

MANAGEMENT AND MEN

This book is the first comprehensive study of a factor in industrial relationships which may largely determine the pattern of our economic and social progress in the post-war era. The author, himself managing director of a well-established engineering firm, was amongst the first to sense the inevitable growth of a fundamental change in the pre-war relationship between Management and Labour. As a result of seven years' close study and nearly four years' practical experiment in his own business, he has produced a volume which not only analyses clearly the various elements leading up to and necessitating this change, but also provides a complete and very detailed explanation of the methods by which Industry can adapt itself to the new relationship, both at the level of the individual works or factory and also at the National level. The book should be of interest and value not only to the industrialist, but also to the economist, the politician, and all who are interested in the orderly development of community life.

MANAGEMENT AND MEN

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*A Study of the
Theory and Practice of Joint Consultation
at all Levels*

by

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APPENDIX I

THE MOND-TURNER INTERIM REPORT

THIS extract from the Mond-Turner Interim Report, 1929, lists the subjects which in the opinion of the Committee might properly be made the subject of formal discussions between accredited representatives of Management and Labour.

I. THE ORGANIZATION OF INDUSTRIAL RELATIONS

Trade Union recognition.

Collective bargaining.

Security and Status — the formulation of means for increasing security of employment and for raising the status of the industrial worker.

Victimization of employees or employers.

Legal regulation of hours of labour.

Management and Labour.

Works Councils

Information — the provision of information on the facts of industry to all those concerned in industry.

Preliminary investigation — the application of preliminary investigation into potential causes of disputes before their actual declaration.

The extension of the functions of industrial courts.

Factory legislation.

Health and unemployment insurance (National and Industrial).

Provision of machinery for suggestion and constructive criticism.

Maintenance of personal relationship.

II. UNEMPLOYMENT

III. THE DISTRIBUTION OF THE PROCEEDS OF COMMODITIES AND SERVICES

High Wages policy.

The consideration of plans for the participation by all concerned in industry in the prosperity of their industry and in

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the benefits of increased production, including shareholding, profit and cost sharing.

Payment by results.

Minimum Wage principles.

IV. THE ORGANIZATION, TECHNIQUE, AND CONTROL OF INDUSTRY

Rationalization. The advantages to be gained by the scientific organization of industries in production, administration, processes, plant, standardization of product, simplification, scientific costing, elimination of waste in raw materials, power, etc., the greatest possible use of machinery and mechanical power, scientific layout of works. The tendency towards the grouping of industries in large units; the desirability of the development of this tendency towards the promotion of industrial efficiency. The effects upon Labour temporarily and finally of rationalization, and how those effects could be satisfactorily adjusted by mutual arrangement. Interchangeability or flexibility, elasticity and testing of experimental conditions, demarcation, displacement of labour, compensation, and pensions.

The effect of unnecessary internal competition.

Sheltered and unsheltered industries.

Distribution.

V. FINANCE

Monetary technique. Banking and credit systems and policy.

Industrial finance.

Taxation and local rates.

VI. CONSTITUTIONAL

National Industrial Council. The creation of some permanent Standing Committee to meet for regular consultation on matters affecting industry.

The co-ordination of the present and if necessary the provision of further machinery for continuous investigation into industrial conditions.

VII. INTERNATIONAL

Competition of countries with lower labour standards.

International agreements and conventions.

International economic conference.

VIII. GENERAL

Housing.

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Health problems.

Education. To see how far the educational methods in vogue to-day can be best adapted to the modern needs of industry.

Technical education (including apprenticeship).

Research.

[*Author's Note.* One immediately striking thing about the above list is its up-to-date ring. Increasing security of tenure — works councils — provision of machinery for suggestion and constructive criticism — rationalization — continuous investigation into industrial conditions — competition of countries with lower labour standards — housing — education — research: fifteen years later, we are still groping about in the effort to find some formula for dealing with these things in a systematic and intelligent way.

But taking the list as a whole, will anybody deny that *if* these Mond-Turner proposals had been put into operation, and *if* the suggested joint conferences had been attended by men of goodwill on both sides, the entire industrial history of the past decade would almost certainly have been entirely different: those new industrial relationships that we pray for would have been achieved, we should have been far better prepared for the War when it came, and infinitely better prepared for the Peace that is to follow. — G.S.W.]

THE TRAINING OF SUPERVISORY STAFF

(A Memorandum by N. A. Howell-Everson)

PURPOSE OF TRAINING

It may be assumed that the members of any supervisory staff at the time of their engagement or appointment have been passed as satisfactory or at least adequate in respect of their technical capacity and experience. What they need, then, is training in the special technique of 'Supervision' or 'Foremanship', rather than in the technical details of the industry with which they are concerned.

This training will, in general, cover three main fields:

1. They must understand and appreciate the policy of the firm: particularly its Labour policy.
2. They must understand the routine organization of the firm: the functions of departments and of individuals: the inter-relationships of departments; and the channels of information, inquiry, and discussion between them.
3. They must learn how to handle men and women in accordance with the general labour policy of the company.

Equipped with knowledge in these three fields, and possessed of the requisite technical and trade knowledge of their job, they can be expected to carry out their duties as nearly satisfactorily as the idiosyncrasies of their individual characters will permit.

UNSATISFACTORY TRAINING METHODS

It is completely futile to expect them to pick up the necessary understanding under these headings for themselves. Left alone without guidance they will either carry out their duties in the way they have carried them out in the past, or in previous employment, or else as they have seen other people carry them out in the days when they stood lower in the industrial hierarchy. The result will be that in one works or factory you might have a couple of dozen different and contradictory conceptions of the Foreman's function — some of them definitely bad ones — operating at the same time, with chaotic and possibly catastrophic effects.

