLACED ON SUNDAY.

4. Dispatching rules

The Committee found that an accurate, complete and up-to-date set of dispatching rules is nowhere available. In 1947, the rules then in effect were printed in a yellow booklet entitled "Working and Dispatching Rules". Rules adopted by the membership since then are buried in minutes of the Executive Board and of membership meetings.

This situation is a source of confusion and breeds disregard for the rules. If no one is sure what the rules are, it is easy to evade them and it is easy for suspicion to arise that others are breaking them.

Because of the confusion, the Committee observed that in some instances actual hiring hall practices are at variance with the rules. For example, rule 4 on page 20 of the yellow booklet reads:

"The Dispatcher shall arrange the gang orders in the sequence to be filled before the start of the dispatching period and in no case shall the sequence be changed to give a man a choice of jobs."

This rule is not being followed in all instances.

Or, another example: Rules 14 and 15, page 22, provides for calling volunteers and the use of green slips for replacements and short jobs. In actual practice, instituted by the dispatchers, plugs are pulled for all jobs when work is slack, but volunteers are called for at other times.

The practice of pulling plugs for all jobs under present slack conditions is one the Committee approves and believes should be continued. Our point here is simply that the written rules make no provision for it.

Other rules have been adopted but are not carried out because the employers have been unwilling to go along. For example, as discussed later, it is necessary from time to time to make up gangs off the board in order to equalize time between gangs and plugmen. But this isn't being done because the employers oppose the use of make-up gangs.

Still other rules are entirely unclear at the present time and some are conflicting. No one knows just what the rule is regarding make-up time or under what circumstances it is okay to finish a job even though over port hours.

The Committee recommends:

THAT THE LOCAL PROCEED AT ONCE TO REVIEW AND CODIFY ALL RULES RELATING TO DISPATCHING; THAT THEY BE DISCUSSED AND APPROVED BY THE MEMBERSHIP; AND THAT THEY BE PUBLISHED IN AS USABLE FORM AS POSSIBLE SO THAT EVERY MEMBER MAY HAVE ONE. THE COMMITTEE BELIEVES THAT THIS IS A PROPER FUNCTION FOR THE RECORDING SECRETARY.

5. Extent of inequality in hours

(a) Among gangs. The Committee has received no complaints about the division of work among gangs and believes that the system is working satisfactorily. In any one period, there is substantial variation in the hours worked from gang to gang, but over the whole period since December 20, 1948, equalization has taken place to a very considerable extent.

(b) Men with very few hours. There is a large group of plug men who for a variety of reasons apparently do not make themselves regularly available. In the 189th period, the Committee found that 8 percent of all the non-gang men worked fewer than 65 hours, or less than half the port time of 130 hours for that period.

Among gang members the percentage working fewer than 65 hours was only 2 percent. These are presumably men unable to work because of illness or injury. We believe that the difference between these two percentages, namely 6 percent, represents approximately the proportion of non-gang men who are not making themselves regularly available for reasons other than illness or injury. This means there are about 175 men in this group. In this connection the Committee checked the number of missed plugs for the week of 5/8 through 5/14 and found a total of 516 plugs missed.

The Committee concluded that no recommendation regarding this group is necessary. If a low-man-out system were adopted, it would automatically take care of this problem because men not regularly available would be dispatched on the basis not of their own low hours, but of the average hours for all those in their work category.

(c) Analysis of hours of men over port hours at the end of the 190th period - 5/8/49.

Due to the limitations of the records in the Records Office, the Committee found it impossible to compile a complete list of men over the port hours after consideration of "gravy" time.

The sample analyzed consists of 476 men with the highest hours in the 189th period. Also included are 16 men who were given 30 days off in May 1948 by the Grievance Committee for being over port hours. These men appealed their cases and no final action was taken.

For the above group of 492 men equivalent hours were figured through the 190th period (December 20, 1948 to May 8, 1949) for time worked for both the Waterfront Employers Association and Mutual Stevedoring Co.

The men who were over by 25 hours or more are grouped as follows:

(1) Gang men: Eleven men with overages from 28 to 248 hours after allowing for differences between gang hours and port hours on 5/8/49.

(2) Plug men: Thirty-two men with overages from 41 to 298 hours.

(3) Steady men: Seventeen men with overages from 34 to 299 (list attached). Includes men working steady for one company with the exception of gearmen. The question of proper authorization for such steady work is discussed in another section of the report. These overages are figured on the basis of 40 actual authorized hours per week, which equal 40 equivalent hours for men on a 8-hour day, such as coopers and sweepers, and 45 equivalent hours for men on a 6-hour day, such as carmen.

