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WORKS PROGRESS ADMINISTRATION

F. C. HARRINGTON
Administrator

CORRINGTON GILL
Assistant Administrator

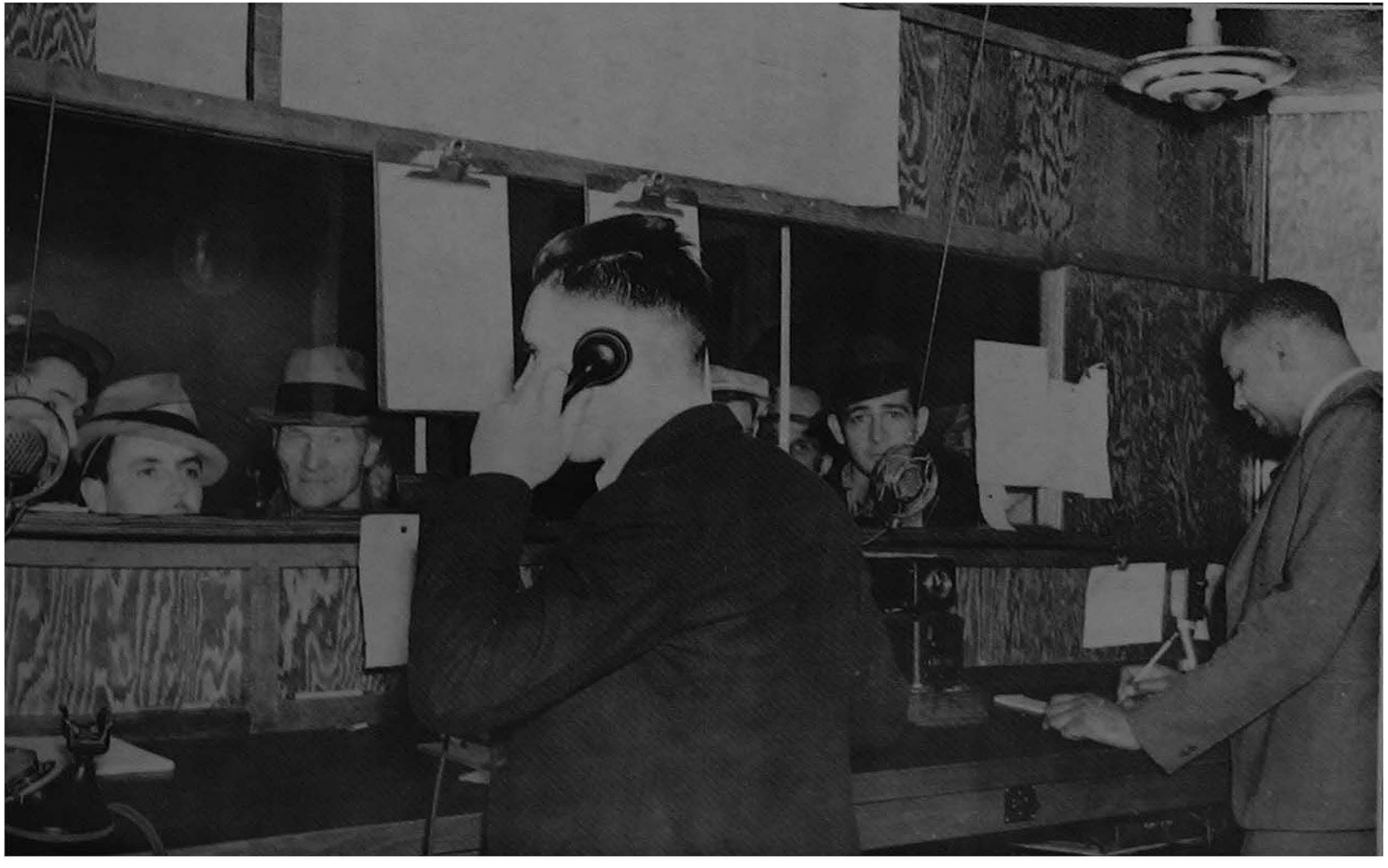
NATIONAL RESEARCH PROJECT

on

Reemployment Opportunities and Recent Changes
in Industrial Techniques

DAVID WEINTRAUB
Director

Studies of the Effects of Industrial Change on Labor Markets



DISPATCHERS AT WORK IN SAN FRANCISCO LONGSHOREMEN'S DISPATCHING HALL
This desk serves as the clearing house for orders and assignments for extra men.

DECASUALIZATION OF LONGSHORE WORK IN SAN FRANCISCO

Methods and Results of the Control of Dispatching and Hours Worked, 1935-37

by

Marvel Keller

WORKS PROGRESS ADMINISTRATION, NATIONAL RESEARCH PROJECT

Report No. L-2

Philadelphia, Pennsylvania

April 1939

THE WPA NATIONAL RESEARCH PROJECT ON REEMPLOYMENT OPPORTUNITIES AND RECENT CHANGES IN INDUSTRIAL TECHNIQUES

Under the authority granted by the President in the Executive Order which created the Works Progress Administration, Administrator *Harry L. Hopkins* authorized the establishment of a research program for the purpose of collecting and analyzing data bearing on problems of employment, unemployment, and relief. Accordingly, the National Research Program was established in October 1935 under the supervision of *Corrington Gill*, Assistant Administrator of the WPA, who appointed the directors of the individual studies or projects.

The Project on Reemployment Opportunities and Recent Changes in Industrial Techniques was organized in December 1935 to inquire, with the cooperation of industry, labor, and governmental and private agencies, into the extent of recent changes in industrial techniques and to evaluate the effects of these changes on the volume of employment and unemployment. *David Weintraub* and *Irving Kaplan*, members of the research staff of the Division of Research, Statistics, and Finance, were appointed, respectively, Director and Associate Director of the Project. The task set for them was to assemble and organize the existing data which bear on the problem and to augment these data by field surveys and analyses.

To this end, many governmental agencies which are the collectors and repositories of pertinent information were invited to cooperate. The cooperating agencies of the United States Government include the Department of Agriculture, the Bureau of Mines of the Department of the Interior, the Bureau of Labor Statistics of the Department of Labor, the Railroad Retirement Board, the Social Security Board, the Bureau of Internal Revenue of the Department of the Treasury, the Department of Commerce, the Federal Trade Commission, and the Tariff Commission.

The following private agencies joined with the National Research Project in conducting special studies: the Industrial Research Department of the University of Pennsylvania, the National Bureau of Economic Research, Inc., the Employment Stabilization Research Institute of the University of Minnesota, and the Agricultural Economics Departments in the Agricultural Experiment Stations of California, Illinois, Iowa, and New York.

WORKS PROGRESS ADMINISTRATION
WALKER-JOHNSON BUILDING
1734 NEW YORK AVENUE NW.
WASHINGTON, D. C.

F. C. HARRINGTON
ADMINISTRATOR

April 6, 1939

Colonel F. C. Harrington
Works Progress Administrator

Sir:

Longshore work is widely regarded as an occupation in which employment must be intermittent and in which the tenure of a job is necessarily casual in character. As in other occupations in which employment and income are highly insecure, longshore work has contributed considerably to the drain on relief funds in port cities to cover periods of complete unemployment and to supplement the intermittent earnings of those who are working. Although the need for stabilization of work or "decasualization" has long been recognized, past attempts have either failed or have at best attained only partial success.

When the West Coast longshoremen's strike occurred in 1934 and the differences between the employers and the union were submitted to arbitration by a board appointed by the President of the United States, the award which was accepted by both parties furnished a new basis for a decasualization system. Among other provisions the award called for the establishment of a hiring or dispatching hall controlled and operated by a bipartisan Labor Relations Committee. The powers vested in the committee included control over the size of the labor supply and promulgation of rules for the operation of the hiring hall. The union received the right to appoint the hiring-hall officers (dispatchers) who assign the men to jobs.

This report deals with the mechanics of dispatching which have been developed since the establishment of the hiring hall in 1935 and with the results of the

effort to assure uniform and fair distribution of work opportunities among the registered labor force. The study is based chiefly on the records of the San Francisco dispatching hall which were made available to the National Research Project through the courtesy of the Waterfront Employers' Association and the International Longshoremen's and Warehousemen's Union.

The report shows that the attempt to decasualize longshore work in San Francisco seems to be meeting with a remarkable degree of success. In a 4-week period of fairly high port activity in 1937, for example, the 4,227 longshoremen who worked as a part of the regularly registered labor force earned an average of $170. Two-thirds of these men earned between $150 and $220. Only 7 percent earned more than that, and about 10 percent earned less than $100; moreover, it appears that incomes which were substantially below the average were the results primarily of choice on the part of the individuals concerned.

In addition to the registered longshoremen, another important group of men is utilized to supplement the labor supply on days of high activity in the port. The principal source of income of such men is, however, not longshore work but some other occupation; they are chiefly members of the maritime unions and certain other unions closely associated with the maritime industry. Since the policy of dispatching is to give work as far as possible to members of the registered force, only a small part of the available work is assigned to nonregistered men. As compared with the income of the registered force, the average income of the 1,054 nonregistered men working during the same 4-week period was only $26. Although they constituted 19.5 percent of the total number of different men who worked during the period, the nonregistered men collected only 3.6 percent of the total pay roll.

During a period of low port activity such as the 4 weeks ending January 2, 1938, the average earnings of the registered force amounted to about $110 for the 4 weeks, and the distribution around the average was even more concentrated than during the 4 weeks of high activity. If the 11 months on which this study is based are considered as a whole, the earnings of the

registered longshoremen averaged about $150 per 4-week work period.

The decasualization system of San Francisco thus seems to have almost completely done away with the traditional feature of longshore work which kept a large part of the labor force dependent on work which was so intermittent and casual that it could not possibly afford them adequate income.

It is reported that few longshoremen now apply for emergency relief in San Francisco, and the report concludes that under the decasualization system longshoremen will probably represent a relatively light burden on the California unemployment-compensation fund. These are important aspects of the system in the light of the experience in European ports where the chronic underemployment of longshoremen results in the payment of unemployment-compensation benefits to them far in excess of contributions made to their account.

Although the questions which confronted the San Francisco water-front employers and longshoremen were in many respects unique, the underlying problem of insecurity due to intermittency and casualness of work is one which is characteristic of many American industries. This study of one attempt at a solution and its results is therefore of interest not only to other ports but to other industries as well.

Respectfully yours,

Corrington Gill

Corrington Gill
Assistant Administrator

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PREFACE

Sir William H. Beveridge long ago observed that each employer "tends to collect a separate small reserve of labour in his immediate neighbourhood. For the most part this is done quite unconsciously. Men naturally return to the place where they have once been successful in getting a job; they wait about where they hope they may be known in preference to trying chances far afield. To some extent, however, there can be no doubt that more or less deliberate measures have to be adopted to keep the reserve together. Work which might be done always by the same men is given out in rotation so as to have men always in close attendance for emergencies."[1]

In varying degrees, this observation is true of most industries. Certain enterprises and industries regularly rely on a labor supply part of which can hope for only casual or intermittent employment from them. For example, in what was formerly one of the largest textile manufacturing companies in the world the total number of different persons employed during the period 1928-34 compared as follows with the average weekly number:[2]

Year	Average weekly number of employees	Total number of different persons employed during the year	Percent total is of average
1928	7,531	13,843	183.8
1930	5,965	13,465	225.7
1931	6,310	10,844	171.9
1932	4,646	7,892	169.9
1933	6,873	11,887	173.0
1934	8,122	10,602	130.5

Again, according to the monthly employment and wage statistics of the Interstate Commerce Commission, the average

[1] *Unemployment: A Problem of Industry* (London: Longmans, Green and Co., 1917), p. 85.

[2] *Work and Wages at the Amoskeag Manufacturing Company Mills, 1927-35* (WPA National Research Project in cooperation with Social Security Board, Bureau of Research and Statistics, Apr. 1937), p. 10.

monthly number of workers employed by Class I steam railroads during 1937 was 1,115,077; the number employed during the highest month of 1937 (July) was 1,174,434. The data of the Railroad Retirement Board show that a total of 1,720,558 different persons received some compensation for work on Class I railroads during 1937; of this total only 904,636 worked during every month of the year, while 534,934 worked during less than 6 months and 436,637 worked during less than 4 months.[3]

The type of insecurity of employment and job tenure which is partly reflected by such figures as those cited above is, of course, the result of a variety of causes among which the effort of management to build up a large enough labor reserve is only one. Cyclical and seasonal declines in production have always presented problems of unemployment relief and have brought forth attempts to control the incidence of lay-offs and unemployment. Some of the devices evolved by labor and management include the application of the principle of seniority on the job, the limitation of working hours, work-sharing systems, or other measures. The effects of secular declines in industry have frequently been ameliorated by the introduction of controls over the number of apprentices who are permitted to enter the affected trade or by a dismissal wage or severance pay. Changes in industrial techniques continually give rise to problems of occupational adjustment, insecurity, and rehabilitation which challenge the ingenuity of labor and management and have resulted in the application of such mitigating practices as retraining, transfers between departments, plants, or even localities, limitations of the work load, or other measures that have contained a promise of effectively minimizing the tendency to displace workers.

Many of the procedures devised in the course of collective bargaining between employers and workers, though designed to meet a specific situation, often find application in other situations, other localities, and other industries. Thus the principle of seniority has been applied in instances of cyclical, seasonal, secular, and technological change; the dismissal wage has been used in cases involving professional, clerical, and mechanical workers within a range of industries

[3] *Railroad Wages and Months of Service: 1937* (Washington, D. C.: Railroad Retirement Board, Oct. 1938), vol. I.

which includes newspaper publishing, ferry transportation, and the manufacture of clothing. This is indeed not surprising since these devices are all intended to meet the same objectives: either to increase security on the job or to compensate for insecurity.

Although longshore work is necessarily subject to unpredictable and wide day-to-day variations in the volume of available work, the problems of intermittency of work and casualness of job tenure differ only in degree from those of other industries. The development of a technique which succeeds in decasualizing the work of longshoremen should therefore prove of considerable interest to a wide variety of occupations and industries.

The major elements of the San Francisco decasualization system described in this report are control over the size of the labor supply in relation to the volume of work to be done and control over job assignments. The first is in the hands of a bipartisan Labor Relations Committee and involves the continuing determination of the number of different persons to be regarded as regularly attached (i. e. registered) to the industry in the light of the normal labor requirements of the industry and the use of a very much smaller, nonregistered (casual) labor force to meet the industry's peak requirements. The second is in the hands of the union and involves equitable work rotation.

This study is confined to a description of the decasualization system in terms of the procedures and mechanics developed in the course of its operation and an evaluation of the results achieved in terms of the distribution of work and earnings in 1937. The report was prepared by Marvel Keller under the direction of Irving Kaplan who as Associate Director of the National Research Project also planned and organized the study. Robert O. Folkoff supervised the collection of the statistics and other material in San Francisco. The completed manuscript was edited and prepared for publication under the supervision of Edmund J. Stone.

Acknowledgment is gratefully made to the following: Frank C. Gregory of the Waterfront Employers' Association of San Francisco and Henry Schmidt of the International Longshoremen's and Warehousemen's Union, Local 1-10, for their ready coöpera-

tion and placing of valuable material at the Project's disposal and for their careful review of the manuscript; the joint Labor Relations Committee of the Waterfront Employers' Association and the International Longshoremen's and Warehousemen's Union through whose cooperation the records of the San Francisco hiring hall were made available; and the hiring-hall staff for patiently answering innumerable questions. The National Research Project is, of course, alone responsible for the use made of the material and the conclusions reached.

DAVID WEINTRAUB

PHILADELPHIA
April 3, 1939

CHAPTER I

INTRODUCTION

The characteristics of the demand for labor in the stevedoring industry are too well known to justify detailed reporting here. It is sufficient to say that the demands are sporadic and intermittent and that the industry is subject to variations in activity which are superimposed on the seasonal and cyclical fluctuations and long-time changes common to all industry. The coming and going of ships are decided not only by factors affecting the general trend of trade and commerce but also by climatic conditions and fortuitous circumstances whose effects may be largely local.

The history of the labor market of the industry bears out these peculiarities of demand. Stevedoring has been responsible for one of the most conspicuous classes of casual workers. Intermittency of employment, insecurity, and demoralization have been the reward of the dock worker; for him insecurity is frequently the only certainty.

Because of the maximum forces required to fulfill the usual necessity of discharging and loading ships in minimum time and because of the irregularity of sailings, labor is ordinarily engaged for specific jobs only. Such constant dissolution and reconstitution of the labor force of given employers lead inevitably to intense competition for jobs, breed surpluses, and allow easy access into the industry of unemployed men from other industries. This latter characteristic is due not so much to the unskilled nature of the work as to the degree to which a proportion of unskilled labor can be absorbed into the labor force.[1]

Note.- The author wishes to acknowledge her indebtedness to Alice Rush who prepared the tables and assisted in the preparation of the manuscript and to Margaret Snowden who prepared the charts for this report.

[1] See Boris Stern, *Cargo Handling and Longshore Labor Conditions*, p. 66: "There is no apprentice system existing in longshore work. The new worker . . . . . is placed in the gang on an equal basis with the older men and at equal pay. . . . . But when it comes to the handling of the ship's winches or to stowing the cargo in the ship's hold, the degree of training required, the amount of judgment, and the sense of responsibility involved in so placing the cargo as to make the best possible use of the space and to insure that no damage will be done either to the cargo or to the ship during the crossing - such work can be learned only after several years of constant and persevering application." Handling special types of cargo, such as lumber, likewise requires a special skill.

This and other references in this report are cited in detail in the Selected Bibliography.

Under such circumstances, hiring has customarily been accomplished through the daily congregation of men at specified places and times; from among them, foremen select individual workers, thus assembling a labor force large enough to meet the port requirements for the next several hours. This method is the notorious "shape-up" or "shape" (known in Great Britain as "calling on"). It is a system which has propagated favoritism, bribery, and demoralization. In some ports a part of the men have organized themselves into permanent gangs, and thus the practice has been simplified by the hiring of an entire gang as a unit. Sometimes the shape-up has not been used as a means of hiring the entire force each day. In such cases employers have maintained a permanent nucleus around which the total daily labor force has been built. Like the casuals, however, these permanent men are paid only for time put in and are apt not to be scheduled to work on regular shifts to any greater extent than the casuals. Their advantage rests in their having first preference for work.

The irregularity and unpredictability of demand have led each employer to attempt to attach to himself a maximum reserve. With such surpluses many men are turned down at every shape-up and are left to await the next shape at their customary stand or to attend other shapes, but since they have no real knowledge of labor requirements in other places, their chances of getting work are limited. This kind of labor immobility, which creates shortages in the midst of surpluses, is also responsible for much idle time which is not compensated although the worker must put it in to insure getting any work at all.

DECASUALIZATION SCHEMES IN FOREIGN PORTS

The insecurity of the dock worker has long been recognized; means for alleviation of his insecurity have been the subject of much discussion, and many attempts at reform have been made. Even as early as 1843 there is record of a scheme which was projected for the coal-whippers in the port of London, in which men wishing to follow this trade paid a small fee to be registered, but there is no further record of its development.

> They were to be enrolled in gangs and gangs were to be employed in rotation, each cargo being offered to all gangs in succession at the price offered by the ship's captain, until a gang was found to accept it.

> A hall was to be provided in which gangs could wait for work.[2]

In 1892, as a result, in part, of the great dockers' strike of 1889 and the public concern with employment conditions on the docks, the London and India Dock Company, which employed about one-fifth of the dock labor in London, adopted a registration system. Permanent workers (at one dock) and "A" workers (those who were shifted from dock to dock as required) were guaranteed a weekly wage, while first- and second-preference casuals were given a standard hourly wage. The proportion of the company's work which was performed by men regularly employed increased from 15 percent in 1887 to 78 percent in 1904.[3] However, confined as it was to the operations of one employer, it fell far short of improving the situation on the London docks as a whole.

Fundamentally, decasualization of longshore work requires a port-wide system of registration of the labor supply limited to the normal needs of the port and the drawing upon this labor supply by individual employers from a central registry. The first efforts to control the size of the labor supply on a port-wide basis were made in 1906 in the ports of Hamburg, Germany, and Marseille, France.[4]

According to Lascelles and Bullock,[5] the Hamburg scheme was initiated by the employers and was designed more for strike breaking than for decasualization. The workers were, in effect, prevented from joining a union because a breach of contract on the part of the worker carried with it a penalty of a deduction of 200 marks of his contribution to a savings and benefit fund. In the Hamburg scheme, registration was accompanied by a system of labor exchanges for reserve men from which employers drew their extra labor supply. How far decasualization had still to go in 1911 is best attested to by the fact that of the 3,843 reserve workers, 13 percent worked less than 10 days a month, and 37 percent from 10 to 19 days. Of the casual workers, the majority worked less than 10 days a month.[6]

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[2] E. C. P. Lascelles and S. S. Bullock, *Dock Labour and Decasualisation*, pp. 76-7.

[3] National Adjustment Commission, B. M. Squires, exec. secy., "Longshore Labor: An Investigation Into Hours, Earnings, Labor Cost and Output in the Longshore Industry at the Port of New York," appendix II, pp. 240-1.

[4] *Ibid.*, pp. 247-8.

[5] *Op. cit.*, pp. 79-80.

[6] Frederic Keeling, "Towards a Solution of the Casual Labor Problem," *Economic Journal*, XXIII, No. 89 (Mar. 1913), 14.

After the war, reserve workers in the Hamburg port were hired out by the day to different employers in accordance with a plan to equalize their employment. The method of distributing work was on the basis of their registration-card numbers. Each day the call began with the last number of the previous day. Casual workers were recruited by the employers' association from the unemployed dispatched to the docks by the government labor exchanges, but the association was not allowed to employ them more than 3 days in succession. Individual employers were prohibited from applying directly to the labor exchange. Registration was controlled by the employers' association, with provision for appeal, in cases of dismissal, before a port conciliation committee which had employee representation.[7]

Liverpool established a port-wide decasualization system in 1912 under a joint employer-employee committee. The secretary of the committee was a government official from the labor exchanges. By this time Liverpool was a completely unionized port, and only union men were eligible for employment on the docks. As in Hamburg, the registration system distinguished between the "company men" and the casual clearing-house men. The scheme provided for the dissemination of information in regard to the availability of work and established "surplus stands" where men who failed to obtain work at the docks of individual employers could congregate and whence employers experiencing shortage of labor could obtain additional laborers.[8]

After the first year's operation of the scheme Mr. Williams, the secretary, admitted that it had far from succeeded in decasualizing port labor. He was inclined to lay the main emphasis on "the impossibility of expecting the leopard to change his spots, or in other words the Docker to change his habits, in a few months."[9] However, according to Lascelles and Bullock, the main causes of failure lay in the constant admission of new men to the register. They state: "The scheme had hardly been started before employers began to complain of a shortage of labor and to insist on the issue of new tallies, temporary or permanent."[10] Between July 1912 and March 1913 the number of registered men increased from 20,850 to 31,300.

[7] International Labour Office, *Employment Exchanges*, 1933, pp. 103-10.
[8] R. Williams, *The First Year's Working of the Liverpool Docks Scheme*, pp. 13, 84.
[9] *Ibid.*, p. 85.
[10] *Op. cit.*, p. 89.

Only 14,000 men, or 45 percent of the total number of men registered by the end of the first year, had worked as much as 40 weeks.[11]

After the war recruitment was restricted, and the number of tally holders was gradually reduced to a little above 20,000, but the extent of unemployment indicates that it was still too high. During the first quarter of 1930 the highest number of registered men employed in 1 week by the firms within the Port Registration Scheme was 15,549 and the lowest 13,335; but only 6,731 got employment in each week of the quarter. The casual character of the employment of even this latter group is shown by the fact that out of a sample of 270 of these men, 104 were unemployed to such an extent that they were able to draw unemployment benefits for 4 weeks or more. Wide differences in earnings existed, as shown by the following tabulation of a sample of the total number of registered men:

Amount earned	Number of men[a]	
	Quarter ended June 28, 1928	Quarter ended March 28, 1930
Nil	116	105
Up to £12	152	164
Over £12 to £24	178	178
Over £24 to £36	172	172
Over £36 to £48	133	138
Over £48	77	74

[a]Sample of ½ of the registered men.

Not surprisingly, dock laborers constituted a heavy drain on the unemployment-insurance fund. Of the registered dockers in Liverpool, three-quarters lodged claims for benefits in 1929; withdrawals for this group were £352,898 in that year as compared with combined contributions of employers and employees of £45,083.[12]

The main reason for this continued instability, according to Hanham, was the lack of a central dispatching office to coordinate the daily demand for labor and the lack of regulation

[11]Williams, *op. cit.*, p. 98.