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Nor do I think that this knowledge can be put over by the mere issue of a manual or book of instructions. Apart from the fact that a good many supervisors will always find excellent excuses for postponing its study, there is no possibility of checking whether they have correctly *understood* it or not. Besides which, it has to be remembered that 'Foremanship' is a technique at least as complex as applied mathematics: you do not hand a copy of 'The Geometry of the Screw Propeller' to an inexperienced man and ask him to go straightaway and create air-screws.

In writing this, I am not advising against the issue of some kind of manual for supervisors. On the contrary, I think something of this kind may have considerable value — but as a work of reference and justification after the training in Foremanship has been completed, not as a substitute for it.

Thirdly, I do not think satisfactory results can be anticipated from a few occasional 'talks', at odd intervals, by the Works Manager, Personnel Manager, or even one of the Directors. The atmosphere in such cases is all wrong, and the essential sense of continuity is broken from the start. Foremen and supervisors are accustomed to attend the Works Manager's Office, or less frequently the Managing Director's Office or Board Room, to receive instructions on specific matters of detail, to listen to new proposals and intentions, to receive admonition or praise, or to hear 'pep talks' — too frequently delivered by people who have less knowledge than their audience of the complexity and worry of the job. Even in the less common case where the supervisors are assembled for a 'pooling of experience' (in itself an excellent thing) the usual attitude of mind is far removed from that required for serious and objective study.

It is, indeed, quite likely that supervisors may resent being called away from their duties for 'training' of this kind. Half their attention may well be centred on the complicated job which they are afraid somebody is making a mess of in their absence, and they are probably wishing the 'old man' would hurry up and finish so that they can get back to their departments. In practice, the man who is giving the instruction in this haphazard form is probably also a busy executive with his own preoccupations, and his attitude of mind may well be similar to that of his listeners.

THE RIGHT ATMOSPHERE FOR TRAINING

I have already suggested that Foremanship has a technique of its own, distinct from any other of the techniques of industry, and

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largely peculiar to the individual works or factory, since it is necessarily built round the policy and organization of the Company concerned rather than on general principles applicable to industry at large. Training in this technique, therefore, is not a matter of receiving instructions, but of mastering a new field of knowledge — a field, moreover, in which past experience has little relevance and may be a positive handicap if the trainee has previously worked with a firm having a different organization or holding different views.

This being the case, it is essential that the training be entered into in the spirit of *technical scholarship*, and every possible means should be taken to recapture the atmosphere in which the participants — perhaps many years previously — grappled with the techniques of applied chemistry, engineering, or textile design. This applies equally to the physical conditions under which the training is given, the methods employed in presenting it, and the actual subject matter of the Course.

PHYSICAL CONDITIONS

First, as regards physical conditions: if the atmosphere of technical scholarship is to be maintained, it is desirable that the Course should take place outside working hours (i.e. when the trainees' thoughts are not milling round the detail work of their respective departments or sections) and, if possible, at some place removed from the works or factory. You are aiming to get your trainees to assimilate a conception of Supervisorship *as a function of Industry*, and to study certain related principles and master a good deal of background information. Anything which reminds them too sharply of their daily work will tend to make their minds work selectively — picking out the facts and ideas which they imagine will affect their present departmental jobs, and ignoring the rest.

On the positive side, there is much virtue in fresh and appropriate surroundings as a means of taking men's minds out of the rut of habitude, and encouraging them to think in a detached, scholastic way. Seebohm Rowntree recognized this when he planned his original Management Conferences at one of the oldest of the Oxford Colleges, and this principle is worth following by the individual undertaking. It is this detached, scholastic attitude — this sense of seeking for the truth though the sky falls — which the surroundings of your Training Course should aim to achieve.

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In some localities, progressive educational authorities will be found willing to make available a room in the local university, technical college, polytechnic, or other educational establishment, and where this can be arranged the right initial atmosphere is automatically created. If this ideal arrangement is not practicable, a room in some hotel (not, most definitely, an unused ball-room, or a reception room surrounded by mirrors) or in some institute or church hall, is usually obtainable. In the extreme case, where the works is the centre of its own community (as in the case of some of our model industrial villages), it may be necessary to conduct the training on factory premises. In such case I recommend it being given in the rooms farthest removed from the normal daily activities of the trainees.

Seats should be strongly built, but not *too* comfortable, since it is all too easy to sink into a state of semi-somnolence while a lecture progresses, especially after a hard day's work. It is an advantage if *individual* tables or desks can be provided, because these offer a means to determine the 'spacing' of the class, and thus make it impossible for cronies to hitch their seats too closely together and divert themselves by maintaining a running commentary on the Course or on other matters of mutual interest.

PLANNING THE COURSE

The Course itself must be very carefully planned in advance. It is authoritative, and goes to the trainees as the official view of the Company as to the attitude they are expected to take up and the procedure they are required to follow. Consequently it is entirely unsatisfactory to invite anybody to participate in the teaching on an extempore basis. The Board ought to be aware of, and approve, the matters of his discourse before he delivers it.

For this reason I advocate the preparation, in advance, of a condensed summary of each section of the Course — to which the lecturer speaks as does a barrister to his brief. These summaries, I suggest, can usefully be distributed to the trainees *after* each lecture, it being made clear to them at the outset that this will obviate the necessity for taking notes and thus enable them to give all their attention to the lecturer. The issue of some kind of folder or binding case to contain them is a handy encouragement to retain them for permanent reference.