It should be borne clearly in mind that the overages shown above for gang and plug men include travel time of less than one hour and "gravy" time, if any. The one-half hours of travel time are included in all records furnished by the WEA and cannot be separated from the other hours. The "gravy" time can be established only by checking job orders for the port year and then getting hours from the time sheets. This amount of work was beyond the Committee's power. The amount of work involved in determining "gravy" time was increased because of the loss from the hiring hall office of the daily lists of "make-up" and "gravy" jobs up to April 26.

Recommendations on Records Office

The Records Office at present cannot furnish a man's equivalent hours for the port year. Two lists furnished by the WEA are now used. The hours from both lists must be added and overtime hours converted to equivalent straight time hours. The resulting figure is far from complete as it does not include time worked for Mutual Stevedoring Co. or vacation hours. On the other hand, it does include travel time less than one hour and "gravy" time. These items are not chargeable to port time.

The Committee's opinion is that the records should show the port hours charged to each man and that the WEA has some responsibility inasmuch as information formerly available in the Records Office is not now being furnished by the WEA. The Records Office should be able to furnish a list of men who are over port hours at the end of each period.

The Committee therefore recommends:

- (1) THE LABOR RELATIONS COMMITTEE REQUEST OF THE WEA ONE LIST AT THE END OF EACH PERIOD SHOWING EQUIVALENT HOURS FOR EACH MAN FROM 12/20/48 TO DATE.
- (2) LRC HAVE RECORDS OFFICE SET UP A LEDGER TO WHICH INDIVIDUAL VACATION TIME, "GRAVY" TIME AND MUTUAL STEVEDORING CO. TIME AFTER 2/6/49 WOULD BE POSTED. THE SETTING UP OF THIS LEDGER AND POSTING IT FROM DECEMBER 20TH TO DATE WOULD REQUIRE AT LEAST A MONTH'S WORK BY ONE CLERK. AFTER BEING ESTABLISHED, IT WOULD INVOLVE LITTLE EXTRA CLERICAL WORK.
- (3) RECORDS OFFICE TO MAINTAIN A RECORD OF GANG MEN AND STEADY MEN FOR PURPOSE OF CHECKING PORT HOURS. THE COMMITTEE COMPILED AN INDEX OF GANG MEMBERS WHICH CAN BE TURNED OVER TO THE RECORDS OFFICE.
- (4) ALL TRAVEL TIME TO BE CHARGED TO PORT TIME, BEGINNING WITH NEXT PERIOD.
- (5) MUTUAL STEVEDORING BE REQUESTED TO FURNISH LIST OF HOURS BY MAN FOR PERIOD FROM DECEMBER 20, 1948 TO FEBRUARY 6, 1949.
- (6) RECORDS OFFICE TO FURNISH AT THE END OF EACH PERIOD TO THE BUSINESS AGENT A LIST OF THE MEN WHO ARE OVER THE PORT HOURS. A COPY OF THIS LIST TO BE POSTED IN THE HIRING HALL.

While several of the above recommendations will require additional work on the part of the Records Office, others will save their time. The Committee believes that no additional clerks will be necessary once the new procedures have been established.

Alternative Recommendation

The cost to the Union of establishing proper records from the start of the port year would approximate \$400. If the membership considers it inadvisable to establish records covering past periods, the present port hours could be terminated at the end of the 192nd period and a fresh start made. The gangs and plug men would be levelled off as of that date and start with zero port hours.

All the points in the first recommendation would be necessary except those concerning the establishing of past records.

Steady Men Over Authorized Hours 12/20-5/8

<u>Brass</u>	<u>Name</u>	<u>Category</u>	<u>Company</u>	<u>Hours Over</u>
336	A. E. Larson	Utility	Matson	141
386	H. Nelson	Lasher Gear Dock	PS & B	133
1004	W. J. Holsworth	Sweeper	Ocean Term.	169
2491	J. Mirabella	Lift	Matson	145
2723	H. J. Tice	Utility	Matson	299
3960	J. Randig	Utility	Matson	64
3974	R. W. Myers	Utility	Matson	294
4579	R. E. Lecornec	Utility	Matson	81
6960	A. M. Kirkewoog	Gang Boss	PS & B	155
9538	D. J. Decamp	Cooper	Isthmian	153
9575	J. P. McArdle	Baggage	Amer. Pres.	107
9620	J. Brady	Cooper	Mission Term.	178
9628	W. C. Hansen	Cooper	Mission Term.	213
9632	T. Julian	Cooper	Isthmian	148
63577	J. D. Cannata	Cooper	Mission Term.	183
65327	H. W. Davis	Car	Seaboard	34
69583	R. W. Cook	Cooper	Pac. Far East	66

Coopers, sweepers, utility - 8 hr day - 40 equivalent hours per week
 Others (gearmen excluded) - 6 hr day - 45 equivalent hours per week

(d) Inequality in hours between gangmen and plugmen. A basic problem for the hiring hall, particularly important since the gangs were cut down to ship gangs only, is to work out a procedure for achieving equality in hours between gangmen and plugmen. The conviction is widespread among men who work off the plug that the members of gangs get a much better break and that, in fact, the whole system operates to benefit the gang men while the plug men get the short end of the deal.