[12]F. C. Hanham, *Report of Enquiry Into Casual Labour in the Merseyside Area*, pp. 21, 54, 58, 91.

Unemployment-insurance withdrawals for all covered Liverpool industries were £44,588,836, and combined contributions were £50,225,000 in that year.

of the supply of labor in accordance with the needs of the port. Private stands survived (156 were located in 1930), and little resort was had to the surplus stands provided by the clearing houses.[13] Earlier, Lascelles and Bullock had evaluated the surplus stands as follows:

> The elaborate system of surplus stands and telephone boxes at Liverpool was an expensive failure. Nothing would induce the men to go to the surplus stands or the foremen to use the telephone boxes.[14]

The London docks, because of the magnitude of the casual-labor problem, have been the object of periodic waves of reform for many years, but little was accomplished until 1920. At that time, registration was thrown open to all who could produce evidence of any claim to be considered as port workers. According to *The New Survey of London Life and Labour*, "As a result, whereas the maximum [labor] requirements of the port were probably well below 40,000, 61,000 names were enrolled, many being those of men who, having perhaps occasionally put in a day at the docks, registered as a sort of insurance. . . . ."[15] By 1931 the register had been reduced to about 36,000, probably about adequate for requirements. There were at that time about 200 "calling on" places in the port.

> . . . . except for limited schemes for distributing labour adopted by the Port of London Authority and a few employers, there is no general system of directing the supply of labour in the port to the places where it is wanted. It is mainly for this reason that employers sometimes experience shortages of registered men, and should the register be further reduced these shortages would become more frequent. In existing circumstances the Joint Committee is faced with the alternatives of registering more men, which would be a retrograde step towards casualisation, or of allowing a new fringe of unregistered casual labour to establish itself as part of the labour supply of the port. The second alternative would restore on a more limited scale but in a more acute form the conditions which existed before registration. The registered men would be a privileged class with the right to priority of employment, while the evils of casualisation would be borne mainly by the unregistered.[16]

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[13] *Ibid.*, pp. 9, 71-85.
[14] *Op. cit.*, p. 134.
[15] Vol. II, "London Industries," pp. 394-5.
[16] *Ibid.*, p. 398.

Meanwhile, the evils of inequality and irregularity of earnings still persist.

The system of decasualization in the coal ports of South Wales is essentially a wage-pooling scheme operated by the union. Every worker is a member and the labor supply is regulated carefully. Gangs are rotated and over a period of time work is evenly distributed. Bulk payment of wages is made by the employers to the union, and all wages received are pooled and divided equally among the men. This scheme is feasible mainly because there is no diversity of cargo. Average employment obtained by each worker in 1930 was 27½ hours per week. Earnings provided a final share-out averaging 89*s*. 10*d*.[17]

The extension of the unemployment-insurance system to dock workers in 1920 had resulted in the adoption of decasualization schemes in the majority of British ports. In most respects they were modeled on the Liverpool system. The *Port Labour Inquiry Report* of the Ministry of Labour reported in 1931 that 31 ports were operating under similar schemes, covering over two-thirds of the transport workers in these classes in the country. In 25 ports the schemes were jointly administered by committees representative of both the employers and the workers, while in the remaining ports they were operated by the employers. Like Liverpool, approximately half of the schemes did not utilize the system of centralized call stands. Less than one-third, of which Liverpool was one, covered both company men and the reserve supply. Most of them revised their registration lists periodically, using varying degrees of "poor work" records as a standard for elimination. Little information is available on the use of nonregistered men, but the Ministry of Labour report states that the evidence submitted indicated that the majority of schemes include more workers than required, a fact which would probably eliminate the use of any appreciable number of nonregistered men.[18]

The only major ports in Great Britain which have not adopted decasualization schemes are Aberdeen, Glasgow, and the Tyne and Wear ports.[19] This situation was the subject of a special inquiry in 1937. It was found that while the employers were

[17] Great Britain, Ministry of Labour, Committee of Inquiry on Port Labour, *Port Labour Inquiry Report*, 1931, p. 42.
[18] *Ibid.*, pp. 16, 27-8.
[19] *Ibid.*, p. 16.

willing to agree to a jointly operated scheme, the traditional union opposition prevailed. The unions voiced fear of the use of the registration list in discrimination against their membership and claimed that they were best situated to regulate effectively the labor market since by restricting entries into the union they could control the supply of labor.[20]

Interesting examples of the regulation of the supply of labor by unions before the war are provided by the ports of Stavanger and Bergen, Norway. In Stavanger the union ran a hiring hall on the quay; as far as possible work was equalized and the wage bills were paid by the employers directly to the union. In Bergen the employers notified the union foremen of the time of arrival of vessels, and the foremen provided the necessary labor. In both cases labor was open to union men only, except in cases of emergency, and the unions regulated the supply of labor by adapting their membership to the amount of work regularly available.

In Australia, too, the union controlled the supply of labor through restriction of membership. In most Australian ports the more skilled workmen are hired at the union clubroom.[21] Unfortunately, recent and comprehensive information on these ports is not available.

Other major European ports which have introduced decasualization schemes are Rotterdam, Amsterdam, and Antwerp. The Rotterdam system, established in 1919, began operation under joint control, but in 1921 an employers' scheme took over. Company men work on contract, and, in addition, three types of preference workers are designated. Registration rosters are periodically revised. The port of Amsterdam operates under a similar system.

The Antwerp system, adopted in 1928, is jointly operated with participation of the government. Three types of workers are distinguished: Those who report daily, those who apply for work from time to time and have no immediate chance of regular employment, and unregistered men. Central call stands are maintained.[22]

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[20] Great Britain, Ministry of Labour, Board of Inquiry, *Port Labour in Aberdeen and Glasgow.*

[21] National Adjustment Commission, *op. cit.*, p. 236.

[22] International Labour Office, *op. cit.*, pp. 104-6.

A number of additional European countries have attempted to solve the dock workers' problem by governmental action. An Italian decree issued in 1925 provided for registration; a Greek act of 1928 set up harbor committees to determine the size of the labor supply and to register this number; in 1932 an amendment to a previous act on dock workers was passed in Rumania, stating that "work shall be allocated in rotation exclusively among employees in the locality in question who have been registered at the census office for not less than 6 months"; in 1933 Poland established employment exchanges exclusively for men who were identified as dockers; and in Estonia in 1934 an act was passed providing that those dockers not registered would not be given employment.

In 1934 also, Chile issued a decree providing for employment exchanges to register dockers (and seamen), to allot registered men to employers for their permanent labor force, and, in addition, to establish for the reserve force "a temporary [sic] work rotation scheme for the equitable distribution of work among the registered employees in every occupation . . . . in such a manner as to allow them to share in the work during the month."[23]

DECASUALIZATION SCHEMES IN UNITED STATES PORTS

In the United States prior to 1934, the ports of Seattle, Portland, and Los Angeles and some of the lesser ports in the State of Washington had been decasualized. Seattle's plan was adopted in 1921. It was operated by the employers' association, and although employee representation was provided for, it was nominal. In fact, this plan and those in Portland and Los Angeles were adopted, according to Stern, "only after a long period of serious and violent labor clashes which resulted in the defeat of the local unions . . . . ."[24] Registration covered the reserve supply of labor. A central dispatching hall was provided with some mechanics for equalizing the distribution of work, and distribution of work among

[23] International Labour Office, *Legislative Series, 1925*, "Italy 1 - Decree: Dock Labour Offices," pp. 903-5; same for 1928, "Greece 2 - Act: Dock Labour," pp. 837-43; same for 1932, "Rumania 5 - Act: Dock Labour (Amendment)," pp. 886-7; same for 1933, "Poland 8 - Order: Dockers," pp. 1157-63; same for 1934, "Estonia 4 - Act: Commercial Code (Dockers)," p. 608, and "Chile 3 - Decree: Seamen, Dockers," pp. 359-66.

[24] *Op. cit.*, p. 102.

company gangs was to be guided in part by the amount of work falling to reserve gangs. In addition, a roster of casuals was maintained. The Portland plan, inaugurated in 1923, was similar, although the casual group of workers was larger than in Seattle. In neither case did the scheme cover all the men in the port.[25]

In Los Angeles, on the other hand, decasualization applied to all longshoremen in the port. The majority of the men were assigned to individual companies, and distribution of work was equalized among the gangs on each individual roster. Although rotation resulted in a fairly high degree of equalization within each group of gangs, for the port as a whole, wide differences existed between gangs. The central dispatching hall provided no mechanics for equalizing the distribution of work as between various company forces and the reserve gangs. A roster of casuals was also kept at the hall. The Los Angeles scheme was adopted in 1922.[26] (See appendix D for more detailed comparison.)

Three union work-rotation schemes were or still are in existence in the United States - in Galveston, in Tacoma, and among the grain shovelers in Buffalo. According to a report in 1927, the grain shovelers had had considerable success. Their scheme dates from 1899.[27] The Galveston scheme was also relatively successful, but in Tacoma little or no stabilization was accomplished.

San Francisco

The port of San Francisco was decasualized in 1934, following the award of the U. S. National Longshoremen's Board,[28] appointed by President Roosevelt to arbitrate the issues of the 1934 longshore strike on the West Coast.

For an understanding of the developments which led to this point, it is necessary to review the history of events culminating in the arbitration proceedings in the summer and fall of 1934. Prior to the summer of 1933, since the loss of the strike of 1919, the International Longshoremen's Associ-

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[25] *Ibid.*, pp. 92, 96.

[26] *Ibid.*, pp. 98-101.

[27] Simon P. O'Brien, "Longshoremen Stabilize Their Jobs," *American Federationist*, May 1927, pp. 572-4.

[28] *Arbitrators' Award*, October 12, 1934. (Reprinted in appendix E.)

ation had not been a factor on the West Coast, except in Tacoma. Throughout the intervening period the Longshoremen's Association of San Francisco was in existence, and membership in this organization was necessary in order to get work on the docks. It was considered by the longshoremen merely as a dues-collecting organization rather than a bona fide union.[29] Its repudiation and the reestablishment of the ILA on the West Coast were a part of the upsurge of unionization in many industries after the passage of the National Industrial Recovery Act. Through a ruling of the NRA Regional Labor Board in the fall of 1933, the ILA was successful in setting aside membership in the Longshoremen's Association of San Francisco as a prerequisite for getting work. However, it was not until February 1934 that negotiations for an agreement between the ILA and the employers in San Francisco began. By that time ILA locals in other West Coast ports had been established, and one of the demands presented was a coastwise agreement. Negotiations broke down, and a strike was called for March 23, which was called off through the intervention of President Roosevelt. At that time he appointed a mediation board, and hearings were held. Tentative agreement on joint control of the hiring hall in San Francisco was reached early in the course of negotiations following the hearings, but negotiations on wages continued. Meanwhile, among the union membership, there had developed a growing resentment of the agreement on control of the hiring halls which was looked upon as a system of employer-operated halls with an ILA observer.[30] During the month or more of negotiations concerned with wages, the membership again put forward the demands for a coastwise agreement and for an ILA hiring hall. On May 9, 1934, the longshoremen in all the ports of the West Coast went on strike. This strike was followed within a short time by a strike of other maritime unions. Two agreements negotiated by representatives of the union during the course of the strike were turned down by the membership. Neither met the above demands nor the demand that the agreement provide for settlement for the other maritime unions on strike. On June 26, 1934, President Roosevelt appointed the

[29] U. S. National Longshoremen's Board, "Arbitration Proceedings," August 8-September 25, 1934, pp. 76-84, 267-8, 339.

[30] U. S. National Longshoremen's Board, "Mediation Proceedings," July 1934, pp. 67-9.

National Longshoremen's Board, and by the latter part of July a settlement was arrived at providing that issues involving the longshoremen be submitted to arbitration and that the other crafts enter into collective-bargaining negotiations after elections had been held to determine representatives. The striking crafts returned to work on July 31.

Three major questions were arbitrated by the National Longshoremen's Board: Wages, hours, and control of the hiring halls. There is little doubt that the latter question was considered by both parties as the fundamental issue. The union clung tenaciously to one principle, namely, that without union control of the hiring halls the right to organize was meaningless, and numerous witnesses were produced to testify before the board to various practices in the decasualized ports which were claimed to have limited the right of organization.[31] To the union men on the West Coast the acceptance of this principle was basic to any attempt at limitation and control of the labor supply and equalization of earnings. There was no mention in the arbitration agreement of these aims nor of decasualization. In fact, the word "decasualization" was and still is distasteful to union men on the West Coast because in their minds it describes the employer-controlled halls previously in effect.

The employers accepted in large part the desirability of centralized dispatching and the control of the size of the labor supply, but they clung just as tenaciously to their position that their labor requirements could only be met by halls controlled by their associations.[32] It was stated that the reasonable distribution of work, a sound economic and personnel policy for the employer, was an administrative problem to be handled by the employers.[33]

Hearings were concluded late in September, and on October 12, 1934, an award was handed down. It provided that "the hiring of all longshoremen shall be through halls maintained and operated jointly by the International Longshoremen's Association, Pacific Coast District, and the respective employers' associations", with the additional provision that

[31] *Ibid.*, pp. 81-98; "Arbitration Proceedings," pp. 972-7, 997-1002, 1005-50, 1061-9, 1089-1101, 1129-47, 1161-1210, 1594-1774, 1992-2092.

[32] "Arbitration Proceedings," pp. 789-837, 877-959, 1395-1470, 1545-72, 1823-90, 1892-1949, 2142-67, 2199-2271.

[33] *Ibid.*, pp. 800-1.

those responsible for dispatching the men to work be selected by the union.[34] A Labor Relations Committee made up of an equal number of representatives of each party was to be established in each port. The duties of the Labor Relations Committee were defined as the maintenance and operation of the hiring hall, the preparation and maintenance of a list of registered longshoremen, the setting up and administration of regulations regarding the organization of the labor force to handle the work of the port, and the adjudication of all grievances and disputes relating to working conditions.

The award established $0.95 an hour as the basic wage rate with a rate of $1.40 an hour for overtime work. It made no provision for rates for those types of work then commanding more than the basic rate other than that the differentials above the established basic rate be maintained. The basic rates were to be paid for longshore work, defined as "all handling of cargo, in its transfer from vessel to first place of rest including sorting and piling of cargo on the dock, and the direct transfer of cargo from vessel to railroad car or barge or vice versa."[35] Thus warehousemen and carmen, that is, those men who transfer cargo between first place of rest on the dock and railroad cars or barges, were not covered by this provision. The union's demand with regard to wages and coverage had included these groups of workers.[36]

The 6-hour day was established; that is, all work in excess of 6 hours, as well as any work between 5 p. m. and 8 a. m. and all work on Sundays and holidays, was to be designated as overtime.

This award initiated the present system of regulation of longshore employment not only in San Francisco but in all the

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[34] *Arbitrators' Award.* Secs. 4 and 5, pp. 4-5.

[35] *Ibid.*, Sec. 1, p. 2.

[36] These demands applied to all such workers in all ports on the West Coast, including the grain handlers in Seattle. While no action was taken by the board on warehousemen and carmen in San Francisco, in Portland these crafts were covered by a separate award, and in Seattle a separate award was made covering the grain handlers. See U. S. National Longshoremen's Board, *Award: In the Matter of Arbitration Between Pacific Coast Local No. 38 of the International Longshoremen's Association Acting on Behalf of Its Portland, Oregon Local Whose Members Perform Labor on Docks or Terminals, and Interstate Terminals, Ltd., Christenson-Hammond Lines, Oceanic Terminals, International Stevedoring Company, McCormick Steamship Company, and Supples Dock, Inc.* (San Francisco, Calif.: mimeo., Oct. 17), 1934 and U. S. National Longshoremen's Board, *Award: In the Matter of Arbitration Between Pacific Coast Local No. 38 of the International Longshoremen's Association, Acting on Behalf of Various Locals Whose Members Perform Labor as Grain Handlers, and Kerr Gifford & Co., Inc., Northern Wharf and Warehouse Company, Port of Seattle Elevator Company, and Port of Vancouver Elevator Company, Employing Grain Handlers at Portland, Oregon, Vancouver, Washington and/or Seattle, Washington* (San Francisco, Calif.: mimeo., Oct. 17), 1934.

ports on the West Coast and thus set aside the system of employer-operated halls previously in effect in the ports of Seattle, Portland, and Los Angeles and in some minor ports in the State of Washington.

SCOPE OF THE STUDY

This report is concerned, first, with a description of the system designed to promote stabilization of the labor market in the stevedoring industry in San Francisco and, second, with a statistical summary[37] of the results so far as job security and equalization of earnings are concerned. Practically complete coverage of the longshoremen in the port of San Francisco, at least for 1937, is assured. Although some employers were not and still are not members of the Waterfront Employers' Association, by 1937 the dispatching hall was handling the labor requirements of nonmembers as well as member employers. In 1935 and perhaps even in 1936 this undoubtedly was not the case; consequently, coverage of longshoremen working in the port for these years is deficient to the extent that nonmember employers drew their labor force from other sources; thus probably from 5 to 10 percent of the men were not covered in 1935. Figures derived from records of the Waterfront Employers' Association are incomplete to the extent that they cover only the members of the association. In 1937 this meant that data on three employers, namely, two private companies and the U. S. Army Transport dock, were not included. In earlier years a few additional companies were not included. The extent of this exclusion for the 3 years after the decasualization system began to operate is not known, but in 1934, when a number of companies which later became members were still outside the association, it was reported that 85 to 90 percent of the longshore labor was employed by members of the Waterfront Employers' Association.[38]

No attempt has been made in this report to discuss the history of labor relations during the 3 years following the

[37] All data in tables, unless otherwise stated, were prepared from records of the dispatching hall made available through the cooperation of the Joint Labor Relations Committee of the Waterfront Employers' Association of San Francisco and the International Longshoremen's and Warehousemen's Union (Pacific Coast District, Local No. 1-10). It should be noted that "dispatching hall" and "hiring hall" are practically synonymous terms and have been used interchangeably in this report.

[38] "Arbitration Proceedings," pp. 789-91, 796-7.

award except insofar as incidents or controversies arising had a direct bearing on the form and operation of the mechanics set up for employment stabilization and on the flow of work. While it may be assumed that both employers and employees are interested in the attempt to stabilize conditions of employment, fundamental disagreement on the place of collective bargaining in industrial relations has given rise to an atmosphere of conflict which has interfered with the smooth evolution of the system. These disagreements have often taken the form of jockeying for position by raising issues in terms of the mechanics of the system; their resolution has therefore materially influenced its operation. Only where they are germane to an understanding of the practices adopted, will such controversial issues be indicated.

CHAPTER II

DISPATCHING SYSTEM IN SAN FRANCISCO

Although the award was made on October 12, 1934, the dispatching hall in San Francisco did not begin to operate until March 4, 1935. In the interim, the Longshore Labor Relations Committee of San Francisco was occupied with registration of the men, negotiations on working rules, and the numerous grievances and disputes which arose in the first application of the award and the working rules. In the meantime the bulk of the work of the port was done by permanent gangs employed directly by the various companies. However, the union undertook to furnish the necessary reserve labor supply, that is, permanent extra gangs and extra men for replacements and additions to regular gangs. To a large extent the union was able to control both the selection of individuals to be employed and the size of this extra labor supply, and mechanics were set up for the equitable distribution of work among this reserve force. At the same time the Labor Relations Committee made itself responsible for the equalization of the hours of regular gangs, and equalization between the regular gangs and the extra gangs was also attempted.[1]

From the beginning the membership of the union as a whole became closely associated with the system of controls set up to accomplish the aims of the award. A number of practices helped to stimulate rank-and-file participation. For example, attendance is compulsory at one weekly membership meeting out of four.[2] Both the dispatcher and the representatives on the Labor Relations Committee make weekly reports to the membership. In fact, the Labor Relations Committee representatives function for the most part as instructed delegates to the committee. As shown by the Statute Book of the union (a compilation of all actions taken by the various committees and the membership meetings), most actions by representatives with

[1] Minutes of the meetings of the Longshore Labor Relations Committee of San Francisco, November 1, 2, 27, and 30 and December 3, 6, 7, and 14, 1934; January 3, 10, and 29 and February 7 and 25, 1935.

[2] The only acceptable excuses are illness proved by a doctor's certificate and work shown by the hiring-hall records.

regard to the operation of the system represent membership decisions, and only minor actions are carried out without the concurrence of the membership.

DISPATCHING

The dispatching hall is the essential feature in the decasualization plan. Vital as it is to the whole scheme, its mechanics are relatively simple. The broad objective of equalization of earnings in practical application is attained by equalization of gang hours. The emphasis for individual workers is not on equalization of earnings but on the limitation of maximum hours and equalization of employment opportunity.

The maintenance and operation of the dispatching hall is the responsibility of the Labor Relations Committee; the award provides that expenses be shared equally by the employers and the union. Registered longshoremen who are not members of the union pay to the committee a sum equal to the pro-rata share of the expense of the hall paid by each member of the union. The personnel, with the exception of the dispatchers, is selected by the committee. The dispatchers (the chief dispatcher and five assistants) are elected by the union membership for a term of 1 year, and a provision in the union's constitution prohibits any individual from serving more than 2 consecutive years on the dispatching staff.

According to the award, time is to be averaged over a 4-week period (the basis of dispatching-hall operations), but, as a matter of fact, equalization is a continuous process going on from day to day, from week to week, and from period to period. Originally, total accumulated actual hours were used, but more recently equivalent-straight-time hours[3] have been used for equalization purposes. The beginning of the first period was the Monday following the day (October 12, 1934) on which the award was made. The time chosen for intensive study in this report is covered by the 31st through the 41st periods, beginning February 1 and ending December 5, 1937. (For a complete calendar of work periods, see appendix F.)

[3] Equivalent-straight-time hours are the hours worked at the straight-time rate, plus hours worked at the overtime rate multiplied by the percentage the overtime rate is of straight-time rate.

Gang Dispatching

Dispatching practices differ for the two types of permanent gangs. Casual gangs, that is, those not attached to any specific employer, are dispatched according to accumulated hours of work. Time sheets are turned in to the hall by the foremen, and equivalent-straight-time hours for the week are computed and, together with total hours to date, are furnished to the dispatcher. For 1937, hours were accumulated from the beginning of the 31st period.

On the other hand, preferred gangs (those assigned to work for one employer only) are dispatched to a large extent without strict regard for accumulated hours; equalization for them rests largely on a weekly basis. The hours of these gangs are controlled primarily by the maximum hours established for the coming week by the Labor Relations Committee at its meeting each Friday. Staying within the maximum limit and assigning jobs to the preferred gangs attached to one employer are matters left largely to the foremen and the walking boss (stevedore superintendent). The dispatcher is expected to order out the specific preferred gang called for, and only when the hours of the gang are out of line with reference to those of the preferred gangs of other employers and the casual gangs, can he substitute a casual gang. Employers are expected to cooperate by not ordering gangs which they know have worked up to or near the maximum hours for the week and to put gangs with high hours on short hatches (in which there will be little work) and gangs with low hours on long hatches. Each employer now receives once a month a list of all gangs with their accumulated equivalent-straight-time hours. There is an emphasis on the need for flexibility in placing requests for specific gangs, whether preferred or casual. (Walking bosses usually have gang preferences for certain jobs, among both preferred and casual gangs.) Although responsibility for the operation of the dispatching hall rests with the Labor Relations Committee, the dispatchers' vigilance in the observation of the regulations governing dispatching is an important factor in the achievement of the aims of employment stabilization.

Unless otherwise specified, gangs are ordered for the duration of the job, which may last several days. The dispatcher takes no initiative in determining when gangs will be available

for the next job. It is the foreman's responsibility to notify the dispatcher when his gang is ready for another assignment. Nor does the dispatching hall take the initiative in notifying gang members of new assignments. The foreman either notifies his men or they inquire at the hall to get the orders for their particular gang. Beginning in the fall of 1937 this practice was modified by the use of the radio to broadcast gang orders. The San Francisco local has a quarter hour on one of the stations every evening from Monday through Friday, and gang orders for the preferred and casual gangs for the next day are broadcast.

Orders for individual replacements and additional men are placed with the dispatcher by the foreman and are filled, immediately before the time to report for work, from among the extra men available for work at that time.

One other fact should be mentioned in connection with gang dispatching. Maximum hours set for the week and the accumulated hours for both casual gangs and preferred gangs are posted weekly (figure 1). This serves as a guide for the extra men as well as for the gang men. It likewise checks any tendency toward discrimination in the assignment of gangs.