Further to the preceding paragraph, and as a result of considerable experience both as student and lecturer, I deprecate note-taking whilst a lecture is in progress. Either the trainee tries to

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concentrate on the lecture, in which case his notes are scrappy, disjointed, telegraphic, illegible, and after the lapse of a few days incomprehensible; or else he concentrates on making a good note, in which case the essential background matter, and all the finer nuances of the lecture, are apt to be missed. Any attempt at a partial note is dangerous, because the trainee cannot know in advance which are the essential points to note, whilst if the lecturer has to keep on pulling up to indicate which points ought to be noted, he never gets into his stride at all. Anyhow, individual notes have a habit of getting mislaid and thus becoming valueless.

SCHEDULE AND TIME TABLE

The Course should be planned to an exact schedule and timetable, which must be rigorously observed. Both lecturers and trainees must realize that there is only a limited amount of time available for the consideration of particular subjects, and that no opportunity can be provided for wandering too far into the flowery by-paths of reminiscence and extraneous discussion. If it can be so arranged, it is good policy to have somebody of fairly senior rank (Works Manager or Personnel Manager) to act as a kind of permanent Chairman, opening and closing each session, introducing the lecturers, maintaining orderly discussion, and above all ensuring that the time schedule is not departed from.

Planned on these lines, such a Course might be expected to occupy perhaps five sessions of two and a half hours each, with a short break in the middle of each Session. This could be arranged in either of two ways. If adequate deputy-supervision is available it is probably better to conduct the Course in the day-time — two and a half consecutive days; which has the advantage of getting the trainees entirely away from the routine worries of their jobs whilst the training is in progress. The alternative is to run it in five consecutive evening sessions, by which method it is probably easier to obtain the most satisfactory lecturers — who, whether within the Company or outside it, have probably their own special duties to attend to during the day-time. Either way, it is, I think, desirable that the sessions should be held on consecutive days, so that the sense of continuity is not lost.

Where the decision is in favour of morning and afternoon sessions, it is sometimes suggested that the trainees should look in at their respective departments either before or after the Sessions. This, I think, is wrong. It is a mistake to intrude routine worries into the sequence of study: conversely, it is an

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advantage, in creating the atmosphere of technical scholarship already referred to, that the trainees should occupy their day in an entirely different way — staying a half-hour longer in bed, maybe, having a longer period for the luncheon break, and going home with none of the familiar problems of their ordinary day's routine to disturb their thoughts from the consideration of what they have been hearing.

PLANNING THE SCHEDULE

In planning the schedule, the field of training should be broken up, so far as possible, into distinctive subjects, on such a basis that the presentation of each subject can be accomplished in 30-45 minutes. Very few people except those who have developed the study habit by continuous usage can give concentrated attention to a single subject or speaker for longer than 45 minutes, as parsons and politicians know very well. The change of subject, and the slight break as one lecturer gives place to another, provides the necessary stimulus to revive fading attention.

I do not think it is at all likely that the best results will follow if the entire training is carried out by one person, and I should advocate, within reason, the widest variety of lecturers, including one or two who are not connected with the firm. (For example, the subjects of trade union history and organization might well be handled by a friendly and knowledgeable trade union official.) In selecting the lecturers, it is important to avoid choosing them merely on the grounds of seniority. The man to be chosen is the man who knows most about the particular subject — always provided he has the capacity to 'put over' his knowledge. An inefficient lecturer gets nowhere, not only because his matter is not understood, but more, perhaps, because the attention of his audience tends to be diverted from his matter to his manner — a warning which also applies to the lecturer, however fluent, who indulges in bizarre and extravagant mannerisms. The Course, to be of value, must be an education, not an entertainment.

SCOPE OF THE COURSE

The scope and substance of the Course must depend largely on the individual management's own conception of the supervisory function. Does it want its supervisors to be creative, motivating forces in the development of the Company's policy, or merely that they should double the roles of taskmaster and policeman? Does it want to decentralize executive authority to

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the full length of the chain, or to centralize it in one individual? And so on.

Because of this wide variation of possible concepts, it is impracticable to lay down any detailed synopsis of the desirable training. A more generalized survey can, however, be attempted; and we can assume that the first full Session would be devoted to the study of the Company's policy, with particular reference to its Labour policy. For this purpose an appropriate schedule might be as follows:

Item No.	Period	Subject	Conducted by
1	5 min.	Roll call and general instructions	'Chairman'
2	10 "	General introduction to Course	Managing Director
3	30 "	The Policy of the Firm stated	A Director or General Manager
4	45 "	What this policy implies	Works Manager
5	10 "	Mid-session break	
6	45 "	The Supervisor's part in promoting the Firm's Policy: what his job really is	An appropriate lecturer
7	20 "	Questions on the Session's work	

Such a schedule has the pedagogic merit of working from the abstract to the concrete and from the general to the particular. It commences with a very brief introduction to the whole Course, presented with the full authority of the Board Room — in which its primary purpose (not a conference or explanatory meeting, but a genuine course of training in a *new technique*), its scope, and the importance attached to it by the Management, may all properly be stressed. Next comes a clear and specific statement of the Firm's policy (its basic purpose and principles, and its current policy in regard to production, sales, administration and Labour) expounded by the senior executive — the man who is regarded as the 'big boss' by all the executive personnel. And following this, the Works or Factory Manager — the immediate 'boss' of the factory staff — elaborates this statement of policy by indicating its implications in the day-to-day running of the factory.

After a short mid-session break,¹ the subject is taken up once more from the supervisor's own special angle — a general study of the part which *he* has to play in carrying the Company's stated policy into effect. This section has a secondary value in underlining the importance of the subsequent Sessions, which deal

¹ This break gives trainees the chance to relax, stretch their legs, and generally revive attention. As a practical detail it can also be used for the purpose of opening windows and doors to freshen up the ventilation.