The Committee is glad to report that the inequality between these groups is not as great as many believe it to be. But we are forced to report also that the inequality could be eliminated if the dispatchers were better informed regarding the facts. As an example of the lack of information, dispatchers thought that the plugmen were doing better than the gangmen, though the facts were to the contrary.

In the 189th period, the average of hours worked by gang men was 128.6, or almost the port hours of 130, while the plugmen put in 120.6 hours. This is a difference of 8 hours in the period, or 2 hours per week. This is not a large difference, but large enough to be significant when work is so short.

The remedy for this situation is to make up off the board enough gangs so that the averages are equalized. In the absence of adequate records, this would be difficult to do with any precision.

However, the Committee believes that a much better job could be done along this line than is now being done, even on the basis of existing statistics. Each week the employers compute the total straight and overtime hours

worked in the preceding week. From these figures, it is easy to compute the total equivalent straight-time hours. If this total is then divided by 5500, the approximate number of men available in the port, the result is the average equivalent hours per man for that week.

If the average is below the port hours for that week, then the gangs are getting ahead of the plugmen. The dispatcher could then make up gangs, using the men plugged in at the time, and hold back the regular gangs.

If this were done each week, the dispatcher would soon be able to tell whether he was making up too many gangs or not enough.

The effect, of course, would be to make the board move faster.

This suggested procedure is very rough. If the Committee's suggestions for improving the records maintained by the Records Office are adopted, it will be possible to work out a better method. Also, if the low-man-out system proves feasible in San Francisco, this problem can be readily handled just as it is in Wilmington.

In order to achieve greater equalization of hours between gangmen and plugmen, the Committee recommends:

- (1) THAT THE DISPATCHER MAKE UP GANGS WHENEVER NECESSARY TO BRING AVERAGE HOURS WORKED BY PLUGMEN UP TO THE LEVEL OF HOURS WORKED BY THE GANGS.

THE COMMITTEE RECOGNIZES THAT ADOPTION OF THIS RECOMMENDATION IS NOT POSSIBLE WITHOUT CONSENT BY THE EMPLOYERS. THE MATTER SHOULD, THEREFORE, BE REFERRED TO THE UNION MEMBERS OF THE LABOR RELATIONS COMMITTEE.

- (2) THE COMMITTEE RECOMMENDS THAT THE PRESENT RULE 24 ON PAGE 23 OF THE BOOKLET OF DISPATCHING RULES BE ENFORCED. THE RULE STATES THAT A LIST SHOWING GANG VACANCIES BE POSTED IN THE HALL.

THIS LIST COULD BE EASILY COMPILED BY THE RECORDS OFFICE EACH MONTH FROM GANG PERSONNEL SHEETS.

OUR STUDY OF GANG MEN SHOWS ABOUT 2600 MEN STEADY IN GANGS. THE TOTAL NUMBER OF GANG JOBS IN THE 264 GANGS IS 2904. THERE ARE THEREFORE ABOUT 300 GANG VACANCIES, OR AN AVERAGE OF ABOUT 1.2 VACANCIES PER GANG.

6. Steady men

The Committee was asked to look into the steady men situation. Upon searching out the steady men, it was found that no definite, concise record has been kept in recent years. No one knows how many steady men are actually working or if those working are authorized by the union to work.

In order to secure a list of steady men, the Committee searched the minutes of the Investigating Committee and of the Executive Board, plus the extra men's time sheets in the Records Office. The findings give a not too conclusive picture nor a very accurate one. They are as follows:

Matson - 45 men authorized by Executive Bd '47 and Inv. Com. '48
23 men - no authorization found
68 men - total

1 man working other docks as well as for Matson.

APL - 15 men on docks - no authorization found
5 Steady porters not using plug board
20 Occasional porters using plug board
40 men - total

2 of the 5 steady men were found to be working for another company also.

California Stevedore and Ballast - 1 man - no authorization found

Associated Banning - 4 men - no authorization found

Pope & Talbot - 4 men - no authorization found

Schirmer - 3 men - no authorization found

Western Terminal - 2 men - no authorization found

Grace - 12 men - no authorization found

Marine Terminals - 19 men - no authorization found
6 men authorized by Executive Board or by
the Investigating Committee
21 men - total

4 Gearmen were found to be steady for P.S.B. as well as Marine Terminals

Pacific Stevedoring & Ballast - 6 men authorized
19 men - no authorization found
25 men - total

Men working for this company work in four or five occupational categories.

Three men were working steady at other companies along with steady work for their company.