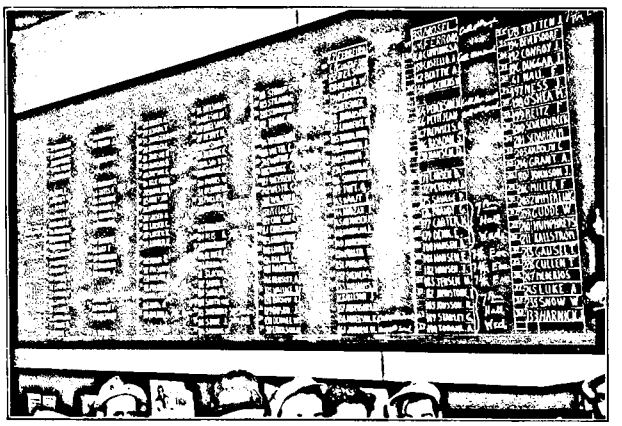

FIGURE 1.- POSTING OF GANG HOURS

Gangs are identified by number and by name of foreman. Hours posted are equivalent-straight-time hours accumulated for the current period. Casual gangs are on the left and preferred gangs on the right side of the board.

Dispatching of Extra Men

A large proportion of the labor force are extra men not attached permanently to any gang. The dispatching of extra men is handled by means of a device called the plugboard, shown in figure 2. Each extra man is given a small metal plug stamped with his registration or permit number and when ready for work he "plugs in" in rotation in the section of the board corresponding to his occupational preference and registration status.

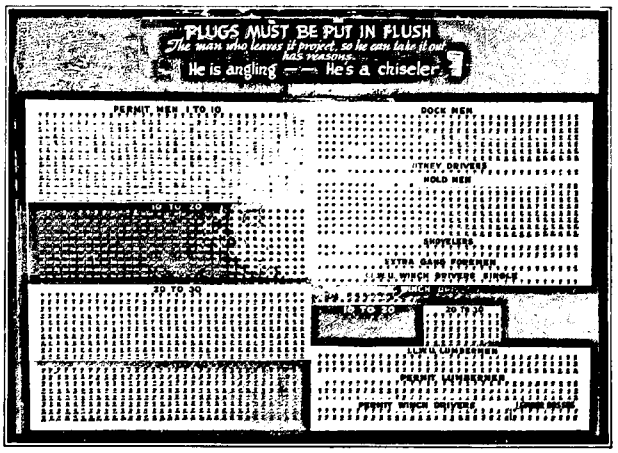

FIGURE 2.- PLUGBOARD FOR EXTRA MEN

Plugs are placed in the lowest numbered hole available in the block corresponding to the individual's registration status and occupational preference. Union members plug in on the right-hand section of the board. The intervals shown on the permit-men's section of the board, which have since been abandoned, were used to classify permit men by the number of hours they had already worked in the current week.

During most of 1937 selection of men for assignment to work was made in the following order: Union members out first, men whose initiation into the union was pending second, and nonmembers (permit men) last; that is, none of the second group were dispatched until all the first group available at a given time or all the first group in a given occupational category (if an occupational group was specified) had been sent out;

similarly, the third group waited until all men in the second group had been sent out.[4]

Union members have the privilege of designating the type of work they prefer, and, in addition, in the case of jobs requiring special skills such as winch drivers, certain minimum qualifications must be met. As a rule men stick to their own trades, although there is some interchange between dockmen and holdsmen. Winch drivers and tractor drivers seldom shift to other types of work. Lumbermen and shovelers may work on general cargo when there is little work in their own lines, and general-cargo workers may sometimes handle specialty cargoes when necessary. Because of special skill requirements, permit men who qualify have the privilege of stating preference for winch driving and lumber handling.

Men are called in rotation as requests come in for extra men. The plug is placed in the lowest available numbered hole, and the man is called when all those whose plugs preceded his have gone out. Should a man wish to leave before his number is called, he may get his plug from the dispatcher. Plugs are always returned to the men as they are sent out on a job. Gang stewards are instructed to ask extra men to show their plugs when going on the job.[5] This is to prevent men from plugging in for a second job while they are working.

This method, whereby the first to plug in in the morning was the first out, was considered adequate when work was plentiful, and even permit men, with third preference, got plenty of work. With the falling off of work in the fall of 1937, however, a latecomer among the permit men had very little chance of

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[4]Nonmembers are known as "permit men"; at the time it was first used, this term applied only to men who had been granted temporary registration by the Labor Relations Committee. Later, however, the term "permit" was applied to all nonunion men regardless of the registration status granted them by the Labor Relations Committee. See pp. 27-8 for further discussion.

[5]Gang stewards are union officials provided for in article X of the constitution of Local 1-10 of the International Longshoremen's and Warehousemen's Union, as follows: "Section 1. (a) Each longshore gang shall elect from its ranks a gang steward and the stewards working on any one dock shall elect a dock steward. The duties of such stewards shall be to determine that none but I.L.W.U. members are working; that all members are paid up in their dues. They shall co-ordinate their efforts at all times towards creating better working conditions, and shall see to it that no one works over the amount of hours as agreed with the employers. The Dock and Gang Stewards shall hold a meeting once each week at the I.L.W.U. Hall to discuss such business as will improve working conditions. Motions or resolutions acted upon and passed by the Dock and Gang Stewards Committee shall not become effective until submitted to and approved by the membership. All gang bosses shall be responsible that a steward is elected by the gang. (b) The Dock and Gang Stewards Committee shall have the power to call a special meeting of its own members, or to call a meeting of all gang and walking bosses who are members of the I.L.W.U.

getting work. The men who lived some distance from the water front complained particularly. This resulted in the hours intervals, shown in the illustration, being painted on the permit side of the board, with the hope that it would do away with the queue forming sometimes as early as 5 a. m., an hour before the hall opened. Men were expected to plug in in the section corresponding to the hours of work they had had that week. At the same time the distinction between "initiation-pending" men and the permit men was abolished.

Later, this practice was abandoned partly because of lack of control over the permit men who were said to have "chiseled" by putting their plugs in a lower hours interval than they were entitled to. The practice was then established of leaving plugs in until the men were dispatched instead of removing them when the men left the hall and plugging in again the next morning. In other words, permit men were called in the order in which they plugged in at the beginning of the week. This practice was adopted for the union men as well in May 1938. When men have finished their first assignment for the week, they are, of course, entitled to plug in again in rotation.

The control of the maximum number of hours for extra men rests, not in the mechanics of dispatching, but with the union. The membership is responsible for a provision in the union rules which states, "No plugboard man should be permitted to work more than the equivalent-straight-time gang hours in any period" and "All members of the local shall work at least 50 percent straight-time covering a 6 months period." Violations are subject to penalty. This provision implies a periodic checkup of hours which to date has not been established as a routine. Nevertheless, as will be shown in the next chapter, violations of these provisions are not a problem. The explanation for this undoubtedly lies in the fact that the members, for the most part, accept the discipline of the rules which they had a part in forming.

The plugboard as a device for rotating work is intended to equalize employment opportunities rather than earnings. The number of union men who were on the extra list during most of 1937, in spite of numerous vacancies on gangs, indicates that a large number of men prefer this status notwithstanding the lack of provision for equalization.[6]

[6] Cf. table 4.

Extra men are dispatched for the duration of the job of the gang to which they are assigned and are then returned to the plugboard unless otherwise specified.[7] Except for this provision, extra men have no obligation to report for work.

Enforcement of the Central Control of Hiring

Section 4 of the award provided that "the hiring of all longshoremen shall be through halls maintained and operated jointly by the International Longshoremen's Association, Pacific Coast District, and the respective employers' associations."[8] Few decasualization schemes so specifically provide for centralization of hiring of the entire labor force (including both registered and nonregistered casuals), which, although recognized as desirable, has nevertheless been difficult of administration.

Various provisions have been incorporated into the union's working rules to penalize union members for soliciting jobs on the docks.[9] The steward of each gang is expected to assure himself of the credentials of the men in his gang who are not regular gang members, and men without dispatching-hall assignment slips are not to be permitted to work. Because men may sometimes be needed for replacements after the hall has been closed, some flexibility in this rule has been allowed. For example, a motion passed by the union membership states that foremen be held responsible for noting on time sheets any man picked up on the docks and the name of his organization (the time of such men is not kept at the hall). While it is recognized that emergencies may arise in which the foreman may need to hire a nonregistered man without recourse to the dispatching hall, he is expected to confine his selection to members of locals covering other water-front crafts or the maritime unions. (See pages 32-4 for further discussion of nonregistered men.)

At the union-membership meeting each week the chief dispatcher submits a report on the number of men hired outside

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[7] Union rules provide a fine of $5.00 for any man, extra- or regular-gang member, who leaves a job before it is finished without legitimate reason. In addition, an extra man may be fined $5.00 for the first offense, $25.00 for the second, and 30 days "on the beach" for the third if, after accepting and being dispatched to a job, he fails to report for work without legitimate excuse.

[8] U. S. National Longshoremen's Board, *Arbitrators' Award*, October 12, 1934, p. 4.

[9] For example, union rules provide that a man soliciting jobs on the docks will be fined $5.00 for the first offense, $25.00 for the second, and 30 days' suspension for the third.

the hall during the previous week and the unions to which they belong. The dispatcher's responsibility to the union membership as a whole undoubtedly reduces to a minimum the chances of abuses arising out of the dispatching of non-registered men.[10]

Central Pay Office.- In spite of the high degree of development of work rotation in San Francisco, the Labor Relations Committee has not yet been able to establish a central pay office.[11] It has been projected for some time, and with the advent of the Federal social security program it was hoped that a collective reporting system might be set up which would form the basis for centralizing payment of wages. Numerous technical difficulties in this connection have been encountered, and until these are solved or the idea of combining the functions definitely abandoned, the plan is at a standstill. Meanwhile, the men must continue to visit the office of each company for whom they have worked in the previous pay period to collect their wages.

THE LABOR FORCE

When the stevedoring industry functions on the basis of a controlled labor supply, the total number of men needed depends upon the total amount of work to be distributed among them. The problem is one of balancing an adequate labor supply and adequate employment for all. The only real measure of the adequacy of the registered force is whether peak demands can be filled by a force which can still be given enough work in depressed periods to earn a livelihood. The reasonableness of peak demands and the reasonableness of "enough" work are matters which must be resolved in the course of the operation of the decasualization and work-rotation scheme.

During the years since March 1935 in which the work-rotation plan has been in operation in the port of San Francisco, a number of practices have been initiated to meet the fluctuating labor requirements of the port without endangering the equalization of the earnings of the regular longshoremen and creating

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[10] The *Arbitrator's Award* by Wayne L. Morse, September 17, 1938, stating that the dispatcher had no right, under the agreement, to dispatch nonregistered men without the approval of the Labor Relations Committee, may modify the practice somewhat. The decision was based on Section 10 of the 1937 agreement.

[11] Decasualization systems frequently provide central pay offices even when not so successful in their major objective of work rotation, e. g., in Liverpool.

underemployment for all. Thus, the labor force is made up of two main classes of workers, registered and nonregistered, with the first group including union members, permit men, and "visitors."

Registered Men

The roster of registered men constitutes the basic labor supply and the group for whom equalization is attempted; consequently, the regulation of the number of men maintained on the roster is of utmost importance. From February 1 to December 5, 1937, a total of 4,582 longshoremen (excluding visitors) were on the registration roster in the port of San Francisco.[12] At the beginning of this time 4,529 men were on the register, and this number was gradually reduced to 4,476 at the end of the period. The turn-over amounted to 3 percent of the total, as shown in table 1. The number of men on the

Table 1.- NUMBER OF REGISTERED LONGSHOREMEN, BY TENURE, FEBRUARY 1 TO DECEMBER 5, 1937

Tenure	Number
Total	4,582
Regular (registered throughout period)	4,444
Entrant	32
Exit	85
Temporary (entrant-exit)[a]	21

[a]Excludes 349 visitors.

roster during 1937 represents an increase of several hundred men over the registered force with whom the system began operation in the spring of 1935.

It is of interest to review the development and history of the registration list in San Francisco, since the lack of controls over augmenting or decreasing the registration list has frequently been the cause of the gradual disintegration of various decasualization plans. The establishment of the roster of registered longshoremen was the first duty of the joint

[12]As will be shown in appendix C, a small number of carmen, whose hours of work were recorded at the dispatching hall, were not engaged in longshore work as defined by the award and were thus excluded from this count.

Labor Relations Committee set up by the award in 1934. According to its provisions, any man who had worked as a longshoreman at least 1 year in the 3 years immediately preceding the strike was eligible for registration; provision was also made for departure from this rule to meet the needs of the situation. There was no definite knowledge of the number of men who would qualify under this provision nor of the labor requirements of the port as operated under the new system. It has been estimated that during 1933 there had been approximately 3,000 regulars and 4,800 casuals.[13]

In testifying before the Mediation Board, Mr. T. G. Plant, then president of the Waterfront Employers' Association of San Francisco, had stated that 2,500 men were the maximum number needed by the port.[14] This was based on the maximum requirements, 2,463 men, in any one day during the first 6 months of 1933 (see table A-1). His estimate of needs, however, failed to allow for absences and for the clustering of daily peaks, both of which factors necessitate a larger force than that which is working at any given time.

The union argued for a larger force than the employers held was necessary and proposed modification of the eligibility rule as set forth by the award. A compromise was reached, extending eligibility to all men who had worked at any time between January 1, 1933 to the beginning of the strike in May 1934. In March 1935, out of a total of 4,373 applicants, 3,877 men were approved for registration by both parties.

Additional men were accepted at the rate of 5 to 10 a month for the next 6 months. The number of withdrawals during this time is not recorded, so that it is not known to what extent these new registrants augmented the labor force or served merely as replacements. A count was made for the 4-week period from September 16 to October 13, 1935, revealing that 3,862 registered men worked during this period, which may be compared with the 3,877 men who represented the initial registered force. However, allowance must be made for registered men who

[13] Estimate of Mr. F. C. Gregory, Waterfront Employers' Association of San Francisco, presented in a letter to the author, August 1938.

[14] U. S. National Longshoremen's Board, "Mediation Proceedings," July 1934, p. 106. According to Mr. Plant's testimony this estimate covered the requirements of employers of approximately 95 percent of the longshore labor, and included the labor requirements of some employers who were not members of the Association.

were absent during this period and hence were not included in the count.[15]

Some men were employed in addition to the registered force during this time. It had been agreed previously by the Labor Relations Committee that after the establishment of the dispatching hall, temporary working cards would be issued to those men who had been working during the months prior to the establishment of the hall but who had not been able to prove eligibility for registration. These working cards were issued by the union. In October 1935 it was stated that out of 450 such permits which had been issued 350 were still active.[16] This device gave some degree of flexibility to the labor force during the months when the number of men needed was not fully established, and, at the same time, although the men who had been working were given priority over outsiders, no obligations were incurred with respect to equalization of earnings for this group.

In the fall of 1935 a labor shortage developed, and approximately 500 men were added to the registered force.[17] Half were granted permanent registration and half were given permits, renewable every 30 days. The number of men working in the 4-week period immediately following this registration increased by only 245, however, indicating the importance of absences as a factor in total registration.

From this time on, permit men were recognized as part of the regular labor force, and approval of individuals for permit status was taken over by the Labor Relations Committee. Those with permanent registration were known as "brass men" because of the brass checks they carried stamped with their registration numbers. Permit men, although they were given registration numbers which did not change if and when their status was changed to permanent registration, were identified for registration purposes by means of a permit card.

Dispatching rules were amended to provide second preference in employment for permit men. However, union officials developed a divergent interpretation in the practical application

[15] In 1937 absentees ranged from 3.8 to 6.6 percent of the registered force in a 4-week period (see table 6). While it is likely that absences may not have been so high in the period under consideration, the number working in this period indicates a larger total registered force than that initially set up.

[16] Minutes of the meetings of the Labor Relations Committee, January 11 and October 8, 1936.

[17] Minutes of the meeting of the Labor Relations Committee, November 7, 1935.

of the rules. While employers held for first preference in dispatching on the basis of permanent registration, the union succeeded very largely in giving first preference to its members, thus relegating permanently registered nonmembers to the status of permit men. Subsequently, the agreement of February 4, 1937 gave formal recognition to this employment preference for union members.[18]

In the 6 months that followed the registration in October and November 1935, 200 brass and permit men had been added to the registration list. These appear to have been largely replacements. This is indicated by a count of the number of men working in the 4 weeks from April 27 to May 24, 1936, which revealed that only about 50 more men worked in that period than in the 4 weeks immediately subsequent to the extensive registration in November 1935.[19]

Again, in the spring of 1936 the employers reported a labor shortage. The union resisted the large number of new registrants that the employers insisted was necessary, and the issue was finally settled by adding approximately 400 men to the list, a large majority on permits.[20] This brought the total number working in the following period up to 4,376.

Since the spring of 1936 the roster of registered men has remained fairly stable and, in fact, has declined slightly, replacements not being so large as withdrawals in 1937 (table 1).

The selection of men for the registration roster is determined by the joint Labor Relations Committee. In practice, except in periods of extensive registration when applications are open to everyone, names of men to be considered for registration are selected by the union and submitted for approval of the employers' representatives on the Labor Relations Committee; the employers' representatives seldom initiate the action.

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[18] Section 6 of the agreement (see appendix E). The employers contested this interpretation of the clause, holding that it referred only to preference for registration. In the summer of 1938 this question was arbitrated, and the union's interpretation was upheld in the award of the Federal Arbitrator, Wayne L. Morse, on September 17, 1938.

[19] However, a large number of the men were changed from permit to brass men, but since they were already a part of the registered force, this had no effect on the total number.

[20] During this controversy, the employers refused to place orders through the dispatching hall and announced that all hiring would be done at the docks. To a large extent the union was able to prevent this and after a few days the employers agreed to reopen negotations and to order gangs through the hall.

Employers claim decreased productivity responsible for the increase in the labor force, but since adequate tonnage figures are not available, this cannot be verified.[21] The union, on the other hand, claims to have reduced speed-up, a major source of complaint according to union witnesses during the 1934 arbitration proceedings.[22] It is likely that with the general business recovery from 1934 to the summer of 1937 there was an increase in tonnage which would of itself necessitate an increase in the registered labor force. Moreover, the size of the labor force no doubt had to be increased over the original force to meet the needs of those employers who were not or are still not members of the Waterfront Employers' Association and who, until the hall was well established, did not use it as a source of labor.

Seen in retrospect, it is noteworthy that in the course of the 3 years there has been a shift in interest in the determination of the size of the registered labor force. Previous to the inception of the system the employers wanted a smaller labor force than the union felt was required. After the establishment of the system, as has been demonstrated, a reversal of these positions took place.

The Role of Permit Men

Of the total registered labor supply for the 10 months from February 1 to December 5, 1937, slightly over 800 or 17.5 percent of the 4,582 men (excluding visitors) were permit men. Their role should be evaluated both in terms of their part in the maintenance of an adequate labor supply and in terms of the benefits they receive. The main function of a permit labor force in the maintenance of an adequate labor supply lies in

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[21] No tonnage figures including intercoastal, foreign, and coastwise trade showing break-downs by commodities are available for the port of San Francisco. *Army Engineers Reports* (U. S. War Department) give figures for the total of intercoastal, foreign, and coastwise trade without commodity break-downs, thus including, for example, bulk oil, which makes up a large proportion of the total and which is not handled by longshoremen. The Board of State Harbor Commissioners of California publishes figures with commodity break-downs for intercoastal and foreign trade only, but since coastwise trade for many commodities is large, this is not useful for computing productivity figures or even for showing the trend in the tonnage for the port. Aside from the elimination of commodities not handled by longshoremen, to obtain significant tonnage figures for the computation of longshore productivity ratios, commodity break-downs are necessary to investigate shifts in the importance of various commodities, because of the varying number of man-hours per ton according to commodity. The Waterfront Employers' Association reported that it had no adequate tonnage figures for the port as a whole.

[22] U. S. National Longshoremen's Board, "Arbitration Proceedings," August 8-September 25, 1934, pp. 174-218, 298-7, 318-21, 324-7, 333-6, 345, 354, 356-61, 362-4.

the flexibility which is thus introduced. When the practice of issuing permits was begun in the fall of 1935, the union was not ready to accept the responsibility for an equitable distribution of work among the total number of men needed at that time. If the need proved to be only temporary, the register would have been saddled with a surplus of men. The union was faced with a twofold problem - limitation of its membership to a point where they could be certain of adequate earnings and provision for the control of the dispatching of any additional men needed. The answer was a secondary labor force directly tied to the union but not enjoying its full privileges, to be used when, as, and if needed. Such a force has been maintained since the fall of 1935; the amount of work to be done has justified and necessitated its constant use. Meanwhile, dispatching mechanics provide for the equalization of employment opportunities within the ranks of these permit men, and in addition it is from their ranks that future union members are drawn.[23] As will be shown in chapter III, the earnings of permit men, while not on so high a level as the earnings of union members, were fairly high and well sustained during 1937 until the slump of business at the end of the year. Although permits must be renewed every 30 days, the practice of refusing to renew permits because of shortage of work has not been resorted to. It is undoubtedly expected that permit men will eliminate themselves from the roster if they are able to do better elsewhere.

In the election conducted by the National Labor Relations Board in February 1938 to determine the bargaining representative for longshoremen on the West Coast, permit men in San Francisco (but not in all the ports) were given voting rights.[24] The board's criterion for inclusion was degree of

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[23]Some indication of the responsibility adopted for permit men by the union is to be found in the action taken by the Seattle Local of the ILWU in December 1937. (See "Seattle Permit Men Given Xmas Present," *I.L.W.U. Bulletin*, Vol. 1, No. 11 [official organ, District 1; Dec. 23, 1937], p. 2.) At that time they voted to give the permit men the privilege of taking jobs off the plugboard in rotation with regular members for 3 days preceding Christmas, so that their somewhat reduced earnings might be bolstered up.

Meetings are held for permit men, and attendance at least once a month is strongly urged. The business agent of the union conducts these meetings.

[24]This election was held as a result of the employers' position that formal recognition could not be granted to the ILWU because at the date of the contract of February 4, 1937, the union signed it as the Pacific Coast District of the ILA. Subsequent to this, in July 1937, following a large majority vote of the membership of the Pacific Coast District, this district affiliated with the Committee for Industrial Organization (now Congress of Industrial Organizations) and adopted the name International Longshoremen's and Warehousemen's Union. The Pacific Coast District was designated as District 1, covering, in addition to the Pacific Coast ports of the United States, the ports of British Columbia, Alaska, and Hawaii. However, the agreement covered and still covers only the U. S. Pacific ports. All

[Continued]

dependence on longshoring for a livelihood. Thus, even then, when work was slow, permit men were accepted as a legitimate part of the port's labor supply.[25]

Visitors

When news of the comparatively high earnings and security of longshoremen on the San Francisco docks spread to other ports, longshoremen began coming to San Francisco for work and wanting to stay. Although realizing the value of acquainting longshoremen throughout the country with a successful decasualization system, the union nevertheless recognized the necessity of taking measures to protect its own members. The situation was handled by granting visitors' permits, good for 30 days, to members of other longshore locals. As a matter of fact, the union began to encourage this practice because it saw in the development of decasualization schemes in other ports a further protection of its own plan.

It is evident that some attempt has been made to control the influx of visitors and to time it with the fluctuations in demand. For example, in 1937 during the summer months when the number of registered men on leave of absence increased by about 125, the number of visitors doubled to 125-130. After September the number of visitors fell again to 75. In all, 349 different men worked as visitors in the San Francisco port from February to December of 1937. About 60 percent did not receive extensions of their 30-day permits, having worked in two periods or less, and only 9 percent worked in six or more 4-week periods (table A-2). A few were granted permits to stay.[26] For the purposes of this study visitors have been included as a part of the total registered force.

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[24] [*Continued*]
the locals of this district, with the exception of those in Tacoma, Olympia, Port Angeles, and Anacortes (all in the Puget Sound area), applied for charters from the new international.

The NLRB election resulted in a large majority declaring for the ILWU. (U. S. National Labor Relations Board, Case No. R-638 and Case No. R-572, June 21, 1938.)

[25] *Ibid.*, p. 29. The NLRB recognized the two types of permit (nonunion) men but included the permit brass men with the union members.

[26] Article XVIII of the constitution of the ILWU states the present regulations of visitors' permits:

"Section 1. Any member of District 1 so desiring may procure from his local secretary a visiting card showing that he is paid up to date and in good standing, which will entitle him to . . . . [certain work] privileges in any local of the District of a similar craft.