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more particularly with the functions and machinery of supervision as applied in this particular firm. This part of the Session is undertaken by some selected person who, by training, experience, and very close intimacy with the Board's interpretation of its own policy, is best fitted to speak with authority and knowledge on the general issues involved.

The Session closes with a period for questions, and it is worth while to note in this connection that the term 'questions' is appropriate: 'discussion' is not. The purpose of the Course is to lay down the principles and practice of supervision as the Company wishes them to be observed, and while it is proper that questions in elucidation of obscurities should be encouraged, it is an error to allow the concluding periods of the various Sessions to become opportunities for airing contradictory views. The trainees are there to learn what the Company expects them to do, not to explain why they propose to do something different.

It is impossible to attempt, even by way of example, an exact schedule for the remaining Sessions of the Course. Variations in organization and practice, and in conceptions of ideal labour relationships, are too wide to permit of any standardized sequence. Some of the matters which will have to be dealt with if the Course is to be complete can, however, be indicated in broad outline.

Routine Organization

General Departmental Organization: what departments there are: their function: who controls them: their inter-relations.

General Personnel Organization: sequence of seniority: channels of instruction, information, inquiry, censure: functions and responsibilities of individuals.¹

Detailed examination of functions of key-departments: pre-planning: progressing: personnel, etc.

Routine: hiring and firing: pay: disciplinary control, etc.

Relations with the commercial side.

How to Handle Men and Women

Elements of Industrial Psychology:² how the employee looks at his job: frustration, the disease of the age: why workers

¹ Apart from generalized instruction, it is good for each supervisor to receive a written statement of the scope, function, rights, and responsibilities pertaining to his own job. Senior supervisory executives should also have copies of the statements applying to all junior supervisors under their control.

² Only don't call it that. 'How employees think', or some similar title, is far more effective for the schedule as it ultimately appears, and far less terrifying for the trainees.

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become extremists: effects of home and factory environment, industrial fatigue, monotony, etc.

Elements of Industrial History: how the industrial age began: why trade unions were formed: history and organization of trade unions: employers and management associations: current industrial agreements.

Government relations: Powers and duties of inspectors: Factory Acts, Truck Acts, Public Health Legislation, etc.

Industrial Tendencies of the future.

Fitting the man to the job.

Dealing with adolescents.

Discipline and Leadership.

Specific problems of control.

Introduction of Technological changes.

Dealing with Trade Union matters.

The Supervisor's own personality — points which help and hinder.

FINAL TEST

There are two opinions current as to the desirability of concluding such a Course with a Final Examination. In my own view this is desirable, as it gives the trainees something to work for from the very outset of the Course. I do not think that failure to qualify in this examination — if taken after appointment — should automatically disbar a man, or even disqualify him for further promotion later on; but it should be clearly understood that his standing with the company, and in the running for advancement, will in some measure depend on the showing he makes in the examination.

It is perhaps unnecessary to add that in grading the answer papers some formula must be devised to prevent any trainee from being unduly prejudiced because he lacks the ability to express his ideas effectively in writing. This ability is, in fact, becoming increasingly important in modern industry, but we have not yet reached the stage when a uniform standard in this respect can be demanded from everybody in the supervisory grades. A man whose ability in this direction is adequate to the requirements of his job ought not to be placed at a disadvantage in relation to his fellow supervisor who, by experience or natural aptitude, is the possessor of a 'fluent pen'.

APPENDIX III

(A) CONSTITUTION AND RULES

(Masseley Joint Works Council)

GUARANTEE

EACH and every Representative is perfectly free to discharge the duties of his office with the absolute assurance that his personal standing with the Company will in no way be prejudiced by any action he may take in good faith while acting in the capacity of a Representative.

G. S. WALPOLE,
Chairman and Managing
Director, Masson Seeley & Co., Ltd.

CONSTITUTION AND RULES

I. OBJECT OF THE JOINT WORKS COUNCIL

The Engineering Trades Agreement of June, 1922, makes provision for the election of Shop Stewards to represent the Employees in regard to matters which are the subject of specific Trade Union agreements.

This is a satisfactory procedure, and the establishment of the Masseley Joint Works Council does not alter or modify it in any way.

There are, however, many matters which are very vital concerns of every Employee of the Company, on which the practical experience of the men and women at the bench may be of great value in helping to maintain that continuity of success on which the well-being of each of us depends.

The object of the Joint Works Council then, is to provide machinery for:

- (a) free and open discussion between Employees and Management on all topics of common interest not covered by specific Trade Union agreement:
- (b) constructive co-operation in obtaining greater efficiency and in ensuring the comfort and well-being of those employed at the Works.

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2. DUTIES OF THE JOINT WORKS COUNCIL

The chief duties of the Joint Works Council are:

- (a) consideration of methods of increasing production in the National interest;
- (b) consideration of matters affecting working conditions, such as ventilation, lighting, temperature, washing and drinking facilities, etc.;
- (c) consideration of questions arising from accident prevention, protective clothing, first-aid, works cleanliness, health, transport, annual and public holidays, air-raid precautions, etc.;
- (d) consideration of works amenities, such as cloak-room and cycle accommodation, canteen service, organized recreation, etc.;
- (e) consideration of how Works Rules are to be interpreted, proceedings under the Essential Work (Amendment) Order of March 25th, 1942, etc.;
- (f) consideration of such difficulties, personal or otherwise, as may be referred to the Council;
- (g) consideration of any specific works problem which may be remitted to the Council by the Board of Directors;
- (h) election of Sub-Committees to deal with such of the above matters as can be better dealt with by delegation to a smaller body — and the establishment of terms of reference for such Sub-Committees.