West Coast Terminals - 18 men - no authorization found

Thus we find a total of 198 men working steady. Some work under the Longshore contract; others under the Miscellaneous contract. The Committee is convinced that the number of men working steady is substantially larger than this. We did not have opportunity to make a complete survey of all the steady men. Such a survey should be made by the local. The Committee is prepared to turn over to the Investigating Committee for further investigation the lists which it has compiled.

The Committee recommends the following procedure in order to insure that only properly authorized men shall work steady:

- (1) EACH DOCK TO BE CHECKED BY THE DOCK STEWARD TO ASCERTAIN WHO IS STEADY AND BY WHAT AUTHORITY. THE STEWARD TO SUBMIT A LIST OF THE STEADY MEN TO THE BUSINESS AGENT.
- (2) EACH MAN NOW WORKING STEADY TO REPORT DIRECTLY TO THE BUSINESS AGENT.
- (3) THE BUSINESS AGENT TO TURN OVER TO THE INVESTIGATING COMMITTEE ALL NAMES SUBMITTED TO HIM BY THE STEWARDS AND BY THE MEN THEMSELVES.
- (4) THE INVESTIGATING COMMITTEE TO REVIEW ALL NAMES AND TO ISSUE AN EXCEPTION CARD TO EACH MAN AUTHORIZED TO WORK STEADY.
- (5) A CARD INDEX SHOWING ALL SUCH AUTHORIZATIONS TO BE STARTED AND KEPT IN THE OFFICE OF THE BUSINESS AGENT.
- (6) STEADY MEN BE ALLOWED TO WORK FOR ONE COMPANY ONLY.
- (7) ELIMINATE BAGGAGE AND HAVE ALL PORTER AND BAGGAGE JOBS PULLED FROM THE SWAMPER BOARD.

7. Jobs without plugging in.

The fact that some men are entitled to jobs without plugging in leads to contentions of favoritism etc. The Committee found:

Students	6 men 1/wk	24 job opportunities/mo
Invest. Com.	15 men 2/mo.	60 " "
Ex. Board	35 men 2/mo.	70 " "
Griev. Com.	15 men 4/mo.	60 " "
		<u>214</u> " " /mo.

Besides these men, the following are entitled to jobs without plugging in:

(1) Witnesses for cases coming before committees.

(2) Crane operators for banana docks; ten (10) men for bulldozer work on coke at Richmond; and men for lift jitney operation on paper.

The Committee was informed by B. A. Walter Nelson that the bulldozer work had to be done by preferred men in order to keep the work for ILWU as the AFL thought they should do the work. In time he thinks enough men will be qualified so that preferential hiring will not exist.

The Committee recommends:

- (1) THAT AN UNPAID COMMITTEE MEMBER WHO IS WORKING OFF THE PLUG BE ALLOWED A JOB OPPORTUNITY ONLY IF HIS PLUG HAS BEEN PULLED. OTHERWISE HE WAITS HIS TURN ON THE BOARD.
- (2) THAT AN UNPAID COMMITTEE MEMBER WHO IS A GANG MEMBER BE ENTITLED TO A ONE-DAY JOB ONLY IF HE MISSED WORK OPPORTUNITY BECAUSE HIS GANG WAS WORKING.
- (3) THAT BUSINESS AGENTS DO EVERYTHING POSSIBLE TO EXTEND THE LIST OF MEN AVAILABLE FOR BULLDOZER WORK AND LIFT JITNEY OPERATORS ON PAPER.
- (4) LISTS OF MEN QUALIFIED AND AVAILABLE FOR THESE OPERATIONS TO BE POSTED IN THE HIRING HALL. MEN WHO BELIEVE THEMSELVES QUALIFIED FOR THIS WORK SHOULD REPORT TO THE BUSINESS AGENT.
- (5) CRANE OPERATORS FOR BANANA DOCKS SHOULD COME OFF THE WINCH DRIVER BOARD AS NO SPECIAL SKILL IS REQUIRED FOR THIS WORK.

8. Gravy and make-up jobs

The desirability of the elimination of gravy and make-up jobs is recognized. However, under the present system of dispatching, only a reduction in the number of these jobs is possible, as total elimination would make it impossible to fill all jobs with members of the union. Certain suggestions in other sections of this report would result in the dispatching as regular jobs of many which are now being dispatched as gravy and make-up.

The numbers of gravy and make-up jobs for the 40-day period from 4/1/49 to 5/10/49 are as follows:

	<u>Gravy</u>			<u>Make-up</u>		
	<u>Day</u>	<u>Night</u>	<u>Total</u>	<u>Day</u>	<u>Night</u>	<u>Total</u>
Bananas	*302	184	486	129	94	223
Other	318	96	414	175	97	272
Total	620	280	900	304	191	495

*93 banana jobs were filled on 4/29 by outsiders. These jobs are not included in the table.