"Section 2. Work privileges accorded to a local member shall be for a period not to exceed thirty days unless agreeable to the local being visited.

"Section 3. All locals of the District shall be required to accept a minimum of visitors of one percent of their membership, but no local should be visited more than once a year by any one member unless agreeable to local so visited."

Nonregistered Men

Experience with decasualization has shown that even decasualized ports usually require a labor reserve which has little opportunity for longshore work except on peak days. A very busy day or an unanticipated increase in requirements at odd hours may exhaust the supply of available registered workers. The importance of no delay in the departure of ships makes it necessary to insure a reserve supply that can always be tapped.

In San Francisco, as indicated previously, such emergency demands are met by nonregistered men who are members of what the longshoremen call their "sister" locals and the maritime unions.[27] This solution of the problem of emergency demand provides an adequate supply of labor without at the same time creating a group which continues to suffer the insecurity of casual work, and it reduces to a minimum the threat to the security of registered longshoremen. Their affiliation with other locals indicates that for them longshoring is only a supplementary source of income and aids in the discipline invoked by the longshoremen's union to prevent registered men from suffering their competition.

From February to December 1937, 3,853 different nonregistered men appeared on the employers' pay rolls as longshoremen. The number in each 4-week period varied from 469 to 788 except in the 38th period (August 16 to September 12, 1937) when it rose to 1,054 (table A-3). But, whereas in the 38th period they constituted almost 20 percent of the total number of men who worked, they received a considerably smaller proportion of the total man-days of work, as is demonstrated in the fact that they earned only 4 percent of the total estimated pay roll for the period, as shown in table 2. Actually, while average earnings of the registered longshoremen who worked in the period were $168.81, the average for nonregistered men was only $25.69.

Of the nonregistered men working in the 4-week period 64 percent received less than $20, and 86 percent less than $50,

[27] The longshoremen's union on the West Coast has organized separate locals among a number of shore trades related to the shipping industry. In San Francisco there are locals for the warehousemen; bargemen; gate tenders, watchmen, and miscellaneous water-front workers; ship clerks and checkers; ship scalers; and maritime office employees. Close relations are maintained with the seafaring crafts, such as the Sailors Union of the Pacific; Pacific Coast locals of the Masters, Mates, and Pilots of America; American Radio Telegraphists Association; Marine Engineers Beneficial Association; Pacific Coast Marine Firemen, Oilers, Watertenders and Wipers Association; Marine Cooks and Stewards Association of the Pacific Coast; Inland Boatmen's Union of the Pacific; and Alaska Fishermen's Union

Table 2.- COMPARISON OF ESTIMATED EARNINGS OF REGISTERED AND NONREGISTERED LONGSHOREMEN WHO WORKED IN THE 4-WEEK PERIOD ENDING SEPTEMBER 12, 1937

Status	Total men		Total estimated earnings[a]		Average earnings (dollars)
	Number	Percent	Dollars	Percent	
Total	5,393	100.0	759,553	100.0	140.84
Registered	4,339	80.5	732,473	96.4	168.81
Nonregistered	1,054	19.5	27,080	3.6	25.69

[a]Derived from tables A-4 and A-5.

as shown in table 3. Only 14 percent (152 men) earned more than this, and their average earnings were only $92; that is, not even they approached the earnings of the registered force.

The presence of the nonregistered men has sometimes been interpreted as likely to cause the break-down of the equalization system since thousands of nonregistered men were given an opportunity to work on the docks. However, an analysis of

Table 3.- DISTRIBUTION OF NONREGISTERED LONGSHOREMEN WHO WORKED IN THE 4-WEEK PERIOD ENDING SEPTEMBER 12, 1937, BY ESTIMATED EARNINGS[a]

Earnings (dollars)	Number	Percent	Earnings (dollars)	Number	Percent
Total	1,054	100.0	140-149.99	2	0.2
			150-159.99	2	0.2
0- 9.99	427	40.5	160-169.99	1	0.1
10- 19.99	249	23.6	170-179.99	3	0.3
20- 29.99	119	11.3	180-189.99	0	0
30- 39.99	59	5.6	190-199.99	3	0.3
40- 49.99	48	4.6			
50- 59.99	35	3.3	200-279.99	0	0
60- 69.99	28	2.7	280-289.99	1	0.1
70- 79.99	13	1.2			
80- 89.99	15	1.4	290-309.99	0	0
90- 99.99	12	1.1	310-319.99	2	0.2
100-109.99	16	1.5			
110-119.99	5	0.5	Estimated average earnings	$25.69	
120-129.99	6	0.6			
130-139.99	8	0.7			

[a]Based on table A-6.

the available data shows this interpretation to be incorrect. An actual count from February to December 1937 showed that only 116 nonregistered men worked reasonably steadily (that is, in 8 or more of the 11 possible 4-week periods). Total earnings for these men were not determined. However, 75 of these 116 men were identified as among the 152 nonregistered men who earned more than $50 in the 38th period, and as has been demonstrated, their earnings did not approach those of registered longshoremen.

Although it is possible that this method of recruiting and maintaining a casual reserve may lead to some favoritism, by and large it is vastly superior to the usual means of maintaining the necessary reserve. The few cases of possible favoritism are far outweighed by the elimination of an underemployed group that is chiefly dependent on longshoring. Since the nonregistered workers are drawn from the membership of labor unions, they are very likely casuals only so far as their longshore work is concerned.

Gang Organization

Although the precise organization of the working force differs from port to port and for operations on different types of cargo, longshoremen are always organized into a gang which works as a unit handling the cargo through one hatch of a ship. The usual practice is for some of the gangs to be made up more or less permanently, others being assembled for the specific job only. In a decasualized port the regular gangs are supplemented by the remainder of the registered longshoremen on the extra list from which gang replacements and additions are made and from which special or make-up gangs are selected.

In San Francisco permanent-gang organization for part of the labor force has been in effect many years and was carried over into the central-dispatching system. There were between 180 and 200 permanent gangs during 1937. Slightly less than half these were preferred gangs, and the rest were casual gangs. By agreement, the number of men in a preferred gang is determined by the employer's requirements, but the minimum size of the casual gang is standardized, consisting of 16 men - 6 dockmen, 6 holdmen, 2 winch drivers who take turns serving as hatch tenders, a tractor driver, and a gang boss. If a casual gang of larger than the standard size is needed, additions are made

from the extra list; if smaller, a gang made up entirely from the extra list is dispatched. Many employers use 18 men in casual gangs, 8 men in the hold when loading, and 8 men on the dock when discharging. When winches are arranged to allow it, one man drives two winches - one to raise and lower from the hold and one to swing over the side. This is the case on most American ships, but on foreign ships two winch drivers are usually necessary because the winches are too far apart to be driven by one man. For working such ships an additional winch driver is drawn from the extra list.

Only the largest employers maintain a list of preferred gangs. Each employing company is limited to the number of preferred gangs for which it can furnish work up to the average for all gangs each week.

It is the usual custom in the stevedoring industry to use "specialty" gangs for certain types of cargo, for example, lumber or bulk products.[28] Since San Francisco is for the most part a general-cargo port, few specialty gangs, whether preferred or casual, are made up permanently. Additional gangs for this type of work are made up from the extra list with men who have indicated their desire for the specified type of work.

The Labor Relations Committee is responsible for the organization of the registered force into gangs. The personnel of many gangs is no doubt the result of long association; some men, having been foremen for many years, have retained a nucleus of permanent men about them. In the case of preferred gangs, employers submit to the Labor Relations Committee the names of gang bosses and gang members whom they want, and as provided in the agreement, individuals or gangs may accept or reject this status.

On the basis of the agreement of February 4, 1937, which gave employment preference to union members, the union reserves permanent attachment to gangs for its members. While this has not been rigidly enforced until recently, throughout most of

[28] Shoveling gangs are used for discharging bulk cargo; their work involves principally work in the hold and shoveling cargo into tubs lifted by the ship's gear or by crane and dumped directly into cars or barges. Bulk cargo is usually loaded mechanically, involving little or no longshore work. Shoveling is paid for at a higher rate than general-cargo work. (See appendix C.)

Lumber gangs on the West Coast are smaller than the general-cargo gangs. The agreement of February 4, 1937 with the Shipowners' Association of the Pacific Coast (operators of the "steam schooners", i. e., lumber carriers) provides that the crews of these vessels may perform cargo work. (See appendix E for the agreement.) This refers to the work on board ship when discharging lumber, longshoremen performing the dock work in this process.

1937 there were only 2 permit men among all the men attached permanently to gangs and an additional 26 permit men who were for part of the time permanent members of the gang. Even among visitors, who enjoy the same privileges and preferences as union members, only five were permanently attached to gangs.

Since all the foremen are union members, the union maintains a list of eligibles for this job (foremen get 10 cents an hour above the basic rate), from which list they are chosen by the Labor Relations Committee. The union gives preference to men over 45 years of age and to those who have suffered accidents incapacitating them for other work. In addition, all foremen must have been on the water front at least 5 years.

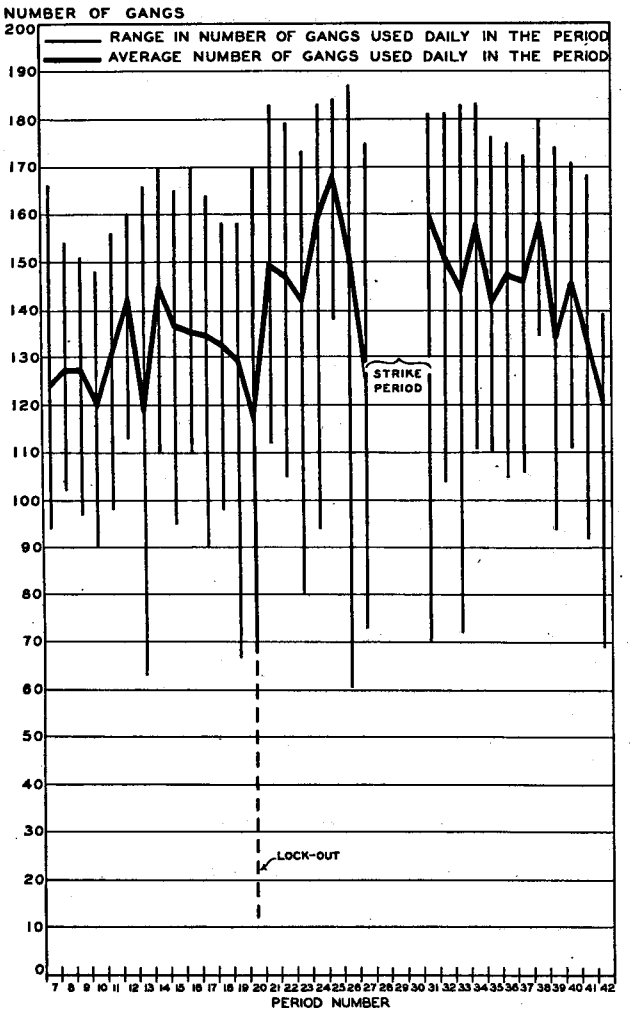
THE LABOR DEMAND

Fluctuations in day-to-day demand not only for individual employers but for the port as a whole constitute a major problem in a work-rotation scheme for longshore labor. These day-to-day fluctuations, largely unpredictable, are superimposed upon seasonal and long-time fluctuations in demand. Since work is assigned on the basis of gang operations, the effectiveness of the organization of the labor supply to meet the daily demand is best determined by an analysis of daily gang requirements and the total number of gangs available.

Figure 3 gives the maximum and minimum number of permanent gangs working daily in each 4-week period from April 1, 1935 to January 2, 1938, together with the average daily number working in each period. (Make-up gangs, a small proportion of the total, are not given here.) The greatest difference between the number of gangs working on the lowest day and the highest one of a normal 4-week period was 126 gangs. This wide fluctuation occurred during a period when labor requirements were above average. However, the smallest differences, 45 and 46 gangs, also occurred during very busy periods. More typically, the differences ranged from 60 to 80 gangs, with the average daily number of gangs working fluctuating from 120 to 160.

There appears to be little relation between the extremes in daily fluctuations in demand and the average daily requirements in a period; busy periods may experience a day of low demands, and, conversely, there may be a busy day in slack periods. However, the average for a period is usually above the midpoint

Figure 8.- GANG REQUIREMENTS, BY 4-WEEK PERIOD, APRIL 1, 1935 TO JANUARY 2, 1938



BASED ON TABLE A-7

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of the range, indicating that minimum or near-minimum requirements were less frequent than maximum or near-maximum requirements for each period. The average shows the seasonal and cyclical fluctuations as well as the irregularity in the flow of work occurring as a result of industrial conflict.

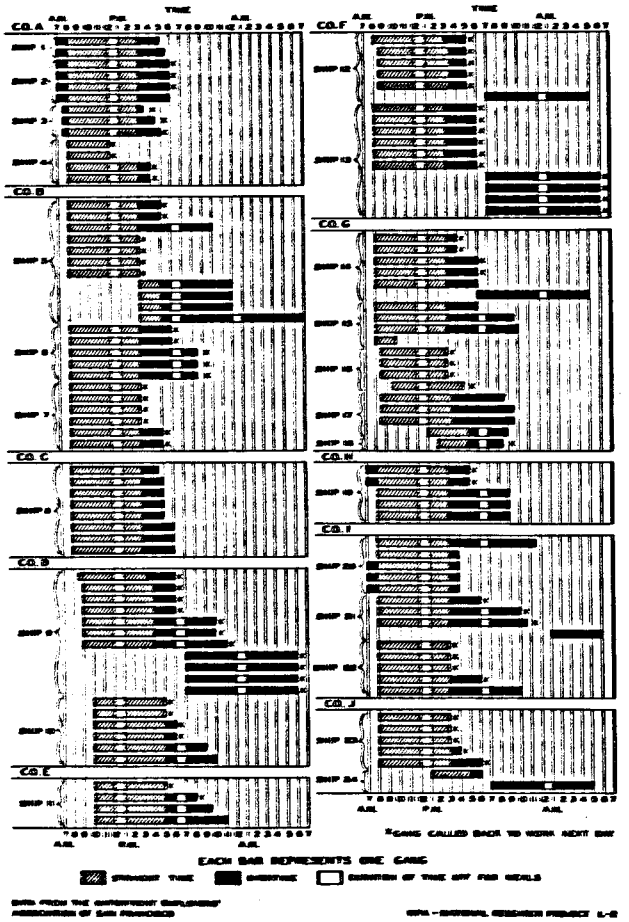
Without total gang hours of work, which were not available, a complete picture of labor requirements cannot be given. Lengthening and shortening of shifts in response to the amount of work available are a means of distributing the work which results in smoothing out daily gang requirements. But in stevedoring the extent to which this is feasible is not so great as in many other industries.

The length of shifts and the distribution of the work among various employers throughout the 24 hours in a typical day are shown in figure 4.[29] It will be noted that while much of the work falls within the hours of 8 a. m. to 5 p. m., the flow of work is nevertheless very irregular, and the requirements of one employer on a given day are markedly different from those of another. Ten employers and 125 gangs are represented here. It is known that 28 additional gangs worked on that day for the employers who did not report to the Waterfront Employers' Association. There are between 35 and 40 employers in the port of San Francisco, some with large and some with small requirements, and similar information for several successive days would show the shift of the labor force from employer to employer.

The question of whether labor requirements ever exceeded the number of gangs and men available is one difficult to answer quantitatively. Some indication is given by an analysis of the relative frequency with which the maximum or near-maximum daily number of gangs working occurred (see table A-7). For the periods from the 23d to the 42d, in which time the labor force reached the maximum and remained approximately at the same level, the highest number of gangs working in a day was 187; and on only 16 days out of the 380 regular working days did the number of gangs exceed 180. It seems reasonable to assume that

[29] The number of hours per shift is regulated by the working rules established by the Labor Relations Committee. Rules provide that no gang will be allowed to work in excess of 10 hours in one shift, except that 12-hour shifts are permitted when a ship is to sail. An 8-hour rest period between jobs is required for gangs which have worked 6 hours or more. In addition, the agreement of February 4, 1937 provides that when more than one shift is used on a ship, relief gangs are not to report to work until 5 p. m. to relieve gangs which began work at 8 a. m. or thereafter. (See appendix E.)

Figure 4.- LOG OF A TYPICAL DAY, SHOWING DISTRIBUTION OF WORK AMONG GANGS



Only 125 of the 153 gangs known to have worked in the Port of San Francisco on this day, July 16, 1936, are shown here. Gangs working for the coastwise "steam schooner" group, the U. S. Army Transport Service, and three contracting stevedore companies are not included.

only on these days and especially when the peaks occurred on successive days could a situation approaching shortage have occurred. In two instances the number of gangs working exceeded 180 on 2 successive days, and in one instance on 4 successive days.[30] Using the same approach for the 15th to 22d periods, when the size of the labor force was lower than in subsequent periods, the highest number of gangs working in a day was 183; and on 4 out of 185 regular working days, 2 of which were consecutive, the number of gangs exceeded 175. These maximum demands occurred in the 21st and 22d periods, that is, in May 1936, during the latter part of which month about 400 registrants were added to the roster. During the 7th to the 14th periods, when the labor force was still smaller than in the periods immediately following, the maximum number of gangs working was 170 and on only 4 days out of 185, none of which were consecutive, did the number of gangs working daily exceed 165.

Shortages may take the form of delays within the 24 hours of a single day, a type of shortage not revealed by the above analysis, but on this subject no information is available. However, it will be recognized that the port is not limited to the total number of organized gangs available; additional gangs can be and are made up from the extra list to meet requirements.

The number of permanent gangs has fluctuated from about 165 to almost 200. To a large extent this represents an effort to adjust the number of gangs to port activity.[31] Increases in the number of gangs have most frequently been made at the initiative of the employer members of the Labor Relations Committee, and until recently the initiative for reducing the number of permanent gangs came usually from the union. Since the latter part of 1937, the men and the union members in the Labor Relations Committee have altered their position on this

[30] This latter case occurred in the period from September 14 to October 11, 1936, when labor demand was high in anticipation of the threatened strike in connection with the expiration of the agreement on September 30. The strike, which involved all the maritime unions, as well as the longshore and related unions, actually began on October 31, 1936 and was settled February 4, 1937. For the longshoremen the settlement resulted in a contract in most respects identical with the 1934 award, although there were certain amended provisions to meet the longshoremen's demands. (See appendix E for the 1934 award and the 1937 agreement.)

[31] Other factors may sometimes be involved. For example, during the 13th period (September 16 to October 13, 1935), normally a peak season, the number of regular gangs was reduced because of the "hot-cargo" issue. In connection with the refusal to handle cargo on ships from other ports where there were labor troubles, many gangs were refused work by the employers. These gangs were broken up and the men dispersed to other gangs and to the plugboard to evade discrimination.

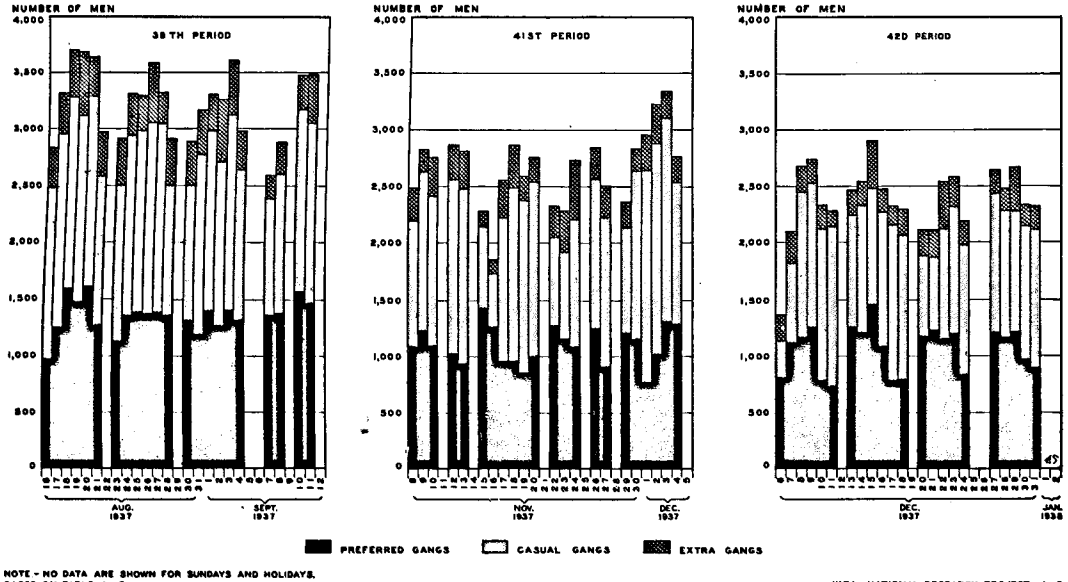
subject and have not attempted reduction in the number of gangs to accompany the reduction in work.

This decision seems to reflect the position that, with equalization based on gang operations, the varying amount of work should not be a factor in determining the number of permanent gangs. When the number of gangs is reduced during periods of low activity, the hours of gang men are equalized at a higher level than if gangs had not been reduced, but at the expense of the men on the extra list. Not only is the number of men in the latter group increased under such circumstances, but less work is available to the group as a whole. It is believed by the union that the necessary flexibility is best accomplished, not by varying the number of permanent gangs but by varying the number of gangs working on given days and, where possible, by lengthening and shortening shifts.

The number of men required to staff the organized gangs and the additional make-up gangs for the 38th, 41st, and 42d periods by type of gang to which they were assigned is shown in figure 5. The largest number needed in any one day in these three periods was 3,703, occurring in the 38th period, probably a near maximum for the year. The lowest number employed on a regular working day (excluding Sundays and holidays) in these three periods was 1,363 in the 42d period and is doubtless representative of the minimum daily demand for the year. This minimum demand occurred in a slack period and is much lower than the typical daily requirements even in this period.

The maximum number is to be compared with 4,339 registered men and visitors who worked in the 38th period. The daily working force, as shown by the chart, includes the nonregistered men, of whom there were 1,054 in the 38th period. This latter group earned an average of approximately $26, and on this basis it is estimated that an average of about 100 worked every day, although there doubtless was some variation from day to day. The differences between the total number who worked in this period and the maximum number working in 1 day demonstrate the importance of the margin of safety needed in the size of the labor supply to allow for short-time absences and the clustering of daily peaks. Nevertheless, it is equally important to keep this margin at the lowest possible minimum to avoid underemployment for the entire force.

Figure 5.- NUMBER OF LONGSHOREMEN EMPLOYED EACH DAY IN THE 38th, 41st, AND 42d PERIODS, BY GANG STATUS



NOTE - NO DATA ARE SHOWN FOR SUNDAYS AND HOLIDAYS.
BASED ON TABLE A-5

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During the three periods mentioned above, there were fewer preferred gangs than casual gangs, and this is reflected in the number of men who worked daily in each type of gang, as shown in figure 5. The relationship between the number of men working in preferred and casual gangs appears to have been relatively constant for the periods as a whole, although day-to-day fluctuations are marked in some cases. This is a graphic illustration of the success of the dispatching system in distributing the work between the two types of gangs. As shown by the chart, day-to-day fluctuations usually took the form of more work for preferred gangs at the beginning of the week, tapering off near the end as these gangs reached maximum hours, with casual gangs carrying a relatively larger proportion of the work toward the end of the week. The dispatcher and the Labor Relations Committee have constantly attempted to smooth out this type of day-to-day fluctuation, because with fewer gangs on hand for work at the end of the week temporary shortages might and have developed.

It will be observed that some men were assigned to make-up gangs on every day in these three periods, even on days when a relatively small number of regular gangs were employed and other regular gangs were presumably available for work. Although make-up gangs are used for general-cargo work in rush periods, they are employed principally for such jobs as piling and sorting freight on the docks, discharging and loading lumber ships, unloading bananas, etc. Because demand for such specific types of work is irregular, permanent gangs have not as a rule been organized for these various types of assignments. To that extent, there is a daily demand for extra gangs, regardless of port activity, but in periods of low activity their use for regular longshore work is undoubtedly greatly reduced.

DISTRIBUTION OF THE LABOR FORCE BY WORK-ASSIGNMENT STATUS

The distribution of the registered men and visitors who worked during the 11 periods from February 1 to December 5, 1937, by work-assignment (that is, gang) status, is shown in table 4.