3. RECOMMENDATIONS

The Joint Works Council is primarily an advisory and consultative body. Normally, it will submit its recommendations to the Board of Directors through its Secretary, except only in business formally delegated to it. Detail matters, however, which can be settled on the spot by the appropriate Management representative, can be made effective immediately, and need not be so referred.

4. CONSTITUTION

The Constitution of the Joint Works Council shall be as follows:

- (a) Management and Employees shall be represented on the Council by equal numbers;
- (b) Management representatives shall be appointed annually by the Board of Directors or their Delegate at the time of the nomination of Employee representatives;
- (c) Employee representatives shall be nominated annually

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by the Works Committee at its first meeting following the annual Works Committee Election, which shall be carried out under the conditions and in accordance with the procedure laid down in Article VI (6 and 7) of the Engineering Trades Agreement of March 18th, 1942 (see page 190);

(d) The Council shall have the power to invite to meetings commercial or other members of the staff, or any person or persons it may desire to consult, or who may wish to make representations to the Council on any matter;

(e) The Council shall elect two Chairmen from their own number, being representatives of the Management and Employees respectively. These Chairmen shall act in that capacity at alternate meetings or as may be mutually arranged.

(f) The Board of Directors shall nominate a Secretary, who, if he be not a representative member of the Council, shall have no voting power.

5. ELIGIBILITY OF EMPLOYEES TO SERVE ON THE COUNCIL

Eligibility to serve on the Council will be confined so far as males are concerned to Employees who are adult members of a Trade Union, have had not less than two years of continuous service with the Company, as at the date of nomination, and who are in the active employ of the Company at that date. In order however, to ensure adequate representation of Women Employees the requirement of continuous service with the Company will be limited to twelve months.

6. RETIREMENT OF REPRESENTATIVES

All representatives shall retire after one year's service on the Council. Their retirement will not affect their eligibility for re-appointment or re-nomination, as the case may be.

7. VACANCIES

A member of the Works Council, be he Management Representative or Employee Representative, shall vacate office if:

(a) he ceases to be employed by the Company;

(b) he resigns his seat by written notice to the Council;

(c) he be desired in writing to resign by two-thirds of his fellow members;

(d) he absents himself from two consecutive meetings of the Council without proper leave from the Council, or without reason held good and valid by the Council.

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8. CASUAL VACANCIES

Casual Vacancies on the Joint Works Council shall be filled by appointment by the Board of Directors or nomination by the Works Committee in the case of Management or Employee vacancies respectively. A member so appointed shall continue to serve until the end of the Council year.

9. MEETINGS

The Joint Works Council shall meet once every month and at such other times as may be necessary. If both Chairmen, or 50 per cent of the members of the Council so request, a meeting may be summoned at any time.

10. QUORUM

Seventy-five per cent of the members of the Council shall form a quorum at any meeting of the Council.

11. LIMITATION OF FUNCTION

The Council shall not discuss a question which is covered by any operative Agreement with a Trade Union to which the Company is a party, except with the written consent of the Trade Union concerned; neither shall it discuss any matter which is strictly a concern of Management (Purchases, Acceptance of Contracts, etc.), unless such matter has been specifically referred to it by the Management. The discussion of methods of increasing production is, however, within the province of the Council.

12. VOTING AT MEETINGS

Although it is agreed that the habit of voting on everything and anything is to be deprecated, nevertheless if it is moved from the floor of the Council that a vote should be taken, the normal rules of voting procedure will be followed. The Chairman shall have a vote, and in addition a casting vote, to be used in the event of tie voting.

13. MINUTES

Minutes shall be made of all decisions and recommendations. Minutes of any meeting, signed by either Chairman, shall be final and unalterable:

14. RECORD

As far as may be practicable, a verbatim record of the proceedings shall be taken by a stenographer, and shall be transcribed in triplicate, copies to be retained by both Chairmen, and the third, for reference and record, by the Secretary.

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15. EXPENSES

The cost of secretarial services and administrative expenses shall be borne by the Company. Members of the Council shall be adequately reimbursed for remuneration lost by reason of attendance at the Council or any Sub-Committee of the Council.

16. MODIFICATION OF RULES, ETC.

The Constitution of the Council, as herein set forth, and the rules governing Council and Sub-Committee procedure, may be amended by resolution of the Council and with the approval of the Board of Directors.

17. TERMINATION OF THE SCHEME

The Scheme may not be terminated by either Management or Employees until three months after the cessation of hostilities, when three months' notice of intention to withdraw must be given.

18. PUBLICATION OF PROCEEDINGS

A Summary of the proceedings at each meeting shall be compiled by the Secretary, and after its accuracy has been certified by both Chairmen, shall be published in the issue next following of *Masseley Matters*.

19. FUNCTIONS OF CHAIRMAN

The functions of the Chairman have been defined by resolution of the Council as follows:

- (a) to carry out normal functions of Chairmanship at those meetings of the Joint Works Council at which it is his turn to preside;
- (b) to see in advance the Agenda for each meeting at which he is to preside, and to check and approve same;
- (c) to advise the Secretary of any demand which may have been brought to his notice, under the Constitution, for an emergency meeting;
- (d) to carry out his functions as an ordinary member of the Council on occasions when he is not in the Chair;
- (e) in conjunction with his Co-Chairman, to approve the summary of each meeting for publication in the issue next following of *Masseley Matters*;
- (f) as a matter of general convenience, it is agreed that the Employee Co-Chairman may collect from the various Employee Representatives items for inclusion in each Agenda, for transmission to the Secretary, and may advise him of any

APPENDICES

data which it may be desirable to have available in order that such items may be properly discussed.