The average number of jobs per week in the 190th period from 4/11 to 5/8 were as follows:

	<u>Gravy</u>	<u>Make-up</u>
Bananas	99	49
Other	81	49
Total	180	98

The number of manpower hours per week for the same period, based on eight equivalent hours per job is estimated to be as follows:

Gravy	1500
Make-up	800
Total	2300

Jobs not dispatched through hiring hall

A primary dispatching rule is that all jobs be dispatched through the hiring hall. Rule 1 in the booklet on working and dispatching rules states:

"Any registered longshoreman not using the hiring hall for the purpose of obtaining a job under the jurisdiction of the hiring hall shall for the first offense be given 30 days off, and for the second offense the cancellation of registration."

It is obvious that this rule is fundamental to the operation of the hiring hall.

The Committee found that at the present time some jobs are being picked up on the street, presumably because of men failing to show when the hall is closed, and are being marked as gravy the next day in the hall when the man filling the job so requests. The man is then given a gravy dispatch slip.

No record of this type of job has been kept other than a regular job order marked gravy. The dispatchers state that this practice is followed but do not think there are many such jobs. The Committee was unable to determine the number of jobs involved in this practice.

The Committee recommends:

THAT WHENEVER A BOSS PICKS UP A MAN ON THE STREET HE MAKE A REPORT TO THE CHIEF DISPATCHER STATING THE CIRCUMSTANCES AND THE NUMBER OF THE MAN REPLACED, AND THAT NO MAN FILLING SUCH A JOB BE GIVEN CREDIT FOR GRAVY. THE CHIEF DISPATCHER WILL RECORD THE INFORMATION ON A JOB ORDER AND PLACE THE NUMBER OF THE MAN FAILING TO SHOW ON THE DAILY LIST TO BE GIVEN TO THE BUSINESS AGENT.

The Committee feels that this recommendation is necessary to prevent the possibility of intentional by-passing of the hall in filling jobs. It would hold such jobs to an absolute minimum and provide a record of them. Disciplinary action against the man failing to show is necessary so that replacements will be dispatched during the regular dispatching period.

9. Bananas

The banana ship which arrives in San Francisco one day each week is a specific problem. On busy days it is sometimes difficult to get the required men. When work is slack many of our members would like this work.

There also arises the added situation of some men working on their port hours while many others are working on gravy or make-up.

All gang men have the opportunity to take these jobs on gravy if their gang is off that day. We feel that plug men should have the same opportunity and all banana jobs be considered as bonus.

In view of these facts, the Committee recommends:

- (1) THAT ALL JOBS FOR THE BANANA BOAT BE CONSIDERED AS GRAVY AND NOT APPLICABLE TO PLEET TIME.
- (2) THAT ALL GANGS BE MADE UP FROM THE PLUG BOARD, INSTEAD OF DISPATCHING REGULAR GANGS.
- (3) ALL JOBS TO COME OFF THE REGULAR BOARD FIRST ON A VOLUNTARY BASIS. REMAINING JOBS TO BE CALLED FROM BANANA BOARD.

10. Gangs placed on ice.

The Union is on record as opposed to putting gangs on ice. However, since the employers were unwilling to do away with the practice, it still continues.

The dispatchers expressed the opinion that under certain circumstances the practice is desirable in order to prevent sending new gangs to short jobs. The Committee agrees but feels that the practice should be kept to a minimum.

The present practice relative to gangs being placed on ice is as follows:

- (1) No day gangs placed on ice.
- (2) No gangs on ice for Sunday.
- (3) No plug men put on ice.

The Committee studied the on ice problem for the periods 189, 190, and the first week of period 191.

The Committee found 95 gangs involved and 8 companies. The on ice question occurred 48 times. One company, namely, Marine Terminals, created 14 instances alone. In this case of Marine Terminals, it appears that the practice is being abused.

On Ice 3/13 - 5/10

Gangs involved 95
Co-involved 8

Frequency

Matson	3
C.S.B.	7
W.C.T..	5
Seaboard	8
M.T.	14
Jones	4
Arrow Lines	1
P.S.B..	6
	<u>48 instances</u>

The Committee recommends:

- (1) THAT PLUG MEN STAY WITH GANG WHEN GANG IS PLACED ON ICE. WHEN ON ICE, PLUG MEN MAY PLUG IN, BUT TO GO ON JOB IF GANG IS REORDERED. PLUG WILL BE WITHDRAWN FROM BOARD PRIOR TO RESUMPTION OF WORK WITH GANG.
- (2) THAT THE CHIEF DISPATCHER REPORT TO THE LABOR RELATIONS COMMITTEE ANY COMPANY THAT IS ABUSING THE PRACTICE.

11. Physical aspects of hiring hall

With the thought in mind of providing more space for members using the plug board, the Committee looked into the physical make up of the hiring hall.