It will be observed that more men were attached to preferred gangs than to casual ones, notwithstanding the fact that during these 11 periods there were more casual gangs than preferred

Table 4.- DISTRIBUTION OF REGISTERED LONGSHOREMEN, BY GANG STATUS, FEBRUARY 1 TO DECEMBER 5, 1937

Gang status	Number	Percent
Total	4,931	100.0
Gang members throughout period	1,697	34.4
Preferred	821	16.6
Casual	580	11.8
Shifted between preferred and casual	296	6.0
Shifted between gang membership and extra list[a]	1,367	27.7
On extra list throughout period	1,867	37.9

[a] 87.9 percent of this group spent a predominate amount of their time as gang members. (See table A-17.)

gangs. This discrepancy is accounted for by the greater number of vacancies which occur in casual gangs. The distribution of the men in the 38th period bears out these relationships. During this period there were 83 preferred gangs and 98 casual gangs, but the distribution of the men was as follows:

Gang status	Number	Percent
Total	4,339	100.0
Gang members	2,266	52.2
Preferred	1,242	28.6
Casual	1,024	23.6
On extra list	2,073	47.8

The average number of men attached to each casual gang was therefore about 10 men, with an average of 6 vacancies. The average number of men attached to each preferred gang was 15 men. Since these gangs do not have a standard number of men in them, it is not possible to estimate the vacancies, but it is known that some vacancies did exist in preferred gangs. Some of the casual gangs apparently were little more than

nuclei around which full gangs were built from the extra list by the dispatching hall for each job. Undoubtedly, in busy periods this must have placed an excessive burden on the dispatching hall, and it is reported that from time to time drives were made to fill up the ranks of gangs. The union has a rule that all gangs with seven or fewer regular members are to be disbanded, and it is said that in one or two instances gang jobs were opened to permit men in order to fill vacancies.

The presence of large numbers of men on the extra list and their lack of obligation to report for work have raised questions concerning the adequacy of the supply of men at any given time. Although it is reported by both the employers' representatives and the dispatchers that most of the extra men are steady and that irregularity of attendance is concentrated among approximately 15 percent of the extra men, there have been times when the extra men have taken advantage of the freedom this attachment allows. It is said that at one time attendance of extra men at the end of each week dropped to a point where the port was short-handed and that it was necessary for the union to popularize the idea of individual responsibility for the success of the decasualization scheme to counteract this tendency. Although lack of obligation to report for work is a factor which makes the extra list attractive, in actual practice irregularity is kept at a minimum because adequate earnings depend on relatively steady attendance.

Also, there have been changes in the distribution of the labor force since the beginning of the work-rotation plan. Table 5 gives the distribution of a sample of the men according to gang status for one period in each of the 3 years.

The initial preponderance of preferred gangs was in reality a continuation of the former practice under which each employer maintained a group of gangs as nearly adequate as possible for his total requirements.[32] The reduction in the number of preferred gangs occurred to a large extent in the 13th period and was associated with the hot-cargo controversy. Not only because of blacklisting of gangs which refused to handle hot cargo but because of generally strained relations, many gangs

[32] This difference, however, should be noted: within the framework of the decasualization system the men no longer regarded these preferred gangs in the same light as the former type of gangs. In addition to attachment to one employer, the former type of gang received the greatest amount of employment and, in the opinion of the other longshoremen, was expected to be the pace setter for the other gangs.

Table 5.- DISTRIBUTION OF PARTIAL GROUP OF LONGSHOREMEN WHO WORKED IN THE 12th, 25th, AND 38th PERIODS, BY GANG STATUS

Gang status	Men who worked in 4-week period ending -					
	September 15, 1935		September 13, 1936		September 12, 1937	
	Number	Percent	Number	Percent	Number	Percent
Total	946	100.0	1,180	100.0	1,211	100.0
Preferred	420	44.4	311	26.4	343	28.3
Casual	145	15.3[a]	332	28.1[a]	270	22.3[a]
On extra list	381	40.3	537	45.5	598	49.4

[a]The proportion of total gangs which were casual is larger than is indicated by the proportion of the total force which is attached to casual gangs because of the larger number of vacancies in casual gangs.

shifted from preferred to casual status, and others were broken up and re-formed into casual gangs. (See footnote 31, page 40.)

Throughout the next 2 years or more the proportion of preferred to casual gangs remained very nearly constant. The employers opposed this preponderance of casual gangs and laid the blame on the union. The union disclaimed it with the explanation that the situation was the result of the preferences of the men in each gang, determined by secret ballot.[33] According to the award, it was stated, the men were free to select their jobs, and under this provision the determination of gang type was up to gang members.[34]

It is likely that union policy was reflected in the indicated preference of so large a proportion of the gangs for casual status. Purely from the point of view of the distribution of work, it is undoubtedly simpler mechanically to rotate all gangs entirely on the basis of accumulated hours without consideration of employer preference. On the other hand, from the point of view of the employers, the use of preferred gangs is preferable, both with regard to the performance of work and the control of gang operations.

[33]Minutes of the Labor Relations Committee, April 24, 1936.

[34]Section 11 of the agreement of February 4, 1937 stated, "The employers shall be free to select their men within those eligible under the policies jointly determined, and the men likewise shall be free to select their jobs." (See appendix E.)

During 1938 a number of casual gangs shifted to preferred-gang status, although on the basis of experience in 1937 the advantage to the preferred-gang men so far as earnings are concerned would seem to be almost nonexistent, for, as will be shown in chapter III, there was very little difference in the amount of work received by each type of gang. It is furthermore unlikely that in periods of less work preferred gangs are favored, since findings indicate that in such periods the entire working force, regardless of assignment preference, tends to be grouped around a narrow range of earnings. (See pages 54-6 and 64-6.) However, no data are available on the distribution of preferred-gang hours as compared with casual-gang hours for such periods. Although no explanation of this tendency to shift from casual to preferred gangs is readily available, it appears to have been due neither to a change in union policy nor to employer pressure.

AVAILABLE REGISTERED LABOR FORCE

Table 6 shows for February 1 to December 5, 1937 the number of men on the roster during each 4-week period, the number working, and the extent to which the number working is augmented by the visitors. It will be noted that the number of visitors increased with the increase in absences in the summer periods, and dropped, although to a slightly lesser degree,

Table 6.- REGISTERED LABOR FORCE IN EACH PERIOD, FEBRUARY 1 TO DECEMBER 5, 1937, SHOWING REGISTRATION AND WORK STATUS AND PERCENTAGE OF REGULAR FORCE THAT WAS ABSENT

4-week period ending -	Registered force			Working force			Absentees	
	Total	Permanently registered[a]	Visitor	Total	Permanently registered[a]	Visitor	Total	Percent of permanently registered force
February 28	4,575	4,530	45	4,403	4,358	45	172	3.8
March 28	4,584	4,526	58	4,416	4,358	58	168	3.7
April 25	4,576	4,516	60	4,397	4,337	60	179	4.0
May 23	4,595	4,510	85	4,395	4,310	85	200	4.4
June 20	4,614	4,499	115	4,319	4,204	115	295	6.6
July 18	4,623	4,502	121	4,328	4,207	121	295	6.6
August 15	4,631	4,502	129	4,332	4,203	129	299	6.6
September 12	4,607	4,495	112	4,339	4,227	112	268	6.0
October 10	4,572	4,495	77	4,296	4,219	77	276	6.1
November 7	4,565	4,491	74	4,309	4,235	74	256	5.7
December 5	4,566	4,489	77	4,307	4,230	77	259	5.8

[a] Includes permit men.

with the slump in work in the latter part of the year. The proportion of the registered force absent in each period ranged from 3.8 to 6.6 percent of the total.

From 62 to 76 percent of the absences in each period have been accounted for, as shown in table 7. Injuries and illness account for from 30 to 44 percent of the absences in each period, and absence on leave, except during the summer months, accounts for a much smaller proportion of the total.

Table 7.- PERCENTAGE DISTRIBUTION OF 800 REGISTERED LONGSHOREMEN WHO WERE ABSENT A FULL PERIOD, FEBRUARY 1 TO DECEMBER 5, 1937, BY REASON FOR ABSENCE AND PERIOD IN WHICH IT OCCURRED[a]

4-week period in which absence occurred	Percentage distribution of absences for specified reasons					
	Total		Injured or sick	Absent by leave	Other reasons[b]	Reason unknown
	Number	Percent				
Period ending-						
February 28	168	100.0	39.9	14.9	7.1	38.1
March 28	165	100.0	38.2	16.9	7.3	37.6
April 25	178	100.0	35.4	20.8	6.7	37.1
May 23	198	100.0	35.9	21.7	5.5	36.9
June 20	292	100.0	33.6	37.0	5.1	24.3
July 18	293	100.0	30.4	39.2	4.8	25.6
August 15	297	100.0	31.3	38.7	5.4	24.6
September 12	267	100.0	38.6	28.8	4.9	27.7
October 10	275	100.0	43.6	17.1	5.1	34.2
November 7	252	100.0	42.1	16.7	6.3	34.9
December 5	257	100.0	43.6	14.4	6.2	35.8

[a] This table includes only the 800 absentees who were registered prior to the 31st period and were not withdrawn from the register before the 42d period. It excludes absences of entrants, exits, and temporary men who entered and left within the year.

[b] Covers men who "changed from longshoremen to walking bosses" and those reported as "injured, sick, and on leave", with specific reason not determinable.

It has been assumed that absences due to unknown reasons represent unavailability of individuals for work rather than unemployment because of unavailability of work. In view of the dispatching techniques, it appears that this is a reasonable assumption since it is extremely unlikely that even extra men would fail to get any work at all in the course of 4 weeks

under the system of work rotation based on the location of the plug on each day - the system which prevailed during most of 1937.

It should be noted that the count of absences shown in table 7 is an understatement since it does not include absences of less than a 4-week period. Since hours for each 4-week period were already totaled on the posting card, no further analysis was made of absences because of the prohibitive amount of time involved in the job.

According to the following tabulation, of the 800 absentees shown in table 7, 3 percent were absent as many as 10 out of the 11 periods, but the bulk were absent from 1 to 3 periods, with one-third absent for only one period.

Number of full 4-week periods absent	Number	Percent
Total	800	100.0
1	264	33.0
2	134	16.8
3	127	15.9
4	81	10.1
5	45	5.6
6	35	4.4
7	26	3.2
8	31	3.9
9	30	3.7
10	27	3.4

PRACTICES IN OTHER WEST COAST PORTS

The agreement between the union and the employers' associations in the various ports provides that the details with regard to the organization of gangs, the methods of dispatching, and the maintenance of the roster of registered men shall be the responsibility of the Labor Relations Committee in each port. Consequently, such practices differ from port to port. For example, San Francisco is the only port on the West Coast in which preferred gangs are used; in all other ports all gangs are casual. Likewise, while the agreement provides that employment preference be given union members, the method by

which this is carried out differs. In all the larger ports permit men are used, although in some cases the permit force does not appear to be so closely associated with the union force as in San Francisco, nor does it seem to get so large a share of the work. In San Pedro (the port of Los Angeles), for example, permit men, at least in 1938, were not exclusively engaged in longshore work, according to the National Labor Relations Board.[35] Casuals are used in many ports and, according to union officials, are usually members of "sister" locals.

A statement of the National Labor Relations Board aptly expresses the essential similarities and differences between the practices in the West Coast ports:

> . . . . wages, hours, methods of hiring, methods of settling grievances, payment for penalty cargoes, and maximum sling loads are uniform on the Pacific Coast. There are divergences in working rules only in minor matters. . . . . Even in these minor matters, the drive is for uniformity among ports.[36]

Although in the practical application of the agreement in the ports covered there have emerged variations in detail, the principles of decasualization and equalization inherent in the agreement have not been modified. The work experience of longshoremen in San Francisco, as described in the following chapter, is therefore considered to be representative of the coordinated systems of employment in effect in all ports on the West Coast.

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[35] Case No. R-638 and Case No. R-672, p. 22.
[36] *Ibid.*, p. 17.

CHAPTER III

EQUALIZATION OF HOURS AND EARNINGS

Although earnings of longshoremen in casual ports is a subject about which there is more conjecture than fact, it is known that great differences exist and that, except for those fortunate enough to be attached to permanent gangs, there is little security. The intensity of the daily competition for work, the uncertainty of tenure, and the uneven distribution of work are chiefly responsible. Set up a stable labor force large enough to meet the needs of the port, restrict the "work hogs", and the longshoremen will all earn enough; that was the claim before 1934. This chapter deals with the extent to which this objective has been achieved in the most elaborate decasualization plan yet attempted in the United States.

DISTRIBUTION OF WORK

The Total Force

Measuring the security of the San Francisco longshoremen not only by the average level of earnings but also by the distribution of earnings around the average indicates that the registered men in the port earned an average of $150 per 4-week period for all periods from February to December 1937 in which they worked.[1] Eighty-five percent averaged from $105 to $200, with about 60 percent falling within the range from $150 to $200. Only one-half of 1 percent of the men averaged above $200 a period (see table A-12). The most striking characteristics of this distribution, as shown in figure 6, are the small number of men who averaged more than $200 and the number concentrated in the interval of $180.50-$190.00 (190-199.9 hours).[2] The success of the primary objective of

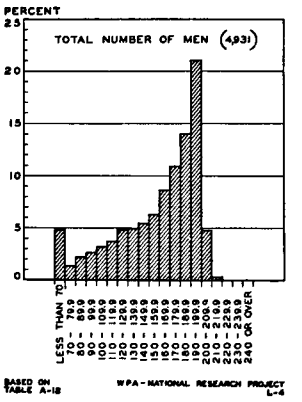
[1]Throughout this discussion, unless otherwise indicated, the arithmetic mean has been used to define the average. The character of the distributions resulted in the mean being consistently lower than the median; thus the mean represents a minimum measure of the level of hours and earnings. In the text tables in some instances both means and medians have been included so that the reader may evaluate the discussion in terms of the higher level, and for purposes of comparison.

Distributions are of average periods for each individual based on the number of periods in the 11 periods from February 1 to December 5, 1937 in which any time was recorded for him in the dispatching-hall records.

[2]Hours, unless otherwise indicated, refer to equivalent-straight-time hours. Earnings, therefore, are determined by multiplying hours by the $0.95 basic rate. For a discussion of actual hours worked and the proportion of overtime to total hours, see appendix B.

the dispatching procedure, that of limiting maximum hours, is clearly demonstrated by the character of the distribution. Although the dispatching hall provides no direct means other than the limitation of maximum hours according to gang operations to assure equalization of individual earnings, it appears from the distribution of the total force that to a large extent this has been effective. The relatively low earnings of the 40 percent who earned less than $150 is accounted for by a variety of factors which are revealed in an examination of the break-downs of the total force according to registration status and gang status.

Figure 6.- DISTRIBUTION OF REGISTERED LONGSHOREMEN, BY NUMBER OF EQUIVALENT-STRAIGHT-TIME HOURS WORKED IN AN AVERAGE 4-WEEK PERIOD IN 1937

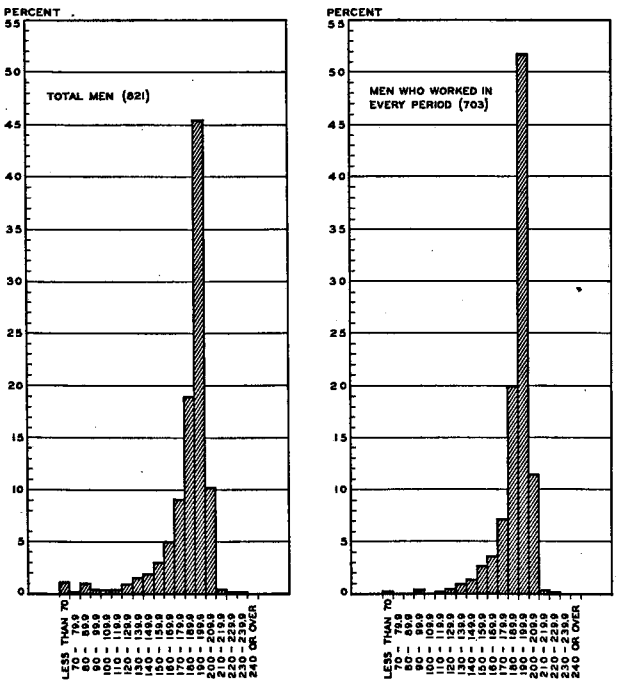


Distribution According to Gang Assignment

Maximum hours for individuals are determined by gang operations, the maximum hours a gang member receives being determined by the number of hours worked by his gang. The equalization of hours of work between gangs and, secondarily, the individual's inclination to work as much as his gang, determine the equalization of work among gang members. The distribution of work among extra men is, within the limits set by gang hours, determined by the individual's availability for work and by the flow of work.

Preferred-Gang Men.- The men attached to preferred gangs average 183 hours per period, with 56 percent receiving between 190 and 210 hours, and 89 percent 160 hours or more. Eliminating the men who did not work in all 11 periods (14 percent of the total), the average is raised to 189 hours, with 63 percent in the interval of 190 to 210 hours, and 94 percent receiving 160 hours or more (see figure 7 and table A-13). The latter distribution is undoubtedly a more accurate description of the work experience of preferred-gang men since the average hours of the men who did not work in every period are under-

Figure 7.- DISTRIBUTION OF PREFERRED-GANG MEMBERS, BY NUMBER OF EQUIVALENT-STRAIGHT-TIME HOURS WORKED IN AN AVERAGE 4-WEEK PERIOD IN 1937



BASED ON TABLE A-13

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stated because of the method of calculation of the average period.[3] This interpretation is based on the assumption that the absenteeism of men who worked in every period is similar to the intraperiod absenteeism of those who were absent a period or more. No information is available on this point, but it is likely that the short-time absences of nonregulars within the periods in which they worked vary little from the intraperiod absences of regulars.

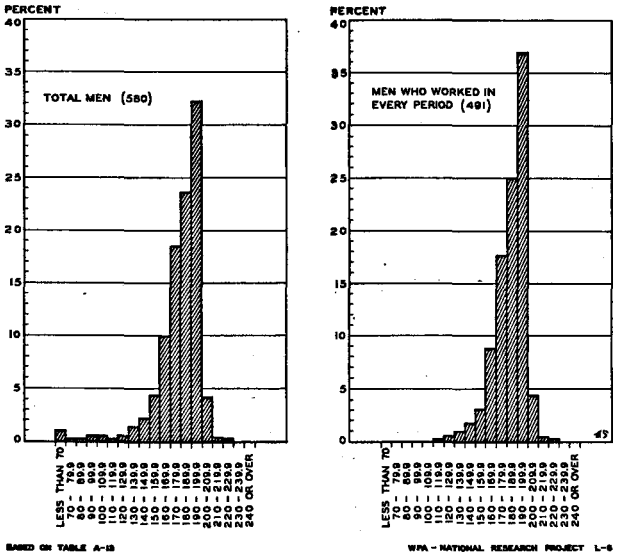
On the other hand, the average number of hours worked by each preferred gang fall within the range of 190-210 hours, and it is evident (see table 8) that a sizable proportion of the preferred-gang members did not work as many hours as were available to them through their gang attachment. Thus, 37 percent of preferred-gang men who worked in all periods averaged less than 190 hours; in addition, some men who averaged 190 hours or more fell below their gang averages, as may be seen from the fact that, while 71 percent of the gangs averaged between 190 and 200 hours, 82 percent of the gang members who fell within the gang range of 190-210 hours averaged from 190 to 200 hours.

Casual-Gang Men.- Casual-gang men averaged 179 hours; though only 36 percent of them were concentrated in the interval from 190 to 210 hours, as contrasted with 56 percent for preferred-gang men, exactly the same proportion, 89 percent, received 160 hours or more (see figure 8 and table A-13). Thus, while relatively high hours are characteristic of an overwhelming proportion of members of both types of gangs, the majority of the casual-gang members worked fewer hours than preferred-gang men, and there was also a lower degree of equalization among casual-gang men. Elimination of the nonregular men (those who did not work in all 11 periods), who make up approximately 15 percent of the total, raises the average to 184 hours, the proportion in the 190-210 hour interval to 41 percent, and the number of men working more than 160 hours to 93 percent of the total.

The range for the average hours for casual gangs was 180-220 hours as compared with 190-210 for preferred gangs (see table 8). Thirty-three percent of the casual-gang men who worked

[3] To state an extreme case, if a man worked only the first day of a 4-week period and was absent for the balance of that and the following period, his average for all periods has been computed on the basis of his having been absent in only one period and is consequently understated in terms of the time he actually worked per period.

Figure 8.- DISTRIBUTION OF CASUAL-GANG MEMBERS, BY NUMBER OF EQUIVALENT-STRAIGHT-TIME HOURS WORKED IN AN AVERAGE 4-WEEK PERIOD IN 1937



in all periods averaged less than 180 hours, the minimum gang average, as compared with the 37 percent of the preferred-gang members who fell below the minimum preferred-gang average. However, the proportion of casual-gang members within the gang range who worked fewer hours than their gangs is larger than among preferred gangs. Of the casual-gang men who fell within the gang range, 38 percent averaged 180-190 hours while only 5 percent of the gangs fell in this interval, and of these all are known to have been above 185 hours. Thus it appears that a larger proportion of casual-gang members than preferred-gang members did not work so many hours as were available to them. A factor which offsets this in part is the smaller amount of work available to casual-gang men as indicated by the lower average number of hours worked by casual gangs, 197 as compared with 198 for preferred gangs (see tables A-15 and A-16).

Table 8.- DISTRIBUTION OF GANGS THAT WORKED IN EACH 4-WEEK PERIOD, BY NUMBER OF EQUIVALENT-STRAIGHT-TIME HOURS WORKED PER PERIOD, FEBRUARY 1 TO DECEMBER 6, 1957[a]

Number of equivalent-straight-time hours worked	Total		Preferred		Casual	
	Number	Percent	Number	Percent	Number	Percent
Total	173	100.0	87	100.0	86	100.0
180-189.9	4	2.3	0	0	4	4.6
190-199.9	133	76.9	62	71.3	71	82.6
200-209.9	35	20.2	25	28.7	10	11.6
210-219.9	1	0.6	0	0	1	1.2

[a]Based on data in tables A-15 and A-16, using hours per gang computed to the nearest tenth of an hour.

The more significant fact, however, is the high degree of equalization achieved for all gangs, as shown in table 8. All preferred gangs fell within a range of 20 hours from 190-210; only five casual gangs fell outside of this range. This close agreement both among the gangs within each group and between the two groups speaks well for the extent to which the dispatching of the two types of gangs has been integrated. This is the case in spite of the fact that different methods are used to equalize the hours of the two types of gangs and indicates that the Labor Relations Committee and the dispatcher maintain a high degree of centralized control not only for casual gangs but also for preferred gangs. This is an improvement over the usual practice in work-rotation schemes which ordinarily attempt extensive control only over the central reserve (casual gangs and extra men). As a matter of fact, it is reported that in San Francisco more difficulty was experienced in the beginning in the equalization of preferred gangs because some companies had too many gangs, and it is said that difficulty still occurs with companies whose work is more seasonal than that of the port as a whole. It is evident that in such a situation centralized control and periodic checkups offer the simplest solution to the problem.

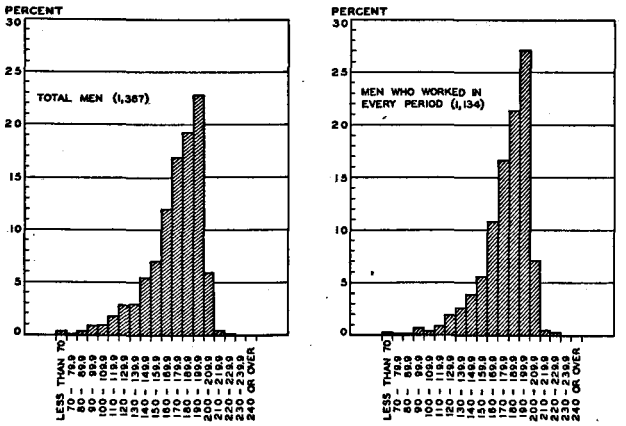
The slightly wider dispersion and lower average among casual gangs, which occur in spite of the above, may be due in part to the casual gangs' greater freedom of choice in reporting

for work. This is also a possible explanation of the larger proportion of casual-gang members who did not do so much work as was available to them. The men for whom this freedom of choice is an important factor are apt to be concentrated in casual gangs to a greater extent than in preferred gangs.

Men Who Shifted Status.- The men who were attached to gangs only part of the time and worked off the extra list the remainder of the time averaged 173 hours per period, and 77 percent received 160 hours or more. The less favorable work experience of this group, as shown in figure 9, reflects the influence of the work received while on the extra list, where one-third of these men spent more of their time than on gangs (see table A-17). The average for the men who worked in 11 periods, a slightly smaller proportion than among gang men, was 178 hours, and 84 percent averaged 160 hours or more.