20. APPROVED COMMITTEE

For so long as the Essential Work (Amendment) Order of March 25th, 1942, shall be in force, it shall be the duty of each newly nominated Council, at its first meeting after nomination, to elect a Committee of five members deemed to be most suitable, irrespective of whether or not they are members of the Council, who, after their names have been approved by the Board of Directors, shall sit, as and when occasion arises, as the 'Approved Committee' established in compliance with this Order. They shall have full powers to take action in accordance with the terms of the Order, and in the event of any such member retiring from the Council or the Committee, the Council shall forthwith appoint another member to serve in his place for the remainder of the Council year.

RULES FOR THE CONDUCT OF MEETINGS OF THE JOINT WORKS COUNCIL

1. Meetings of the Council shall have a time-limit of two hours, subject to the discretionary power of the Chairman to extend the period, should he consider this desirable. If the business of the Meeting as specified on the Agenda is concluded in less than two hours, the Chairman shall have discretion to permit the preliminary discussion of matters not on the Agenda.
2. All members shall submit to the ruling of the Chairman in the conduct of each meeting, and in his interpretation of the following Rules for the conduct of meetings of the Works Council.
3. An Agenda for each meeting shall be prepared by the Secretary, and copies of this Agenda shall be supplied, not less than two clear working days in advance of the meeting, to every member of the Council.
4. Any member of the Council desirous of having some question included on the Agenda shall arrange that the Secretary is notified either direct or through the Employee Chairman, in accordance with Article 19 of the Constitution.
5. Except as provided in Rule 1 above, no subject shall be discussed at any meeting of the Council which does not appear on the Agenda, and it shall be within the Chairman's province to call any member to order who introduces extraneous topics into the discussion.
6. *Exception to Rule 5.* If any member desires, as a matter of

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urgency, to raise a question which has come to light subsequent to the issue of the Agenda, he may, through the Chairman, ask the permission of the Council to do so, and if a majority agree, the question may be raised. It is, however, within the province of the Chairman to set a time-limit to the discussion on any such topic, with a view to its further discussion at a subsequent meeting of the Council.

7. Once an item of the Agenda has been passed, whether or not a resolution was taken thereon, it shall not be raised again at the same Meeting, unless the Chairman, in his discretion, allows the point to be raised anew at the end of the Agenda.

8. The meeting shall be deemed to be open when the Chairman takes his place, and it is the Chairman's function to declare the meeting closed when the Agenda has been dealt with or when the time allotted for the meeting, with any approved extension, has expired.

9. Members will address the Chair, and will do so standing. Two members may not speak at the same time, and the member standing will be assumed to have the ear of the Chair so long as his observations are not out of Order. If, however, a member addresses the Council at undue length, the Chairman may desire him to bring his observations to a conclusion, and in extreme cases may order him to resume his seat. Similarly, if a member desires to speak repeatedly to the same item of the Agenda other than in answer to questions, the Chairman may, at his discretion, refuse to hear him.

10. *Exception to Rule 9.* Notwithstanding Rule 9, any Member may, whilst another member is speaking, raise a Point of Order, on which the Chairman shall forthwith decide. If, however, the Chairman decides that the original speaker is in Order, he must be permitted to proceed.

11. All decisions and resolutions shall be properly recorded by the Secretary in a Minute Book, and such as require submission to the Board of Directors shall be so submitted, in writing, by the Secretary, who shall report to the Council at the next meeting the reply he has received from the Board.

SUB-COMMITTEES

12. It is within the province of the Council to refer a specific subject (e.g., Canteen) to a Sub-Committee of its own members for special or continuous attention. In such case these Rules for the Conduct of Meetings of the Council shall apply equally to meetings of such Sub-Committee, except in so far as they may be

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modified by the terms of reference to the Sub-Committee which the Council may determine.

13. The Chairman may, at his discretion, and shall, on request by a woman member of the Council, refer any matter concerning women employees to a Sub-Committee of women; and may, at his discretion, and for this one purpose only, co-opt on such Sub-Committee women employees of the Company who are not members of the Council.

(B) MEMORANDUM OF AGREEMENT

between

Engineering and Allied Employers' National Federation,
The Amalgamated Engineering Union, The National
Union of Foundry Workers and The Confederation of
Shipbuilding and Engineering Unions

CONSTITUTION OF JOINT PRODUCTION CONSULTATIVE AND ADVISORY COMMITTEES

It is hereby mutually agreed as follows:

I. NAME

1. The name of the Committee shall be 'The Joint Production Consultative and Advisory Committee' (referred to hereinafter as 'The Committee').

II. OBJECT

2. The object is to establish in federated establishments consultative and advisory Committees for the regular exchange of views between the Management and the Workers on matters relating to the improvement of production, to increase efficiency for this purpose and to make recommendations thereon. *Where machinery exists satisfactory to the Federation and the Trade Unions, and where it is agreed that such machinery should be used, no further step need be taken.*

The provision of a Production Advisory Committee shall not be considered necessary, except by mutual desire, in establishments employing less than 150 workpeople.

III. FUNCTIONS

3. The functions of the Committee shall be to submit and advise on matters relating to production and increased efficiency for this purpose, in order that maximum output may be obtained from the Factory. Illustrative of the questions to be considered and discussed are:

(a) maximum utilization of existing machinery; (b) upkeep

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of fixtures, jigs, tools and gauges; (c) improvement in methods of production; (d) efficient use of the maximum number of productive hours; (e) elimination of defective work and waste; (f) efficient use of material supplies and (g) efficient use of safety precautions and devices.