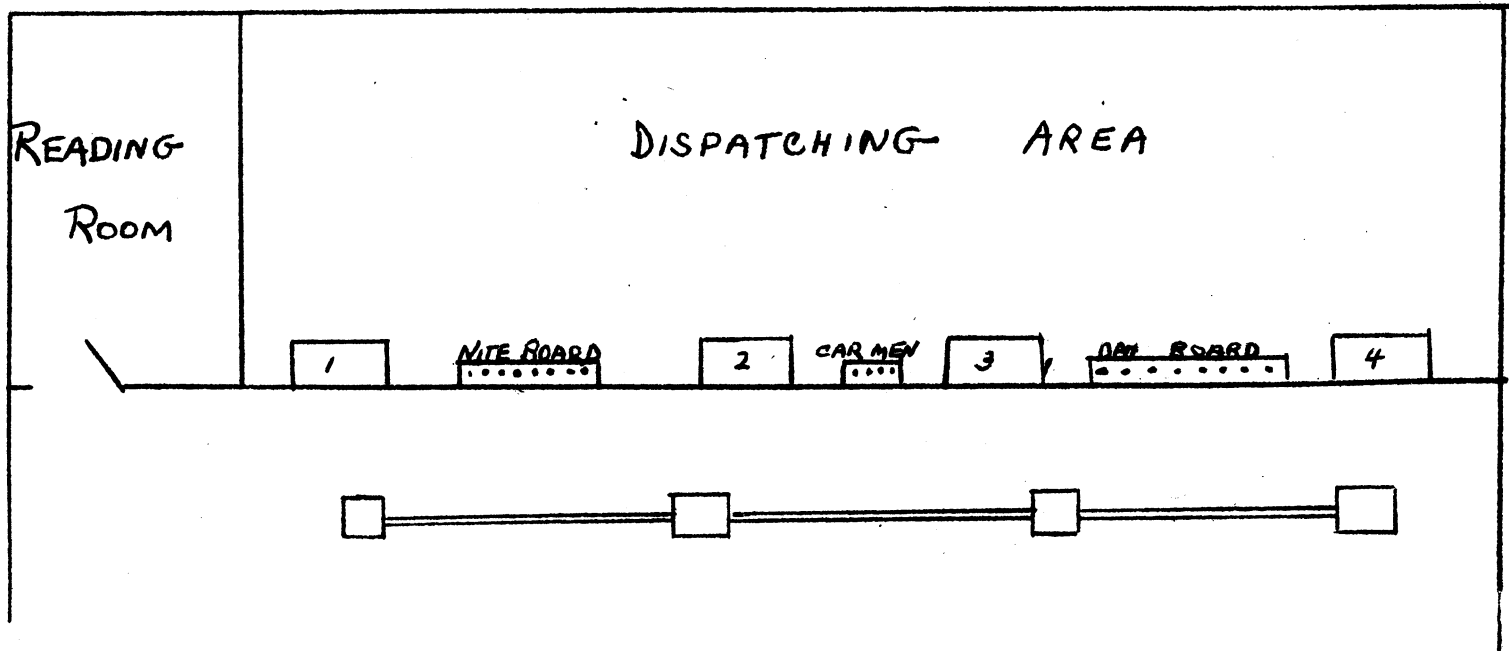
We find that more floor space is sorely needed as many members have trouble getting to the dispatching windows when their plug is called.

Much of this congestion is due to the fact that the plug board and dispatching windows are next to each other. Men looking for their plugs or plugging in form a barrier, that makes it difficult for those answering their plugs to get to the windows. Many brothers have lost out on "One Day" or other voluntary jobs because of this situation.