The distribution of hours for the group that shifted between preferred- and casual-gang status (representing in some cases shifts of individuals and in other cases gang shifts) falls between the distributions of preferred-gang members and casual-gang members (see table A-13).

Figure 9.- DISTRIBUTION OF MEN WHO SHIFTED BETWEEN GANG MEMBER AND EXTRA LIST, BY NUMBER OF EQUIVALENT-STRAIGHT-TIME HOURS WORKED IN AN AVERAGE 4-WEEK PERIOD IN 1937



BASED ON TABLE A-13

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Extra Men.- The 1,867 men who worked off the plugboard during the entire period, unlike the gang men, are by no means a homogeneous group. Gang men, as previously mentioned, are almost exclusively union members, while the extra list accommodates almost all the permit men and visitors in addition to the union men who prefer this status. The lack of homogeneity of experience lies principally in the difference in work preference of union and permit men, permit men being dispatched only when there are no union men available in the hall.

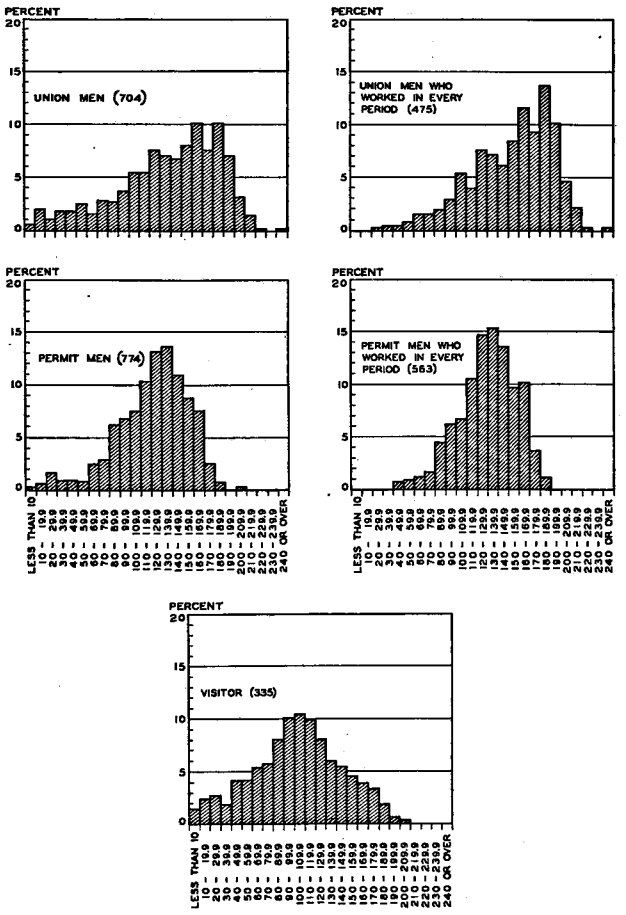
The average hours of work received by union men on the plugboard were only 137.9. Sixty percent received from 130 to 210 hours, with no marked concentration within this range (see figure 10 and table A-14). When only the regulars are considered, the average for union extra men is raised to 154 hours, and 71 percent fall in the range from 130 to 210 hours, with 52 percent receiving 160 hours or more.

The extra man's lack of obligation to report for work tends to concentrate the nonregulars on the extra list, and, compared with gang men, about twice as many of them were absent at least one period. Thus a larger statistical error is introduced in the distribution of the total membership of this group, with the result that the average is understated more than the averages for the gang totals.

In spite of the fact that the average hours worked by the union extra men are considerably lower than those of gang men, 3 out of 10 of the union extra men who worked every period equaled or exceeded the average hours of the gang men, who worked in every period (mean hours of regular men who were gang members all or part of the time being 182.6). It thus appears that for union men the extra list makes possible high earnings for those who want it and also provides assurance of work to the men who for one reason or another are not available for the maximum or even the average amount of work.

Permit men on the extra list averaged 121 hours, with about two-thirds falling in the range from 110 to 180 hours. Eliminating the nonregulars, the average is raised to 130 hours, the proportion in the lower intervals under 110 is reduced, and the proportion from 110 to 180 hours is increased; but permit men have little chance of going above this latter figure. While 67 percent of the regular men who were gang

Figure 10.- DISTRIBUTION OF MEN ON EXTRA LIST, BY REGISTRATION STATUS AND NUMBER OF EQUIVALENT-STRAIGHT-TIME HOURS WORKED IN AN AVERAGE 4-WEEK PERIOD IN 1937



BASED ON TABLE A-14

members all or part of the time and 31 percent of the union regulars on the extra list averaged 180 hours or more, only 1 percent of the regular permit men averaged 180 hours or more. As compared with union men, there are fewer permit men in the lowest intervals, greater concentration at the midpoint, and almost none in the higher intervals. While to the union man the extra board is a device which gives him assurance of work even if he wants only a minimum, to the permit man it is a means of getting as much as he can of the work not taken by the union man.

It is necessary to bear in mind, however, that because of the irregular flow of work characteristic of the industry it cannot be said that permit men received only that work which was not taken by union men. On some days, during periods of normal port activity at least, a maximum number of both union and permit men was needed.

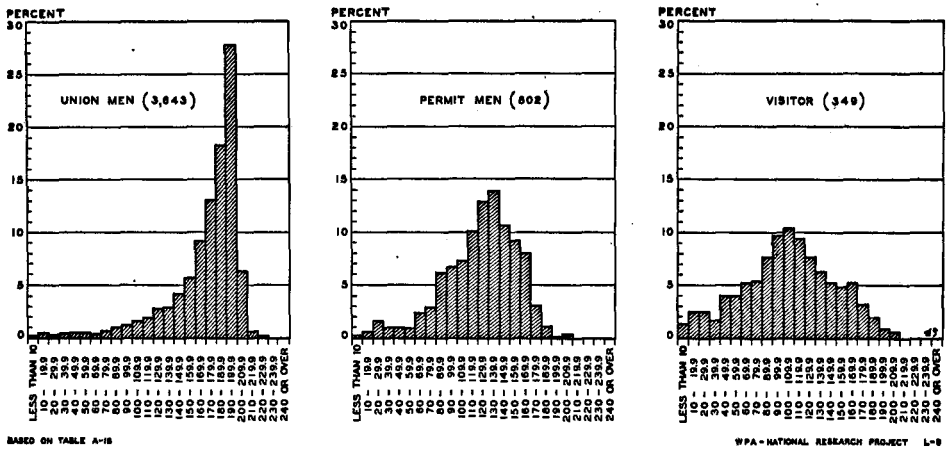
Visitors averaged 103 hours, but since all worked less than 11 periods, the understatement resulting from the computation of an average period is undoubtedly larger than that for the other groups. Nonetheless, it is likely that they did work fewer hours than the other extra men since some of these visitors, though they receive first preference for work along with union men, regard their stay in San Francisco in the nature of a vacation and may not be so consistent about reporting for work as the registered force.

Distribution According to Registration Status

Figure 11 shows the distribution of average hours according to registration status.[4] With the dispatching mechanics directed toward the equalization of the hours of union men, it is not surprising to find that union members enjoy a higher degree of equalization than other men. Seventy-five percent of the union men averaged from 160 to 210 hours (see table A-18). When the nonregulars are eliminated, 8 out of 10 fall within this range. On the other hand, only 13 percent of the permit men fall within the above range, and 57 percent were concentrated within the range from 110 to 160 hours. It should be

[4]The work experience of the 137 permit men who were initiated into the union some time during the 11 periods is not shown in the chart. The distribution of permit men in this chart differs from the distribution of permit men in figure 10 showing permit men on the extra list only in that it includes the 28 permit men who were gang men all or part of the 11 periods. Likewise, 14 visitors who were gang men at least part of the time are included here and were not included in the distribution of visitors in figure 10.

Figure 11.- DISTRIBUTION OF REGISTERED LONGSHOREMEN, BY REGISTRATION STATUS AND NUMBER OF EQUIVALENT-STRAIGHT-TIME HOURS WORKED IN AN AVERAGE 4-WEEK PERIOD IN 1937



BASED ON TABLE A-18

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noted that permit men are outnumbered by union men by about 4½ to 1, and that the number of union men in the range below 160 hours exceeds the number of permit men in the same group by about 200. Under the dispatching system, permit men cannot avail themselves of the maximum, but for every permit man with low earnings there is a union man with similar earnings.

Table 9 shows the distribution of the estimated total amount of work in an average 4-week period among the four registration groups. It will be noted that union members made up 74 percent of the force employed during the 11 periods and received 80 percent of the work on the average, while 13 percent of the work went to the permit men who represented 16 percent of the force. Visitors comprised 7 percent of the total force working during the year and performed less than 5 percent of the work, and the men who changed from permit to union status during the 11 periods made up 3 percent of the force and got 3 percent of the work.

Table 9.- DISTRIBUTION OF REGISTERED LONGSHOREMEN AND ESTIMATED TOTAL ACTUAL MAN-HOURS WORKED IN AN AVERAGE 4-WEEK PERIOD IN 1937, BY REGISTRATION STATUS[a]

Registration status	Total men		Estimated total actual man-hours	
	Number	Percent	Number	Percent
Total	4,931	100.0	640,245	100.0
Union	3,643	73.9	511,135	79.9
Permit	802	16.2	81,510	12.7
Changed from permit to union status	137	2.8	18,055	2.8
Visitor	349	7.1	29,545	4.6

[a]Based on table B-2.

Distribution According to Age

The distribution of the work among the men seems to have some relationship to their ages. The youngest men, those 21 to 25 years, worked a mean of 103 actual hours in an average 4-week period. Those 61 years or over worked a mean of 116 hours. Between these two groups, hours increased age group by age group to the men 36 to 40 years of age (who worked a mean of

140 actual hours) and then decreased age group by age group to the men 56 to 60 (who worked a mean of 129 actual hours). It will be noted in table 10 that the largest number of men (853) fall in the 41- to 45-year age group. The median age of the registered force is 43.7 years.

Table 10.- DISTRIBUTION OF MEN AND MEDIAN AND MEAN NUMBER OF ACTUAL HOURS WORKED IN AN AVERAGE 4-WEEK PERIOD IN 1937, BY AGE[a]

Age in years	Men		Actual hours worked	
	Number	Percent	Median	Mean
Total	4,542	100.0	143.7	133.7
21-25	154	3.4	105.6	102.7
26-30	349	7.7	140.4	130.2
31-35	546	12.0	145.3	136.5
36-40	768	16.9	147.6	139.7
41-45	853	18.8	148.4	138.7
46-50	812	17.9	144.7	135.3
51-55	644	14.2	140.9	130.6
56-60	289	6.3	140.7	128.5
61 or over	127	2.8	132.6	116.3

[a]Based on table A-61.

Registration is limited to men at least 21 years old, with no formal restriction at the upper limit. The fact that many of the group from 21 to 25 are undoubtedly permit men would account for their low average as compared with the older men. The gradual increase to 45 years of age is probably accounted for by a variety of reasons, among them union membership and increasing family responsibilities. The gradual decrease from 46 years and older is probably due to declining ability to handle longshore work, along with, perhaps, decreasing family responsibilities.

Inter- and Intraperiod Equalization

A comparison of the distribution of work as between periods is useful in evaluating the day-to-day application of the mechanics of dispatching. When port activity is high, the equal distribution of work is actually of secondary importance. There is work enough for everyone, and the emphasis is on meet-

ing the demand. When work is not so plentiful, the emphasis shifts to allotment of work so that the total amount of work available in a 4-week period is equitably distributed among the men.

There is, however, another problem in dispatching mechanics, namely that of period-to-period equalization, with inequalities of any one period averaging out over several periods. Gangs experienced in special types of cargo handling are sometimes required to put in more hours than the average in some periods or seasons than in others, or employers with seasonal cargo may keep their preferred gangs busier in some periods than in others.[5] At any rate, whatever the cause, it is clear that certain gangs may be below or above the average in any given period. Similarly, individuals may attempt to recoup losses experienced in previous periods or refrain from the maximum amount of work after a few weeks or months of high hours. Thus, in spite of the fact that the 1934 award contemplated equalization over a single period, it has, in practice, been found desirable to regard equalization as a continuous process.

Figure 12 illustrates the distribution of work among the total force in the 38th period (August 16 to September 12, 1937). This period may be taken as representative of high port activity for 1937 previous to the onset of the depression in the last quarter of the year.[6] It will be observed that the range of this distribution is greater, the concentration at the mode lower, and the drop at the upper end of the range not so abrupt as the distribution in an average period (see table A-12).[7] While only 0.7 percent of the total force who worked in every period averaged 210 hours or more in an average period in 1937, in the 38th period 33 percent worked 210 hours or more. Likewise, only 1 percent averaged less than 70 hours in an average period, while 6 percent worked less than 70 hours in the 38th period.

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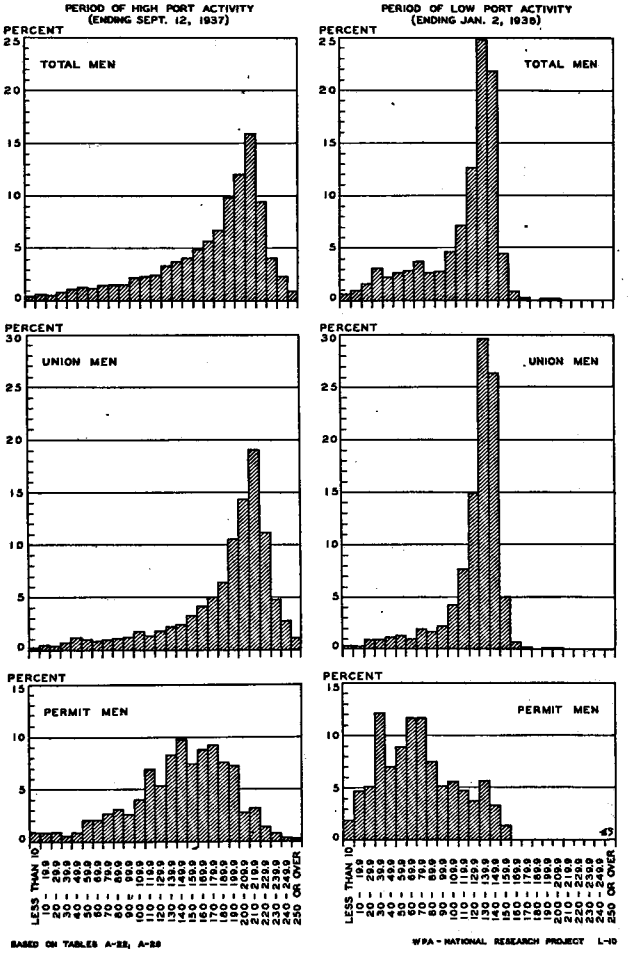
[5]For example, in the rush of work after the 1936-37 strike, one shoveling gang put in almost all its time as overtime and worked regularly 10 hours every night for 4 weeks, resulting in an accumulation of over 300 equivalent-straight-time hours above the average, which had to be gradually offset.

[6]According to the total man-hours worked in each of the periods in 1937, this period was the third highest and 12 percent above the average for the year. (See table A-19.) The last week or so of the period was affected by the "teamsters' embargo." Although the longshoremen's union did not support this strike because of a jurisdictional dispute, work was curtailed because of it.

[7]The experience of men in a given period is comparable not with that of the total sample in an average period but rather with the experience of those men who worked in all periods; that is, both distributions are free of the calculation error introduced by interperiod intermittency.

Figure 12.- DISTRIBUTION OF LONGSHOREMEN WHO WORKED IN A PERIOD OF HIGH PORT ACTIVITY AND OF SAMPLE GROUP WHO WORKED IN A PERIOD OF LOW PORT ACTIVITY, BY REGISTRATION STATUS AND NUMBER OF EQUIVALENT-STRAIGHT-TIME HOURS WORKED



BASED ON TABLES A-22, A-23

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In the 42d period (December 6, 1937 to January 2, 1938) man-hours were 33 percent less than in the 38th period (see table A-19). With the emphasis in a period of reduced port activity on the equitable distribution of work within the period, we may be prepared to find a quite different distribution than was true in the 38th period. The reduction in the average for the 42d period was accompanied by a higher concentration near the maximum than in the 38th period. (See figure 12 and table 11.)[8] Only 1 percent of the men worked 160 hours or more, and 76 percent worked from 100 to 160 hours, representing earnings of approximately $95 to $150 for the 4 weeks. When the union men and the permit men are separated, the explanation for the 23 percent who worked less than 100 hours is immediately apparent. Among union men, the proportion falling below 100 hours increased only slightly from the 38th to the 42d period - 8 percent as compared with 11 percent - while 4 and 5 percent respectively worked less than 60 hours. The proportion of permit men who worked less than 100 hours increased from 17 percent in the 38th period to 76 percent in the 42d period, and 40 percent worked less than 60 hours as compared with 6 percent in the 38th.

During the slack period the work was rotated among union men so that practically the same proportion as in the busy period received less than 100 hours, and within this group the distributions for the two periods were very similar. It may be safely assumed that for the most part the same men fell in these intervals in both periods; that is, they are those union men not able or willing to work more than a minimum. On this assumption the shortage of work affected principally those men who had worked more than 100 hours in the 38th period, but the rotation of work resulted in all of these working more than 60 hours, that is, in having earnings well above the maximum unemployment-compensation benefits of $15 a week, and thus no partial benefits were even remotely necessary.[9]

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[8] This is a comparison of the distribution of the total working force for the 38th period with a sample of the working force of the 42d period. The sample of the 42d period is made up of those men working in the 42d period who were included in the sample for 13 periods. See ftn. 18, p. 77.

[9] California's unemployment-compensation law provides that the benefits for partial unemployment shall be limited to an amount which, when added to earnings, shall equal total-unemployment benefits. Total-unemployment benefits are limited to a maximum of $15 per week or 50 percent of average full-time earnings, whichever is lower. No waiting period is required for partial benefits. Although the California Unemployment Reserves Commission did not begin to pay benefits until January 1, 1938, the problem is formulated here because the amount of work and its distribution in the 42d period were very similar to the 43d, for which period benefits were being paid.

Table 11.- COMPARISON OF TOTAL REGISTERED LONGSHOREMEN IN THE 38th PERIOD WITH A SAMPLE IN THE 42d PERIOD, BY REGISTRATION STATUS AND NUMBER OF EQUIVALENT-STRAIGHT-TIME HOURS WORKED

Number of equivalent-straight-time hours worked	Total		Registration status					
			Union[a]		Permit		Visitor	
	38th	42d	38th	42d	38th	42d	38th	42d
	Number of men							
Total	4,339	1,157	3,454	934	773	214	112	9
	Percent							
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Less than 10	0.4	0.6	0.2	0.3	0.9	1.9	2.6	0
10- 19.9	0.6	1.0	0.5	0.2	0.8	4.7	3.6	0
20- 29.9	0.5	1.6	0.4	0.9	0.9	5.1	4.5	0
30- 39.9	0.8	3.0	0.7	0.9	0.6	12.1	0	11.1
40- 49.9	1.1	2.2	1.2	1.1	0.9	7.0	3.6	0
50- 59.9	1.3	2.7	1.0	1.3	2.1	8.9	3.6	0
60- 69.9	1.1	2.9	0.8	0.9	2.1	11.7	2.6	11.1
70- 79.9	1.4	3.7	1.0	1.9	2.7	11.7	3.6	0
80- 89.9	1.5	2.7	1.1	1.6	3.1	7.5	1.8	0
90- 99.9	1.5	2.8	1.2	2.2	2.6	5.1	2.7	0
100-109.9	2.2	4.6	1.7	4.2	4.0	5.6	7.1	33.4
110-119.9	2.3	7.1	1.3	7.6	6.9	4.7	1.8	11.1
120-129.9	2.5	12.7	1.8	14.9	5.3	3.7	7.1	0
130-139.9	3.3	24.9	2.2	29.6	8.3	5.6	3.6	0
140-149.9	3.7	21.9	2.4	26.3	9.8	3.3	2.7	0
150-159.9	4.0	4.4	3.2	5.0	7.4	1.4	6.2	11.1
160-169.9	4.9	0.8	4.1	0.7	8.7	0	2.7	22.2
170-179.9	5.7	0.2	5.0	0.2	9.2	0	6.2	0
180-189.9	6.7	0	6.4	0	7.6	0	6.2	0
190-199.9	9.9	0.1	10.5	0.1	7.2	0	8.9	0
200-209.9	12.1	0.1	14.3	0.1	2.8	0	5.4	0
210-219.9	15.9	0	19.1	0	3.2	0	3.6	0
220-229.9	9.4	0	11.2	0	1.4	0	5.4	0
230-239.9	4.0	0	4.8	0	0.8	0	2.7	0
240-249.9	2.3	0	2.8	0	0.4	0	1.8	0
250-259.9	0.4	0	0.4	0	0.3	0	0	0
260-269.9	0.4	0	0.6	0	0	0	0	0
270-279.9	0.1	0	0.1	0	0	0	0	0
280-289.9	*	0	*	0	0	0	0	0
Average number of hours worked	177.4	116.7	186.3	126.8	144.3	72.4	136.9	#

[a] Includes men who changed from permit to union status.
[*] Less than 0.05 percent.
[#] Base too small for calculation.

On the other hand, 40 percent of the permit men earned less than $15 a week, that is, worked fewer than 60 hours in the 4 weeks of the 42d period. Assuming that these 40 percent had averaged at least $30 a week in the periods upon which amount of benefits would have been computed, they would have been entitled to partial benefits. However, it is unlikely that even as much as half of this 40 percent were actually compensable for maximum benefits since the mean earnings for the entire permit group during the average period were only $30 a week; furthermore, it is very probable that many of those who fell in the low-earnings group in the average period were likewise in the low-earnings group in the 42d period. The fact that few permit men were eligible for compensation appears to be borne out by reports that in the 43d period, with port activity at about the same level as in the 42d period, very few men applied for benefits. Of course, a contributory factor may have been other employment obtained by the permit men who worked only a small number of hours as longshoremen.

It will be recalled that beginning in the fall of 1937 a succession of revisions and modifications was made in the dispatching mechanics, some in direct response to the falling off of work (see pages 21-2). One additional change was the cancellation of differences in gang hours accumulated during 1937. Beginning with the 42d period, all gangs were again made to start at zero. In the course of the year the difference between the accumulated hours worked by the highest and the lowest gangs had become 266 hours. This difference was partly the result of members of some gangs agreeing among themselves to take a vacation by knocking off from the gang with the expectation of making up the time later. Thus, when work slackened, equalization of these gangs would have meant penalizing the steady gangs. Objections raised by the members of the steady gangs who represented the bulk of the gang men resulted in the agreement to cancel the hours accumulated previous to the 42d period. This had its effect in lowering the maximum of the range and in raising the concentration near the maximum in the 42d period.

Just prior to the 42d period the permit men's section of the plugboard had been divided into hours intervals in an attempt to equalize their opportunity for work. That this was not effective to any marked degree has been indicated and had

practical acknowledgment in the fact that the system was dropped. No information is available on the distribution of work among this group after this system was abandoned, and the practice was adopted of allowing permit men to leave their plugs in the board until they were called for work instead of removing them every evening and plugging in again the next morning. It must have proved more effective because this practice was adopted for union men on the plugboard in May 1938.

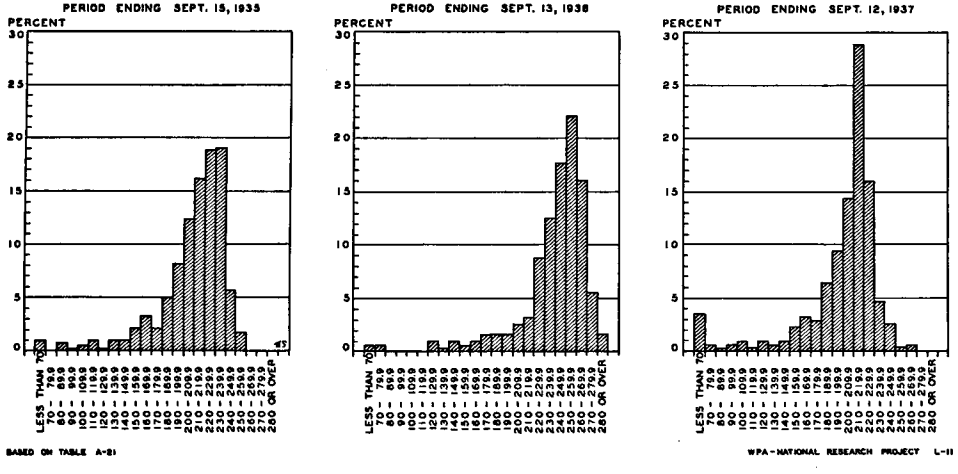
There appears to have been a general tightening up of the application of the various mechanics of dispatching. It was in the 39th period that the union made its first checkup of the hours of individuals, covering the intervals from the 31st period. Both total equivalent-straight-time hours and the ratio of overtime to straight time were scrutinized. Only an insignificant number of men warranted penalizing, but this investigation no doubt had a deterrent effect on the "work hogs." Until then the restrictions on maximum hours had been a threat rather than a reality.