IV. LIMITATION OF FUNCTIONS

4. The Committee shall not discuss matters which are trade questions such as wages, and like subjects, or which are covered by agreements with trade unions or are normally dealt with by the approved machinery of negotiation.

V. MANAGEMENT REPRESENTATIVES

5. The Management shall nominate their representatives who shall not exceed the number appointed by the workers.

VI. WORKERS' REPRESENTATIVES

6. Number. Representatives of the workers shall be elected by ballot conducted jointly by the management and the Union representatives in the shops, and shall cover, as far as possible, the various shops departments, or sections of the factory.

The Committee shall be as small as possible subject to effective representation and shall not in any case exceed 10 on either side.

7. Eligibility

(a) *For membership of the Committee.*

All adult organized workers with not less than two years' continuous service at the factory concerned shall be eligible for election. In the case of establishments which have been in operation for less than two years, the service qualification may be reduced accordingly.

(b) *To vote in the elections.* Workpeoples' representatives on those Committees shall be elected by ballot as outlined in clause 6 and *voting is open to all adult workers.*

8. *Filling Vacancies.* In the event of a worker representative on the Committee ceasing to be employed in the establishment or being transferred to another shop or department or retiring, a successor shall be elected by ballot as provided for in paragraph 6.

9. *Power to co-opt.* The representatives of the management or of the workpeople shall have the right to co-opt, in a consultative capacity, persons employed in the establishment having a particular knowledge of a matter under discussion. Such co-opted persons shall be present for the period only during which the particular question is before the Committee.

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VII. OFFICERS

10. *Chairman.* The Chairman of the Committee shall be appointed by the Management and in the event of his being unable on any occasion to act as Chairman, he shall nominate his Deputy.

11. *Secretariat.* The Management and the Workers' sides of the Committee shall each appoint a Secretary from its respective members of the Committee. Such Secretaries shall act as Joint Secretaries to the Committee.

VIII. MEETINGS OF THE COMMITTEE

12. Meetings of the Committee shall be held once a month. Additional meetings shall be held when it is mutually agreed they are necessary.

13. *Accommodation for Meetings.* Accommodation for holding meetings of the Committee will be provided by the Management.

14. *Payment for Attendance.* Workers' representatives on the Committee shall be paid not less than their time rate of wages including national bonus for the time spent in attendance at meetings.

IX. AGENDA FOR MEETINGS OF THE COMMITTEE

15. Items for the Agenda shall be submitted to the Joint Secretaries not less than four days before a meeting and the Agenda shall be issued by them at least three days before the meeting, except in the case of special meetings.

X. MINUTES

16. The Joint Secretaries of the Committee shall prepare and issue to the members of the Committee minutes of its proceedings.

XI. SUB-COMMITTEES

17. The Committee shall have power to appoint joint Sub-Committees to deal with any particular question.

The Joint Secretaries of the Committee shall function in connection with the work of any such Sub-Committee and prepare a report or minutes of the proceedings of such Sub-Committee for submission to the Committee.

XII. RECOMMENDATION

18. There shall be from the Federation a strong recommendation of these proposals to the Federated Employers.

XIII. DURATION

19. This agreement shall terminate at the cessation of hostilities. The question of any continuance beyond this point shall be the subject of mutual discussion.

APPENDIX IV

PRODUCTION SUGGESTIONS

TYPICAL examples of Production Suggestions put forward by Employees in a medium-sized Precision Engineering Works.¹

<i>Source of Suggestion</i>	<i>Brief Description</i>	<i>Advantages</i>
H. E. CRAWFORD Horizontal Boring Machine Operator	To design and manufacture a Vertical Head to fit the Boring Machine	Enables the machine to be used in a much wider field
A. B. CONLON Milling Machine Operator	To design and manufacture a Double Vertical Head for a Horizontal Milling Machine	Increased output, as this enables two operations to be performed at one setting
L. JEFFERIES Centre Lathe Turner	To manufacture a Double Action Tool Holder for the Planing Machine, to employ two tools, one to cut on forward stroke, the other on back stroke (one for roughing, the other for finishing)	Increased output, as this Tool Holder saves the necessity for two separate cuts
L. H. LYONS Setter	To fit a handle to the Over-head Brackets on Capstans	Facilitates indexing the Turret, and minimizes the risk of operator's hand being trapped between Bush and Pilot Bar
D. STEADMAN Inspector	To modify design of fixing a collar on shaft of one product from 'Taper Pin to 'Mills' Pin	Conserves Assembly Time
F. W. CRISP Machine Operator	To adapt Grinding Wheels when worn down to minimum usable diameter on large machines for use on smaller machines	Extra life obtained from otherwise scrap Grinding Wheels

¹ In a recent issue of this Company's Works Newspaper it is stated 'Since the Production Suggestions system was inaugurated, 57 suggestions have been received from 33 members of the organization. 31 of these have been put into operation, 20 have been found impracticable (in some instances because of objections from the Ministry or the main contractor), 3 are still under consideration, and 3 were considered not to be proper subjects for Suggestion Form procedure'.