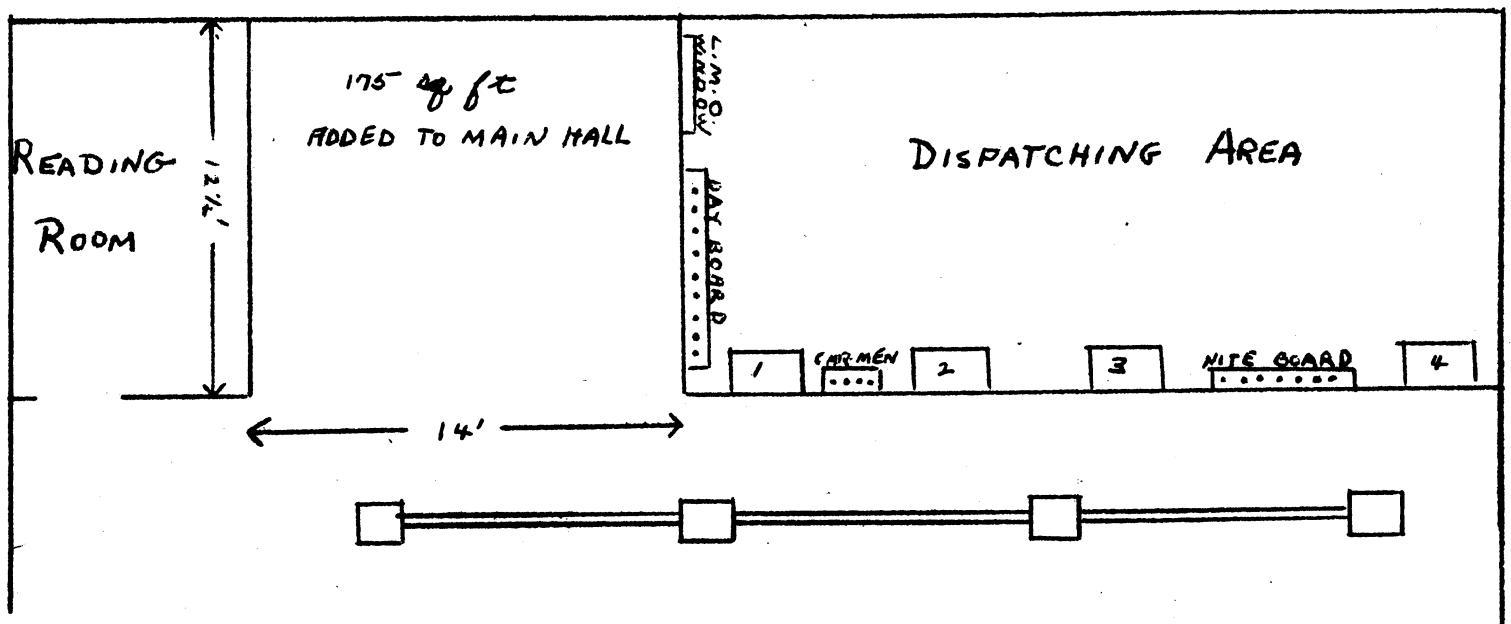
After discussion with the Dispatchers, the Committee recommends a structural change. (See the diagram)

This will give approximately 175 additional square feet to the main hall. It will also place the big day board away from the dispatching windows.

AS HALL IS NOW



PROPOSED CHANGE



12. Hiring hall operations

The Committee makes three recommendations which need no elaboration:

- (1) THAT RULE 33 ON PAGE 24 OF THE YELLOW BOOK OF DISPATCHING RULES BE STRICTLY ENFORCED. THIS RULE READS:

"NO ONE EXCEPT ILWU OFFICIALS OR AUTHORIZED PERSONS SHALL BE PERMITTED IN THE OFFICE SECTION OF THE DISPATCHING HALL."

The Committee observed that many unauthorized men were permitted in the office section of the hall. This practice interferes with the work of the dispatchers, breeds suspicion and lays the dispatcher open to charges of favoritism. The Committee recognizes that insofar as the gang bosses are concerned, they often have legitimate business with the Chief Dispatcher. We feel, however, that this business should be transacted through the window provided for that purpose.

- (2) THAT THE SERGEANT-AT-ARMS NOT BE ALLOWED TO HANDLE PLUGS. RULE 32, P. 24 OF THE BOOK OF DISPATCHING RULES FORBIDS THE SERGEANT-AT-ARMS FROM HANDLING PLUGS AT ANY TIME.

The Committee observed the sergeant-at-arms returning plugs during dispatching hours. This is a double violation of the rules because plugs are not supposed to be returned until after the dispatch is over.

The sergeant-at-arms should of course be permitted to help with the daily check of the plug numbers which is made for purposes of unemployment compensation.

- (3) THAT THE DISPATCHERS CONSIDER THE POSSIBILITY OF HAVING ONE DISPATCHER AVAILABLE AT ALL TIMES IN THE DISPATCHING AREA SO THAT MEN CAN GET THEIR PLUGS BACK WITHOUT WAITING.

13. Low-man-out system

In considering the question of a low-man-out system, the Committee was guided by the motion made at the membership meeting of March 30, 1949.

It was moved, seconded and carried -

"That we do away with the Low Man Out System and go back to the old system until such a time that the officials can bring in a recommendation that will dispense with chiselers."

Many of the members who appeared before the Committee expressed the opinion that a fairer method of dispatching was needed, especially in the slow moving categories. There was a general feeling that the recent trial of a low-man-out system failed because there had not been any previous study or preparations made.

The Committee decided to make a thorough examination of the facts. We wanted to determine what improvements could be made and what if any were the shortcomings of our present system, our main interest being to find a way to make our plug board work for the benefit of all the members.

In many cases our present system forces members to gamble with their work opportunity. What category shall they plug in? Which is moving the fastest? Shall they take a one day job? A member will turn down a one day job today and tomorrow or the next day he is sent on a regular job that only lasts one day. In another instance we find two men plugging in on Monday. The first man plugged in gets out on Tuesday and works Tuesday, Wednesday, Thursday and Friday. He finishes Friday at 5 p.m. Work having slowed down, the second man doesn't get out until Friday morning. His job is across the Bay and is only good for one day. He works until 6 p.m. The result is that the man who worked four days is ten or fifteen plugs ahead of the man who only worked one day.