1937 Compared With the 2 Previous Years

In view of the changes in dispatching techniques and other factors which have entered the picture since the inception of the decasualization system, there is special interest in a year-to-year comparison of the 3 years in which the system has been in operation. The character of the records previous to 1937 made a detailed comparison prohibitive; consequently, only one period in each of the 3 years was selected.[10] The three periods cover the latter half of August and the first half of September of each year. This season of the year is usually a peak or near-peak period and, as has been previously indicated, as such is not the most desirable selection for a study of equalization of work. However, since the dispatching hall did

[10] Although individual records were available, postings consisted of differences in the hours worked by the individual and his gang, i. e., they showed absences. Therefore, before 1937, hours of individuals were compiled from gang time sheets. The comparisons of these three periods are based on samples of the total registered force for each period surveyed. Different serial numbers were used for each period so that the samples are mutually exclusive. Every fifth registration number of all numbers used to the date of the period under consideration was selected, active numbers being substituted for any inactive cards thus selected. The result was a 20-percent sample of all registration numbers used to date, limited to men working in the given period; it is therefore a somewhat larger sample of the working force of the period. In the 38th period the sample amounted to about 27 percent, but the number working in the 25th and 12th periods was not determined, and the proportion cannot be ascertained. However, the sample for the 38th period tested against the total appears adequate, and there is no reason to suppose that the samples of the other periods are any less adequate. See table A-20 for comparison of sample and total distributions for the 38th period.

Figure 18.- DISTRIBUTION OF PARTIAL GROUP OF PREFERRED-GANG MEMBERS, BY NUMBER OF EQUIVALENT-STRAIGHT-TIME HOURS WORKED IN THE 12th, 25th, AND 38th PERIODS



BASED ON TABLE A-21

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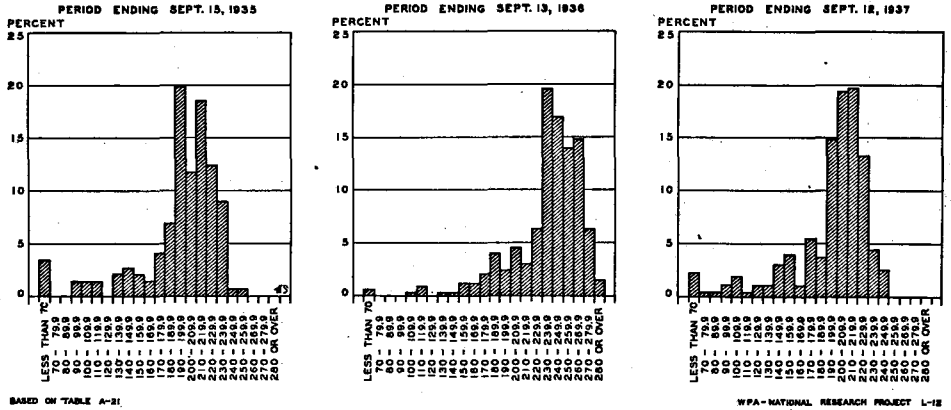
Figure 14.- DISTRIBUTION OF PARTIAL GROUP OF CASUAL-GANG MEMBERS, BY NUMBER OF EQUIVALENT-STRAIGHT-TIME HOURS WORKED IN THE 12th, 25th, AND 38th PERIODS



BASED ON TABLE A-21

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not begin to operate until April 1935 and as it was thought that a fairer picture of 1935 would be obtained if the first few periods were eliminated, the selection of sample periods was narrowed to practically the last 6 months of the year. Within this 6-month period, the selection was dictated by the absence of disputes between the employers and the union severe enough to interfere with the flow of work. Even in this regard the selection was not entirely satisfactory. During the last few days of the 12th period, work was affected by the hot-cargo issue; in the 25th period work was at an extreme peak, abnormal even for that season of the year, in anticipation of the strike in connection with the expiration of the agreement; and in the latter part of the 38th period work was curtailed to some extent because of the teamsters' embargo.

Aside from the above-mentioned reasons, there are a number of variable factors which make year-to-year comparisons difficult. The amount of work varied from year to year, as is reflected in the average hours of work per man, the averages being 209.0 hours in the 25th period as compared with 180.4 in the 12th and 176.4 in the 38th period (see table A-21). However, the labor force was increased by several hundred men between the 12th and 25th periods and has remained fairly stable since that time. Assuming a constant level of productivity, this indicates that the greatest amount of work was available in the 25th period and the least in the 12th period.

Another variable, discussed previously, is the changing proportions of the force in the various categories - preferred gangs, casual gangs, and the extra list - in the three periods (see pages 45-6). It will be recalled that the number of men attached to the extra list and casual gangs together increased in the two later periods at the expense of the men attached to preferred gangs.

With these factors in mind, attention is directed to the distributions for the various periods. (See table A-21 and figures 13, 14, and 15.) Comparing the distributions for the total force, improved equalization of work is reflected in the greater concentration in the modal group in the 38th period. When the total force is broken down by gang status, additional significant differences between the three periods can be noted. The most striking contrast is the reduced differential between casual-gang members and preferred-gang members. In the 12th

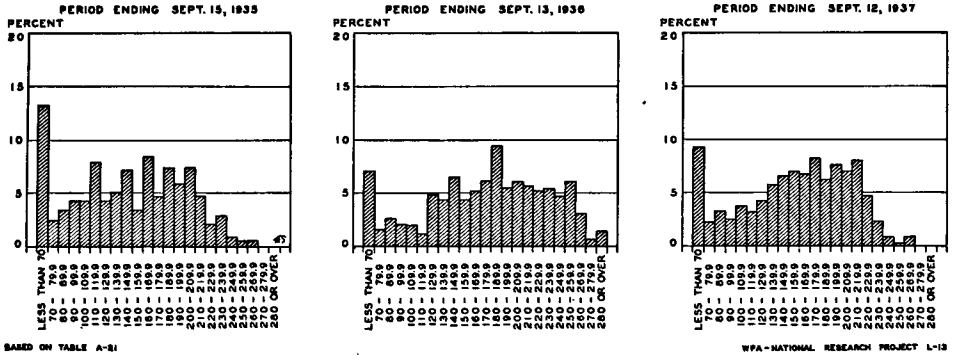
period the average for casual-gang men was 193.7 hours compared with 209.0 for preferred. In the 25th period the averages were 235.4 and 238.6 hours respectively, and in the 38th period 194.3 and 198.4 hours. This was accompanied by an increasing concentration at the mode for preferred-gang men. Although no distinct modal group had emerged for casual-gang members, even in the 38th period, there was an increasing tendency toward concentration near the maximum.

Improvement in the distribution of work in each successive year is evident, but caution must be exercised in drawing conclusions based on isolated periods, since one period may not be representative of an average period based on a year's experience. Aside from the disputes which had their effect to a greater or lesser degree in these periods, there remains the element of peak or near-peak activity in each of these periods, at which times, as previously indicated, the emphasis on equalization is usually less than in other periods.

The men on the extra list appear to have had a slightly better chance of working near the maximum hours in the 38th period than in the other two periods (see figure 15). Their average hours improved at the expense of the average for the gang men in the 38th period, it being 8 percent higher than in the 1935 period, while the averages for gang men in the 38th period were in one case below and in the other about the same as they had been in 1935 (see table A-21). The distribution of the hours of extra men was less erratic in the last period, with more concentration in the upper section of the range. This is indicated in part by the varying proportion of the extra men who worked more hours than the average for the gang men (the proportion who fell above the class interval or intervals in which the gang men's averages fell): 11.5 percent in the 12th period, 15.6 percent in the 25th period, and 23.8 percent in the 38th period (see table A-21).

During the 3 years under consideration, preferences in dispatching the men on the extra list had changed. In the 12th period no distinction was made between union members and nonmembers on the extra list with regard to work preference. By the 25th period, first preference for union members, which also obtained in the 38th period, had been established. Thus the experience of the total extra men in the 12th period cannot, strictly speaking, be compared with the total extra

Figure 15.- DISTRIBUTION OF PARTIAL GROUP OF MEN ON EXTRA LIST, BY NUMBER OF EQUIVALENT-STRAIGHT-TIME HOURS WORKED IN THE 12th, 25th, AND 38th PERIODS



BASED ON TABLE A-21

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list in the other two periods. Since the dispatching system is directed toward the distribution of work among union men, the more valid comparison is that of the experience of union extra men in the latter periods with the total extra list in the 12th period, as presumably this is representative of the experience of the union men. For the 25th period no break-down of the extra men on this basis is available, while for the 38th period it is available for the total working force instead of the sample. Of the total union extra men for the 38th period, 25.6 percent received as much or more than the modal group among preferred-gang men, while only 4 percent of the permit extra men fell in this range (see table A-22). In the 12th period 4.7 percent of the men on the extra list received as much or more than the modal group among preferred-gang men, and 24.6 percent as much or more than the modal group among casual-gang men (there being more preferred gangs in that period, the former is more significant) (see table A-21). Both because of an improved distribution for the extra men as a whole and because of the first preference for union men on the extra list in 1937, the union men had a noticeably better chance of getting maximum hours then than in 1935.

EARNINGS

The discussion up to this point has been confined largely to a consideration of the distribution of hours worked as a demonstration of the mechanics of dispatching. Earnings rather than hours, however, present a more realistic picture of what the work-rotation scheme has accomplished for the longshoremen themselves.

Earnings During a 4-Week Period

Figures were secured for one period each in 1937 and 1936 from the pay-roll records of the Waterfront Employers' Association.[11] These figures differ from earnings as computed from hours worked (equivalent-straight-time hours multiplied by the

[11] For the 38th period a 20-percent sample of registration numbers was selected, using the same method but not the same cards as the sample for the comparison of the hours worked in the 38th, 25th, and 12th periods. For the 25th period the same cards were used. These cards were matched to pay-roll records. However, the employers who were not members did not report time to the Waterfront Employers' Association, but time worked for all employers was included in the dispatching hall records. It was necessary to match hours in order to eliminate from the earnings sample the men who worked for these companies during the given period. This reduced the sample by several hundred.

basic rate of $0.95) in that work performed at penalty rates and at the car rate is not accounted for according to these rates in earnings computed from hours. (See appendix C for a discussion of the extent to which the adequacy of estimated earnings as a measure is affected by these factors.)

Table 12.- DISTRIBUTION OF SAMPLE OF LONGSHOREMEN BY AMOUNT OF ACTUAL EARNINGS IN THE 25th AND 38th PERIODS[a]

Actual earnings (dollars)	4-week period ending September 13, 1936		4-week period ending September 12, 1937	
	Number of men	Percent of men	Number of men	Percent of men
Total	543	100.0	564	100.0
Less than 47.50	22	4.0	17	3.0
47.50- 56.99	5	0.9	11	2.0
57.00- 66.49	9	1.7	4	0.7
66.50- 75.99	4	0.7	8	1.4
76.00- 85.49	5	0.9	5	0.9
85.50- 94.99	9	1.7	12	2.1
95.00-104.49	7	1.3	14	2.5
104.50-113.99	6	1.1	17	3.0
114.00-123.49	15	2.8	17	3.0
123.50-132.99	8	1.5	16	2.8
133.00-142.49	13	2.4	21	3.7
142.50-151.99	11	2.0	21	3.7
152.00-161.49	12	2.2	23	4.1
161.50-170.99	22	4.0	26	4.6
171.00-180.49	19	3.5	34	6.0
180.50-189.99	21	3.9	53	9.4
190.00-199.49	28	5.2	40	7.1
199.50-208.99	22	4.0	85	15.1
209.00-218.49	21	3.9	82	14.6
218.50-227.99	44	8.1	39	6.9
228.00-237.49	71	13.1	9	1.6
237.50-246.99	84	15.5	3	0.5
247.00-256.49	50	9.2	1	0.2
256.50-265.99	16	2.9	0	0
266.00-275.49	12	2.2	0	0
275.50 or over	7	1.3	6	1.1
Median earnings	$221.19		$186.95	
Mean earnings	$195.75		$171.02	

[a] Based on pay-roll records of the Waterfront Employers' Association of San Francisco (see ftn. 11, p. 75). Foremen (gang bosses) receive $0.10 per hour more than the basic rate. They have been excluded from the distribution above but are included in the distribution by hours (table A-21).

As shown in table 12, average earnings for longshoremen in the 4-week period August 16 to September 12, 1937 amounted to $171.02. Forty percent of the men earned $200 or more, and 67 percent earned more than $160. Conversely, less than 13 percent earned under $105. Earnings for the 25th period differ from the 38th-period earnings, not so much in the pattern of distribution, but in that they are on a higher level. Average earnings for the period were $195.75; better than 3 out of 4 men earned over $160 in 4 weeks, and 6 out of 10 men earned $200 or more. About one out of every nine men earned less than $105 for the period.[12]

Annual Earnings

Annual income is, however, the most realistic measure of security and the level of earnings. For this measure, computed earnings based on total hours worked in the 13 periods from February 1, 1937 to January 31, 1938 have been used. This distribution is of interest also because it takes into consideration the effect of the slump beginning in the winter of 1937-38.[13]

The distribution of annual earnings is shown in figure 16 and table A-23. Over half (54 percent) of the men, including those who did not work in every period, earned between $1,995 and $2,470, and less than 1 percent earned more than that

[12] Computed earnings based on equivalent-straight-time hours averaged $167.54 for the 38th period and $198.53 for the 25th period, while actual earnings averaged $171.02 and $195.75 respectively. Inability to reconcile completely the two records precludes any conclusions with regard to the influence of car work and penalty work on actual earnings as compared with *computed* earnings.

[13] The sample used for consideration of annual earnings was a 20-percent sample of registration numbers. To be included, the numbers had to have been active at some time between February 1 and December 5, 1937, that is, between the 31st and 41st periods inclusive, and also active in either the 42d or 43d period.

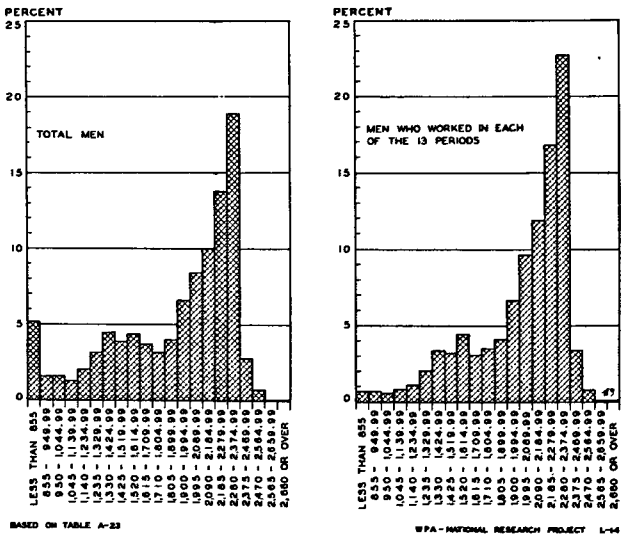
To be completely suitable for a study of annual earnings, all cases included should have been on the registration roster throughout the year under consideration, whether or not they worked in each period. Entrants, exits, visitors, and temporary men should have been completely excluded. To a certain extent this was achieved through the sampling process by excluding men who did not work in either the 42d or 43d period. The entire "temporary" group, including all visitors and temporary men entrants and exits prior to the 42d period, made up approximately 10 percent of the total of 4,931 men and only 2.3 percent of the annual-earnings sample. The large bulk of these in each case were the visitors who constituted 7 percent of the original but only 1.5 percent of the annual-earnings sample. On the other hand, men working in every period are overrepresented in the sample. Of the total number of men who were on the roster during the entire 11 periods, 18 percent were absent a period or more, while in the sample 14.6 percent of those on the roster throughout the 13 periods were absent a period or more.

Thus shortcomings of two types exist in the sample: (1) Men on the registration roster throughout the 13 periods but who did not work in the 42d and 43d periods were excluded. These should have been included. (2) Men who were *not* on the registration roster *throughout* the first 11 periods but who did work in the 42d and 43d periods have been included but should have been excluded. As indicated above, however, these groups are small and to a large extent compensate each other. The sample thus secured for the study of annual earnings more nearly meets the requirements indicated above than did the total group of 4,931 men.

amount. Eighty-eight percent of the men earned more than $1,235. Of the 12 percent who earned less than this, over two-thirds were absent a period or more. Of the men who worked in every period, 64 percent are concentrated in the range from $1,995 to $2,470. Ninety-six percent of them earned $1,235 or more (table A-23).

Figure 16.- DISTRIBUTION OF SAMPLE GROUP OF LONGSHOREMEN, BY ESTIMATED ANNUAL EARNINGS IN THE YEAR ENDING JANUARY 30, 1938

(Earnings in dollars)



BASED ON TABLE A-23

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The men among the regulars who had low earnings demonstrate a point which has been implied previously. They are the gang men who did not work the full amount of time worked by their gangs, the union extra men who were content to stay on the plugboard even though gang vacancies and chances for higher earnings existed, and the permit men who were unable to get more work or who were unavailable for more work. That is to say, in large part the relatively low earnings, for the first two of these groups at least, are not attributable to shortcomings of the decasualization scheme.

CHAPTER IV

SUMMARY AND CONCLUSIONS

Decasualization of longshore labor as practiced on the West Coast is the outgrowth of an award made by a board of arbitration appointed by President Roosevelt to settle the maritime strike in that region in the summer of 1934. The longshore award settled issues of wages and hours of work and also provided for the establishment of a bipartisan labor-relations committee in each port. This joint committee, composed of equal numbers of representatives of the employers and the union, is responsible for the operation of a hiring hall, the preparation of a list of registered longshoremen, the formulation and enforcement of regulations governing the labor force thus selected, and the settlement of grievances relating to working conditions. The union and the employers share the costs of maintaining the hiring hall. The union alone, however, controls the actual dispatching of men to work, through dispatchers selected by the union membership; these dispatchers operate under the general rules and limitations established by the joint Labor Relations Committee.

To meet the problem of maintaining a labor supply adequate to handle peak labor requirements while at the same time providing enough employment to assure an adequate annual wage for all workers, the employers and labor in the longshoring industry in the port of San Francisco agreed to recognize three classes of workers. The first is the regular force, considered as the group requiring assurance of regular and adequate earnings through rotation of work, who receive preference for work assignment. The men in this group, comprising approximately four-fifths of the registered force, are now all union members. The second group - the "permit men" - constitutes the remaining one-fifth of the registered force and provides a basis for replacement and expansion in the regular force as required. They have second priority for assignment to work. The dispatching procedures are designed to offer uniform opportunities within each of these two groups and provide a firm control over the maximum number of hours of work allowed.

Finally, to meet peak requirements on given days, provision is made for the assignment of "nonregistered men." Nonregistered men, constituting the third part of the total labor force, are recruited as needed from among the membership of other shore unions in the maritime industry and of the maritime unions. Control over the personnel of the labor force and over the rotation of assignments to work is effectively exercised by the joint Labor Relations Committee through the regulation, stipulated by the award, that all longshoremen in the port be hired through the dispatching hall.

Taking as a basis the eleven 4-week periods between February 1 and December 5, 1937 for which data were secured from the dispatching hall in San Francisco, it is found that longshoremen of the registered labor force worked an average of almost 160 equivalent-straight-time hours (hours worked at the straight-time rate, plus hours at the overtime rate multiplied by the percentage the overtime rate is of the straight-time wages) per 4-week period. Two-thirds of the force averaged between 140 and 200 hours, and of these about one-third averaged between 190 and 200 hours. Only a little more than 5 percent worked an average of 200 hours or more. Of the union men, 78 percent worked between 140 and 200 hours in an average 4-week period, while less than a third of the permit men were in this range of hours. However, 37 percent of the permit men averaged between 110 and 140 hours of work.

Translated into terms of earnings on the basis of the straight-time rate of $0.95 per hour, these figures on hours worked represent an average of slightly more than $150 per 4-week period for all registered longshoremen. Average earnings per period for about two-thirds of the group fall between $130 and $190. These figures take into account all variations in labor requirements during the better part of a year - periods of low as well as high activity - and also absences from work of less than an entire period in duration.

In a period of high port activity, such as the 4 weeks ending September 12, 1937, the emphasis is less on equalization of earnings than on filling the labor requirements. In that period, for example, while the average for the entire registered force - both union and permit men - was almost $170 for the 4 weeks, the spread around the average was greater than in the average period discussed above. The nonregistered

(casual) workers who worked as longshoremen during the 4 weeks ending September 12, 1937 averaged $26 for the period, but their total earnings represented less than 4 percent of the total estimated pay roll for the period.

When port activities decline substantially, as was the case in the winter of 1937-38, maximum hours of work are reduced to a level calculated to equalize effectively the work of the first preference group and to provide as much of a work residue as is possible for the permit men. In the 4-week period ending January 2, 1938 scarcely any one in a sample group of almost 1,200 registered longshoremen for whom data were secured worked more than 160 hours and the average was 117 hours, representing earnings of approximately $111. Among union members, however, the proportion working less than 100 hours increased only slightly as compared with the average period. Among permit men about 60 percent worked 60 hours or more in this period.

The San Francisco work-rotation scheme thus is a share-the-work plan without the usual implications of underemployment - a plan operating within the framework of controls which, in fact, tend to insure adequate employment to the registered labor force. It provides for a labor force which is flexible in size, yet it effectively avoids the usual problem of casual work. Equalization of earnings of registered nonunion or permit men, although on a lower level than that of the registered union men, is provided on a relatively high level, at least during periods of normal port activity. The purely casual (nonregistered) workers represent individuals for whom longshore work is merely supplementary to another primary occupation rather than persons dependent on such odd jobs. Such differences as prevail among union men, beyond the relatively narrow limits within which gang hours are equalized, are accounted for largely by the preferences of the individual workers.

Although no data are available on earnings of longshoremen in San Francisco before the inauguration of work rotation, the relative degree of security before and after its initiation is indicated by the fact that in 1933 there were about 3,000 regular workers and 4,800 casuals as compared with 4,600 regulars and 3,800 casuals in 1937. Moreover, although the longshore work of the casuals (nonregistered men) is probably

even more casual in San Francisco under the work-rotation system than before, it is less of a competitive threat to the regular longshoremen because the San Francisco casual workers are not primarily dependent on longshore work for a living.

The results of previous attempts at decasualization in the United States, at least as indicated by the limited data available,[1] differ considerably from those of the San Francisco system during the period of the survey. More complete equalization of earnings - and at a generally higher level - was realized in San Francisco during 1937 than had been achieved in other ports even during the predepression years for which data are available. This is true notwithstanding the fact that the data available on other ports usually cover only preferred groups of longshoremen, that is, those with relatively steady and wide opportunities for work.

No information is as yet available regarding the burden of longshoremen on unemployment-compensation funds in States where ports operate under casual conditions of employment. British experience indicates, however, that longshoremen receive benefits far in excess of contributions made to their account, even when some degree of decasualization exists. The distribution of earnings and the high degree of stabilization in the longshore labor market of San Francisco may be expected to result in longshoremen representing a relatively light burden to the unemployment-compensation fund of the State of California.

[1] These data have been summarized in appendix D.

APPENDIXES

SELECTED BIBLIOGRAPHY

Note.- All data, unless otherwise specified, are based on records of the dispatching hall.

Carmen (men doing car work exclusively, at the 85-cent car-work hourly rate) are excluded from all tables unless designated specifically as included.

For purposes of showing averages of frequency distributions of hours and estimated earnings, the means rather than the medians were used, since they represent more moderate magnitudes.