THE PLACE OF TECHNICIANS AND SCIENTIFIC STAFF ON THE JOINT WORKS COUNCIL

At the time when the pioneers of joint consultation in industry were formulating their plans, this issue did not really arise. Scientific and technical workers were, in general, unorganized — only the very senior members being members of purely professional organizations. By reason of their superior education, the status accorded to them, and their different hours and conditions of employment, they were usually reckoned either as being definitely 'on the Management side', or else as being a race apart, dwelling in a sort of political vacuum, untouched by the issues which were so frequently the cause of disagreement between the Management and the men at the Bench. In these older schemes for joint consultation, then, it is common to find no place whatever for these important grades of employee, although the heads of their respective departments were occasionally to be found in the Management panel.

To a large extent the conditions which made this a workable proposition no longer apply. The gulfs of education and of status are no longer so wide: the wage variation has operated, if at all, to the advantage of the manual worker; whereas the conditions of employment have tended, under stress of war, to become more generally standardized. More than this, however, there has recently been a marked development of political consciousness in these particular sections of the industrial community, and a strong tendency for them to organize themselves on trade union lines. I do not myself believe that the scientific and technical workers will continue to be happy in their political vacuum under these new circumstances.

Forecasting the fairly near future, it would seem probable that the alternatives to be anticipated are either the alignment of these technical and 'staff' employees with the manual workers on all broad industrial issues, or else a demand for recognition of their function as an entirely separate industrial factor — making Industry not a tripodal, but a quadrupedal structure, supporting the welfare of the community on the four 'legs' of Capital,

APPENDICES

Management, Labour, and Technology. In either event, the repercussions on the practice of joint consultation must be interesting.

The matter has recently come to a head in the demand very strongly pressed in some quarters for participation by these sections in the functioning of the war-time Joint Production Committees; and a good many employers, at the time of writing, are wondering what action they should take in face of this demand. The problem is not easy to solve at this moment, since the organizing of these groups, although proceeding rapidly, covers as yet only a minority; and there are probably very few firms of any size in which a majority of scientific and technical workers belong to any trade union or similar association.

Where such a majority *has* been achieved, it seems logical that participation in joint consultation should no longer be withheld, or provided only through the Management panel, since the separate identity of these groups as distinct from Management has been clearly demonstrated by the very fact of their organization. Whether this participation should be embodied in the normal 'employee' panel (thereby reducing the ratio of *manual* employee representation), or whether the scientific and technical workers should be introduced as a separate and additional element — which would upset the 50-50 balance of the Council or Committee, are questions which, in such circumstances, would have to be faced.

Much would depend, I should imagine, on the relationships existing between the scientific and technical organizations concerned and the parallel organizations of manual workers. If these relations were amicable, the scientific workers would presumably be represented on the Shop Representatives' Committee, and the Masseley precedent referred to on page 73, of having its Council's employee panel nominated by a democratically elected Shop Committee might provide the solution. It would at least have the advantage of leaving the ratio of technical to manual representation as a domestic matter to be settled by the organizations themselves.

If, however, the relations between the two types of organization were not amicable: or if the technical and scientific organization or union represented only a minority of its potential constituency, this simple way-out would seem not to apply. In such cases I do not think Management can do anything about it until some practical *modus vivendi* has been achieved by the parties con-

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cerned — except by the not altogether satisfactory expedient of including hand-picked representatives on the Management panel. Elsewhere in this book it has been urged, as a matter of hard practice, that it is impossible to provide adequate representation for people who refuse to organize themselves; and until organization is effective and co-ordinated, they must be prepared to suffer the penalty of remaining inarticulate in the field of joint consultation — except in so far as they are content to have their identity merged with that of Management.

I anticipate being told that in the above comments I have ignored an issue of principle which is of fundamental importance to Management: the undesirability of identifying our various 'staff' employees with Labour. Such a criticism is, in fact, a little behind the times, since in more than one important industry the principle of recognition has already been accorded by the organized Employers. But I would prefer to answer this criticism by opposing two other principles of at least equal importance.

If the industrial classes concerned want to organize, the fundamental principle of modern democracy demands that they should be free to do so, so long as they are not organizing for nationally subversive ends. If they do *not* want to organize, no issue at all arises. But it is as well to be clear that the fact of organization affects neither the stability of Management nor the status of the persons organized. H. T. F. Rhodes, in the *Journal of the Institute of Chemists*, has recently written:

The fact is that trade unionism has nothing to do with social status at all. It may be, and in fact it is, quite as useful a form of organization for the employer as for the employed . . . It is of the first importance that scientific men should understand that, apart from its merits or demerits, trade unionism does not commit them in advance to any political or social attitude. If this is clearly understood, it becomes evident that trade unionism is largely what the members of a trade union are prepared to make it and that, in the long run, scientific and all other workers will get the kind of trade unionism they deserve.

The second principle I invoke is very near to the heart of everything I have written in this book. If the future well-being of the nation depends on the creation of a unity of interest in Industry, and in each separate industrial undertaking, we cannot afford to have important sections of the industrial community

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suspended *in vacuo*, with no voice in establishing the common purpose, and no status to help in developing the common interest. It is a matter for those directly concerned to decide for themselves, but it appears clear that until some way is discovered for providing the technical and scientific employees in industry with some articulate voice, Joint Consultation — which I conceive to be more important for the future than maintaining the traditional 'respectability' of these grades — will be incomplete.

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MANY of the undermentioned publications are now, unfortunately, out of print. Access to most of them can, however, be obtained through the larger public reference libraries, through the Management Library (3 Lincolns Inn Fields, W.C.2), or — for members of the respective associations — through the libraries of the Institute of Labour Management and the Industrial Welfare Society.

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Joint Production Committees in Great Britain	I.L.O. (1943)
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The Human Factor in Business Management and Labour	Kelsall & Platt
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	Tead
	Mary Parker Follett
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The Human Problems of Management	R. Lloyd Roberts
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