All this adds up to an unhealthy situation and makes it obvious that some thing should be done to correct it. The Committee felt that with a fairer distribution of the work, much of the gravy time could be eliminated.

The Committee decided to send one member to San Pedro to make a survey of their hiring hall. We felt this would enable us to determine if their system would work in our port. If not all, perhaps part of their system could be used to our advantage.

The officials of Local 13 were very cooperative and helpful in explaining their dispatching methods. Pres. Ernie Adams, Chief Dispatcher W. F. Hendrickson, Dispatcher W. Nall and all the dispatchers gave their time to the Committee so we would have a clear picture of how their system worked.

Local 13 has a membership of 2500. Approximately 600 are in gangs and 1900 on the plug. This compares to 2700 men on the plug in San Francisco. They have a real low man out system. The men are dispatched according to hours, a member having $47\frac{1}{4}$ hours being dispatched before a member having $47\frac{1}{2}$. Each member puts his number and hours on a list and the man with the lowest hours in each category goes out first.

Any plug man may take a day off by simply "squaring" his number on the list 33. This gives him his scheduled day off and protects his job opportunity for the next day.

A member squaring off does not lose his unemployment insurance if he would have been dispatched that day; provided, of course he is not called the balance of the week.

All members are governed by average hours as against our port hours. At the end of each month, any member more than ten hours below the average must take the average hours. Any member changing from gang to plug or from one category to another, must take the average if his hours are below the category he enters. If his hours are above the average, he keeps his hours. Any member missing three dispatch periods must also take the average hours. Any man missing his plug has 6 hours added to his time.

This system is actually an honor system. Each member keeps track of his own hours but can check with the Records Office. Their rules are few and for that reason are not only known but lived up to by all the members.

This system was found to be especially helpful in maintaining vacation hours for all members. In any particular category, either all the members making themselves available will be eligible for a vacation, or none of them will have the required hours. We feel that this would provide a gauge to tell if the qualifying vacation hours are set too high and if so give us the facts necessary to have them reduced.

After a thorough discussion with the dispatchers, the Committee felt the correct approach would be to try the system with two or three of the slower moving categories. After a fair trial of thirty or sixty days, if found workable, and to the benefit of the members, it could then be spread to other groups.

The Committee is of the opinion that the system will result in:

- 1 - The equalization of work opportunity.
- 2 - The elimination of the problem of calling one day jobs.
- 3 - Giving plug men a scheduled day off.
- 4 - Reducing gravy jobs to a minimum.
- 5 - A better opportunity to make vacation hours.
- 6 - Elimination of many unnecessary rules.

The Committee therefore recommends:

- (1) THAT THE LOW MAN OUT SYSTEM BE STARTED WITH THE THREE FOLLOWING GROUPS: WINCH DRIVERS, JITNEY DRIVERS, LIFT DRIVERS.
- (2) THAT IF ENDORSED, THE SYSTEM GO INTO EFFECT AT THE BEGINNING OF ANY GIVEN PERIOD.
- (3) THAT BEFORE PUTTING THIS SYSTEM INTO PRACTICE A MEETING OF THE THREE GROUPS AND THE DISPATCHERS BE HELD FOR THE PURPOSE OF THOROUGHLY EXPLAINING THE RULES AND METHODS USED.
- (4) THAT THE CHIEF DISPATCHER REPORT BACK TO THE MEMBERSHIP AFTER THE SYSTEM HAS BEEN TRIED FOR TWO PERIODS.

In conclusion, we wish to thank the officials of Local 13 for the courtesy and help given us. We wish to especially thank Chief Dispatcher W. F. Hendrickson who has also expressed his willingness to come to San Francisco if at any time the membership feels he can be of assistance.

Conclusion

The Committee is convinced that the above recommendations, if adopted, would go a long way toward bringing about a better equalization of work opportunity. They would help to allay suspicion and to prevent favoritism and chiseling.

The Committee wants to emphasize, however, that adoption of any or all of these recommendations is meaningless unless the membership is watchful to see that the changes are in fact carried out. Recent experience with the low-man-out system proves that a change in rules is not sufficient; the change has to be satisfactorily administered.

As we stated at the outset, the hiring hall is the union's most precious possession. It was the main thing gained in the 1934 strike and we fought again to preserve it in 1948. At present it is not working as well as it should. The Committee believes that the best efforts of the officials, the dispatchers and the Labor Relations Committee should be devoted to eliminating the abuses which have become so serious.

Respectfully submitted,

JOHN P. OLSEN

FREDERICK SMITH

HAL DIFFERDING

LINCOLN FAIRLEY