APPENDIX A

BASIC TABLES

Table A-1.- NUMBER OF LONGSHOREMEN EMPLOYED DAILY, JANUARY 1 TO JUNE 30, 1933[a]

Week ending -	Number working on a single day during the week		
	Maximum	Minimum	Average[b]
January 7	1,440	888	1,188
14	1,884	1,366	1,596
21	1,709	1,169	1,324
28	2,022	1,186	1,597
February 4	1,681	1,027	1,464
11	1,994	1,465	1,720
18	1,628	1,107	1,411
25	2,166	1,581	1,872
March 4	1,681	1,071	1,304
11	2,149	1,163	1,766
18	1,943	879	1,429
25	2,077	1,412	1,674
April 1	1,786	1,290	1,524
8	1,994	1,496	1,717
15	1,573	1,132	1,408
22	1,923	1,351	1,602
29	2,005	1,199	1,592
May 6	1,898	1,652	1,748
13	2,048	1,332	1,759
20	2,441	1,375	1,968
27	1,866	1,355	1,580
June 3	2,001	1,864	1,942
10	2,014	1,111	1,715
17	2,125	1,386	1,838
24	2,185	1,380	1,833
30	2,463	1,795	2,121

[a] Sundays and holidays are excluded. *United States National Longshoremen's Board*, "Arbitration Proceedings," Aug.-Sept. 1934, Employers Exhibit J.

[b] Average per day for entire period is 1,719.

Table A-2.- NUMBER OF REGISTERED LONGSHOREMEN, BY REGISTRATION STATUS AND NUMBER OF PERIODS IN WHICH THEY WORKED, FEBRUARY 1 TO DECEMBER 5, 1937

Number of 4-week periods	Registration status				
	Total	Union	Permit	Changed[a]	Visitor
Total	4,931	3,643	802	137	349
1	126	35	14	1	76
2	181	34	14	1	132
3	110	29	18	2	61
4	64	27	11	1	25
5	73	29	17	2	25
6	70	41	14	2	13
7	101	75	14	1	11
8	141	116	20	1	4
9	147	115	29	1	2
10	274	199	65	10	0
11	3,644	2,943	586	115	0

[a]Changed from permit to union status.

Table A-3.- NUMBER OF NONREGISTERED LONGSHOREMEN WHO WORKED IN EACH PERIOD, FEBRUARY 1 TO DECEMBER 5, 1937[a]

4-week period ending -	Number of nonregistered men who worked		
	Total	Men earning longshore rate "all or part of the time"	Men earning car rate only
Number of different men employed (all periods)	5,249	3,853	1,396
February 28	675	469	206
March 28	1,020	723	297
April 25	882	634	248
May 23	975	694	281
June 20	1,003	674	329
July 18	967	690	277
August 15	1,007	689	318
September 12	1,436	1,054	382
October 10	1,170	788	382
November 9	1,061	729	332
December 5	868	655	213

[a]Data are from pay-roll records of the Waterfront Employers' Association of San Francisco. The figures do not, therefore, include the nonregistered men who worked exclusively for the three companies which were not members of the association.

Table A-4.- ESTIMATED EARNINGS OF REGISTERED LONGSHOREMEN WHO WORKED IN THE 4-WEEK PERIOD ENDING SEPTEMBER 12, 1937, BY REGISTRATION STATUS

Number of equivalent-straight-time hours worked	Average earnings for specified number of equivalent-straight-time hours worked[a] (dollars)	Registration status					
		Total		Union and permit		Visitor	
		Number of men	Estimated earnings (dollars)	Number of men	Estimated earnings (dollars)	Number of men	Estimated earnings (dollars)
Total	-	4,339	732,473	4,227	717,730	112	14,743
Less than 70	42.75	252	10,773	229	9,790	23	983
70- 79.9	71.25	60	4,275	56	3,990	4	285
80- 89.9	80.75	65	5,249	63	5,087	2	162
90- 99.9	90.25	65	5,866	62	5,595	3	271
100-109.9	99.75	97	9,676	89	8,878	8	798
110-119.9	109.25	100	10,925	98	10,707	2	218
120-129.9	118.75	110	13,062	102	12,112	8	950
130-139.9	128.25	144	18,468	140	17,955	4	513
140-149.9	137.75	161	22,178	158	21,765	3	413
150-159.9	147.25	173	25,474	166	24,443	7	1,031
160-169.9	156.75	213	33,388	210	32,918	3	470
170-179.9	166.25	249	41,396	242	40,232	7	1,164
180-189.9	175.75	288	50,616	281	49,386	7	1,230
190-199.9	185.25	429	79,472	419	77,620	10	1,852
200-209.9	194.75	523	101,854	517	100,686	6	1,168
210-219.9	204.25	690	140,932	686	140,115	4	817
220-229.9	213.75	405	86,569	399	85,286	6	1,283
230-239.9	223.25	175	39,069	172	38,399	3	670
240-249.9	232.75	100	23,275	98	22,810	2	465
250-259.9	242.25	17	4,118	17	4,118	0	0
260-269.9	251.75	19	4,783	19	4,783	0	0
270-279.9	261.25	3	784	3	784	0	0
280-289.9	270.75	1	271	1	271	0	0

[a] Midpoint of each hours interval multiplied by the basic 95-cent hourly wage rate. Overtime earnings have therefore been accounted for. No adjustment was made for foremen and for penalty work, paid at rates higher than the basic one, or for car work paid at a rate lower than the basic one. The respective effects, however, tend to offset each other.

Table A-5.- ESTIMATED EARNINGS OF NONREGISTERED LONGSHOREMEN WHO WORKED IN THE 4-WEEK PERIOD ENDING SEPTEMBER 12, 1937

Earnings (dollars)	Number of men[a]	Estimated earnings of men[b] (dollars)	Earnings (dollars)	Number of men[a]	Estimated earnings of men[b] (dollars)
Total	1,054	27,080	130-139.99	8	1,080
			140-149.99	2	290
0- 9.99	427	2,135	150-159.99	2	310
10- 19.99	249	3,735	160-169.99	1	165
20- 29.99	119	2,975	170-179.99	3	525
30- 39.99	59	2,065	180-189.99	0	0
			190-199.99	3	585
40- 49.99	48	2,160			
50- 59.99	35	1,925	200-279.99	0	0
60- 69.99	28	1,820			
70- 79.99	13	975	280-289.99	1	285
			290-309.99	0	0
80- 89.99	15	1,275			
90- 99.99	12	1,140			
100-109.99	16	1,680	310-319.99	2	630
110-119.99	5	575			
120-129.99	6	750	Estimated average earnings	$25.69	

[a]Based on actual (not estimated) earnings from pay-roll records of the Waterfront Employers' Association of San Francisco. They include penalty and car-rate earnings which are known to represent a small but undetermined part of total earnings. Both the number of men and the total earnings are underestimated because of the exclusion of the records of the three employers who were not members of the association.

[b]Midpoint of each earnings interval multiplied by number of men in that interval.

Table A-6.- DISTRIBUTION OF NONREGISTERED CARMEN BY EARNINGS IN THE 4-WEEK PERIOD ENDING SEPTEMBER 12, 1937[a]

Earnings (dollars)	Number	Earnings (dollars)	Number
Total	382	90- 99.99	5
		100-109.99	0
0- 9.99	170	110-119.99	2
10-19.99	88	120-129.99	2
20-29.99	34	130-139.99	5
30-39.99	32	140-149.99	2
40-49.99	11	150-159.99	3
50-59.99	11	160-169.99	2
60-69.99	5	170-179.99	0
70-79.99	6	180-189.99	1
80-89.99	5		

[a]Consists of nonregistered men who did car work exclusively. Data are based on pay-roll records of the Waterfront Employers' Association of San Francisco.

Table A-7.- GANG REQUIREMENTS IN EACH 4-WEEK PERIOD, APRIL 1, 1935 TO JANUARY 2, 1938[a]

Period number[b]	Number of working days	Gang requirements								
		Number used on any one day		Gang days of employment			Average number used daily			
		Minimum	Maximum	Total	Preferred	Casual	Total	Preferred	Casual	Percent preferred is of total
7	24	94	166	2,974	2,459	515	123.9	102.4	21.5	82.6
8	24	102	154	3,054	2,392	662	127.2	99.6	27.6	78.3
9	23	97	151	2,923	2,170	753	127.1	94.3	32.8	74.2
10	22	90	148	2,643	1,916	727	120.1	87.1	33.0	72.5
11	24	98	156	3,145	2,196	949	131.0	91.5	39.5	69.8
12	22	113	160	3,129	2,220	909	142.2	100.9	41.3	71.0
13	23	83	166	2,746	1,924	822	119.4	83.7	35.7	70.1
14	23	110	170	3,332	1,790	1,542	144.8	77.8	67.0	53.7
15	22	95	165	3,009	1,412	1,597	136.8	64.2	72.6	46.9
16	22	110	170	2,980	1,348	1,632	135.5	61.3	74.2	45.2
17	24	90	164	3,237	1,552	1,685	134.9	64.7	70.2	48.0
18	22	98	158	2,919	1,388	1,531	132.7	63.1	69.6	47.6
19	24	67	158	3,108	1,461	1,647	129.5	60.9	68.6	47.0
20	24	12	170	2,802	1,403	1,399	116.8	58.5	58.3	50.1
21	24	112	183	3,589	1,661	1,928	149.5	69.2	80.3	46.3
22	23	105	179	3,392	1,544	1,848	147.4	67.1	80.3	45.5
23	23	80	173	3,264	1,457	1,807	141.9	63.3	78.6	44.6
24	24	94	183	3,811	1,797	2,014	158.8	74.9	83.9	47.2
25	22	138	184	3,694	1,658	2,036	167.9	75.4	92.5	44.9
26	24	61	187	3,631	1,598	2,033	151.3	66.6	84.7	44.0
27[c]	15	73	175	1,885	815	1,070	125.7	54.3	71.4	43.2
31[c]	18	70	181	2,884	1,260	1,624	160.2	70.0	90.2	43.7
32	24	104	181	3,614	1,501	2,113	150.6	62.5	88.1	41.5
33	24	72	183	3,470	1,607	1,863	144.6	67.0	77.6	46.3
34	24	111	183	3,790	1,727	2,063	157.9	72.0	85.9	45.6
35	23	110	176	3,250	1,435	1,815	141.3	62.4	78.9	44.2
36	23	105	175	3,385	1,585	1,800	147.2	68.9	78.3	46.8
37	24	108	172	3,508	1,662	1,846	146.2	69.3	76.9	47.4
38	22	135	180	3,482	1,677	1,805	158.3	76.2	82.1	48.1
39	24	94	174	3,215	1,457	1,758	134.0	60.7	73.3	45.3
40	22	111	171	3,201	1,443	1,758	145.5	65.6	79.9	45.1
41	22	92	168	2,944	1,336	1,608	133.8	60.7	73.1	45.4
42	22	69	139	2,629	1,297	1,332	119.5	59.0	60.5	49.4

[a] Sundays and holidays are excluded.

[b] For dates see appendix F.

[c] A strike began in the middle of the 27th period and ended in the beginning of the 31st. The days in the 27th and 31st periods during which the strike was in progress are excluded.

Table A-8.- NUMBER OF LONGSHOREMEN EMPLOYED EACH DAY IN THE 38th, 41st, AND 42d PERIODS, BY GANG STATUS[a]

4-week period ending September 12, 1937					4-week period ending December 5, 1937					4-week period ending January 2, 1938				
Date	Total	In preferred gangs	In casual gangs	In extra gangs	Date	Total	In preferred gangs	In casual gangs	In extra gangs	Date	Total	In preferred gangs	In casual gangs	In extra gangs
Aug. 16	2,843	966	1,520	357	Nov. 8	2,493	1,098	1,105	290	Dec. 6	1,383	812	325	226
17	3,319	1,250	1,707	362	9	2,831	1,240	1,399	192	7	2,100	1,121	704	275
18	3,703	1,595	1,679	429	10	2,759	1,106	1,307	346	8	2,680	1,176	1,288	216
19	3,683	1,478	1,641	564	11[b]	2,027	1,030	740	257	9	2,731	1,255	1,273	203
20	3,641	1,604	1,689	348	12	2,865	1,038	1,532	295	10	2,328	779	1,345	204
21	2,977	1,273	1,318	386	13	2,808	945	1,538	325	11	2,289	738	1,406	145
22[b]	1,219	412	694	113	14[b]	1,423	733	620	70	12[b]	1,078	454	611	13
23	2,919	1,131	1,378	410	15	2,282	1,428	718	136	13	2,455	1,256	997	202
24	3,312	1,356	1,591	365	16	1,862	1,261	479	122	14	2,536	1,209	1,106	221
25	3,299	1,385	1,598	316	17	2,563	958	1,261	344	15	2,906	1,453	1,036	417
26	3,589	1,368	1,694	527	18	2,864	958	1,539	367	16	2,464	1,081	1,178	205
27	3,328	1,377	1,672	279	19	2,593	858	1,522	213	17	2,321	793	1,365	163
28	2,912	1,356	1,147	409	20	2,752	1,010	1,528	214	18	2,291	796	1,275	220
29[b]	1,163	609	484	70	21[b]	1,269	698	509	62	19[b]	952	225	700	27
30	2,893	1,320	1,191	382	22	2,342	1,285	786	271	20	2,101	1,170	707	224
31	3,171	1,198	1,571	402	23	2,289	1,161	760	368	21	2,101	1,216	649	236
Sept. 1	3,302	1,401	1,579	322	24	2,729	1,087	1,115	527	22	2,534	1,157	961	416
2	3,264	1,274	1,440	550	25[b]	1,145	492	505	148	23	2,572	1,197	1,116	259
3	3,604	1,406	1,719	479	26	2,850	1,254	1,322	274	24	2,192	843	1,140	209
4	2,981	1,322	1,320	339	27	2,509	915	1,307	287	25[b]	119	0	112	7
5[b]	1,467	502	773	182	28[b]	859	197	636	26	26[b]	840	306	512	22
6[b]	63	18	38	7	29	2,363	1,213	925	225	27	2,637	1,203	1,228	206
7	2,594	1,359	1,030	205	30	2,840	1,161	1,479	200	28	2,470	1,163	1,116	191
8	2,882	1,377	1,228	277	Dec. 1	2,952	773	1,870	309	29	2,653	1,210	1,058	385
9[b]	2,024	882	811	331	2	3,232	1,033	1,850	349	30	2,342	969	1,184	189
10	3,476	1,569	1,604	303	3	3,352	1,317	1,792	243	31	2,310	887	1,223	200
11	3,480	1,471	1,574	435	4	2,776	1,297	1,249	230	Jan. 1[b]	348	111	237	0
12[b]	1,429	616	666	147	5[b]	788	384	373	31	(1938)2[b]	993	362	592	39

[a]Includes visitors and nonregistered men.

[b]Sunday or holiday.

Table A-9.- NUMBER OF REGISTERED LONGSHOREMEN, BY REGISTRATION AND GANG STATUS, FEBRUARY 1 TO DECEMBER 5, 1987

Gang status	Registration status				
	Total	Union	Permit	Changed[a]	Visitor
Total	4,931	3,643	802	137	349
Preferred	821	796	0	23	2
Casual	580	567	2	8	3
Shifted between preferred and casual	296	295	0	1	0
Shifted between gang and extra list	1,367	1,281	26	51	9
On extra list	1,867	704	774	54	335

[a]Changed from permit to union status.

Table A-10.- NUMBER OF REGISTERED LONGSHOREMEN, BY REGISTRATION STATUS AND TENURE, FEBRUARY 1 TO DECEMBER 5, 1987

Tenure	Registration status				
	Total	Union	Permit	Changed[a]	Visitor
Total	4,931	3,643	802	137	349
Regular					
Worked 11 periods	3,644	2,943	586	115	0
Absent 1 or more periods	800	622	170	8	0
Entrant	32	1	18	13	0
Exit	85	76	8	1	0
Temporary	370	1	20	0	349

[a]Changed from permit to union status.

Table A-11.- NUMBER OF REGISTERED LONGSHOREMEN, BY TENURE AND GANG STATUS, FEBRUARY 1 TO DECEMBER 5, 1987

Gang status	Tenure					
	Total	Regular		Entrant	Exit	Temporary
		Worked 11 periods	Absent 1 or more periods			
Total	4,931	3,644	800	32	85	370
Preferred	821	703	100	1	15	2
Casual	580	491	74	0	12	3
Shifted between preferred and casual	296	237	53	1	4	1
Shifted between gang and extra list	1,367	1,134	203	5	16	9
On extra list	1,867	1,079	370	25	38	355

Table A-13.- PERCENTAGE DISTRIBUTION OF REGISTERED LONGSHOREMEN, BY NUMBER OF EQUIVALENT-STRAIGHT-TIME HOURS WORKED IN AN AVERAGE 4-WEEK PERIOD IN 1937, GANG STATUS, AND TENURE[a]

Gang status and tenure	Number of men who worked	Percent of men who had specified gang status and tenure, distributed by number of equivalent-straight-time hours worked																Average number of hours worked
		Total	Less than 70	70-79.9	80-89.9	90-99.9	100-109.9	110-119.9	120-129.9	130-139.9	140-149.9	150-159.9	160-169.9	170-179.9	180-189.9	190-199.9	200-209.9	210 or over	
Total	4,931	100.0	4.9	1.4	2.3	2.7	3.2	3.7	4.9	5.0	5.5	6.3	8.7	11.0	14.0	21.1	4.8	0.6	157.7
Worked in every period	3,644	100.0	1.0	0.5	1.0	1.6	1.9	2.5	4.1	4.6	5.0	5.7	8.7	11.7	17.0	27.6	6.2	0.7	170.2
All others	1,287	100.0	16.0	3.6	6.1	5.7	6.6	7.2	7.1	6.0	6.8	7.9	8.9	8.9	5.6	2.2	0.8	0.2	122.1
Gang members all or part of time	3,064	100.0	0.8	0.1	0.6	0.6	0.8	1.0	1.7	2.2	3.6	5.4	9.1	14.6	19.7	32.2	6.9	0.5	177.6
Worked in every period	2,565	100.0	0.1	[b]	0.1	0.4	0.2	0.5	1.1	1.7	2.7	4.2	7.7	13.9	21.3	37.5	8.0	0.6	182.6
All others	499	100.0	4.0	0.6	3.4	1.8	3.6	3.8	4.8	4.8	8.2	11.0	16.5	19.1	11.8	5.0	1.4	0.4	152.1
On extra list	1,867	100.0	11.7	3.4	5.1	6.1	7.2	8.2	10.1	9.6	9.6	7.8	8.0	4.7	4.6	2.9	1.3	0.7	124.9
Worked in every period	1,079	100.0	3.1	1.8	3.2	4.5	6.0	7.4	11.3	11.6	10.5	9.1	10.8	6.3	6.8	4.7	2.0	1.1	140.7
All others	788	100.0	23.4	5.8	7.9	8.2	8.9	9.3	8.5	8.9	8.0	6.0	4.2	2.5	1.6	0.4	0.4	0	103.2

[a] Average 4-week period for each man computed by dividing the total number of hours worked from February 1 to December 5 by the number of 4-week periods in which he worked during this time.

[b] Less than 0.05 percent.

Table A-18.- PERCENTAGE DISTRIBUTION OF REGISTERED LONGSHOREMEN WHO WERE GANG MEMBERS ALL OR PART OF TIME, BY NUMBER OF EQUIVALENT-STRAIGHT-TIME HOURS WORKED IN AN AVERAGE 4-WEEK PERIOD IN 1937, GANG STATUS, AND TENURE[a]

Gang status and tenure	Number of men who worked	Percent of men who had specified gang status and tenure, distributed by number of equivalent-straight-time hours worked																	Average number of hours worked
		Total	Less than 70	70-79.9	80-89.9	90-99.9	100-109.9	110-119.9	120-129.9	130-139.9	140-149.9	150-159.9	160-169.9	170-179.9	180-189.9	190-199.9	200-209.9	210 or over	
Total	3,064	100.0	0.8	0.1	0.6	0.6	0.8	1.0	1.7	2.2	3.6	5.4	9.1	14.8	19.7	32.2	6.9	0.5	177.6
Worked in every period	2,565	100.0	0.1	*	0.1	0.4	0.2	0.5	1.1	1.7	2.7	4.2	7.7	13.9	21.3	37.5	8.0	0.6	182.6
All others	499	100.0	4.0	0.6	3.4	1.8	3.6	3.8	4.8	4.6	6.2	11.0	16.5	19.1	11.8	5.0	1.4	0.4	152.1
Preferred	821	100.0	1.1	0.2	1.0	0.4	0.4	0.4	0.9	1.5	1.9	3.0	5.0	9.1	18.9	45.4	10.2	0.6	183.3
Worked in every period	703	100.0	0.1	0	0	0.3	0	0.1	0.4	0.9	1.4	2.7	3.6	7.1	19.9	51.7	11.4	0.4	188.5
All others	118	100.0	6.8	1.7	6.8	0.8	2.5	1.7	3.4	5.1	5.1	5.1	13.6	21.2	12.7	8.5	3.4	1.6	152.1
Casual	560	100.0	1.0	0.2	0.2	0.5	0.5	0.2	0.5	1.4	2.2	4.3	10.0	18.5	23.6	32.3	4.1	0.5	179.4
Worked in every period	491	100.0	0	0	0	0	0	0.2	0.6	1.0	1.8	3.1	8.8	17.7	25.0	36.9	4.3	0.6	183.6
All others	69	100.0	6.7	1.1	1.1	3.4	3.4	0	0	3.4	4.5	11.2	16.9	22.5	15.7	6.7	3.4	0	156.4
Shifted between preferred and casual	296	100.0	1.0	0	1.4	0.3	1.0	0.7	1.4	1.7	3.0	6.4	5.8	13.5	16.9	39.2	7.4	0.3	178.9
Worked in every period	237	100.0	0	0	0.4	0	0.4	0	0.4	1.3	2.6	4.6	3.0	13.5	17.3	46.8	9.3	0.4	185.7
All others	59	100.0	5.1	0	5.1	1.7	3.4	3.4	5.1	3.4	5.1	13.5	16.9	13.5	15.3	8.5	0	0	151.4
Shifted between gang and extra list	1,367	100.0	0.4	0.1	0.4	0.9	1.0	1.8	2.9	3.0	5.3	7.0	12.0	16.8	19.2	22.8	5.9	0.5	173.2
Worked in every period	1,134	100.0	0.2	0.1	0.1	0.7	0.4	0.9	1.9	2.6	3.9	5.6	10.8	16.6	21.3	27.1	7.1	0.7	177.9
All others	233	100.0	1.3	0	2.1	1.7	4.3	6.4	7.3	5.2	12.0	13.3	17.6	18.1	9.0	1.7	0	0	150.7

[a] See table A-18, fn. a.

* Less than 0.05 percent.

Table A-14.- PERCENTAGE DISTRIBUTION OF REGISTERED LONGSHOREMEN ON EXTRA LIST, BY NUMBER OF EQUIVALENT-STRAIGHT-TIME HOURS WORKED IN AN AVERAGE 4-WEEK PERIOD IN 1937, REGISTRATION STATUS, AND TENURE[a]

Registration status and tenure	Number of men who worked	Percent of men who had specified registration status and tenure, distributed by number of equivalent-straight-time hours worked																							Average number of hours worked
		Total	Less than 10	10-19.9	20-29.9	30-39.9	40-49.9	50-59.9	60-69.9	70-79.9	80-89.9	90-99.9	100-109.9	110-119.9	120-129.9	130-139.9	140-149.9	150-159.9	160-169.9	170-179.9	180-189.9	190-199.9	200-209.9	210 or over	
Total	1,867	100.0	0.6	1.4	1.6	1.4	1.9	2.1	2.7	3.4	5.1	6.1	7.2	8.8	10.1	9.6	8.6	7.8	8.0	4.7	4.6	2.9	1.2	0.7	134.9
Worked in every period	1,079	100.0	0	0	0.1	0.2	0.6	0.8	1.4	1.6	3.2	4.3	6.0	7.4	11.2	11.6	10.5	9.1	10.6	6.2	6.8	4.7	3.0	1.1	140.7
All others	788	100.0	1.4	3.4	3.7	3.2	3.7	3.7	4.4	5.6	7.9	8.2	8.9	9.8	8.6	6.9	6.0	6.0	4.8	2.5	1.8	0.4	0.4	0	123.2
Union	704	100.0	0.6	2.0	1.1	1.8	1.6	2.5	1.6	2.8	2.7	3.7	5.4	5.4	7.5	7.0	6.7	8.0	10.1	7.5	10.1	7.0	3.1	1.6	137.2
Worked in every period	475	100.0	0	0	0.2	0.4	0.4	0.8	1.5	1.5	1.9	2.9	5.3	4.0	7.6	7.2	6.1	8.4	11.6	9.3	13.7	10.1	4.6	2.5	152.6
All others	229	100.0	1.7	6.1	3.1	4.8	4.8	5.7	1.7	5.7	4.4	5.2	5.7	8.3	7.4	6.6	7.9	7.0	7.0	3.9	3.6	0.4	0	0	105.5
Permit	774	100.0	0.3	0.6	1.7	1.0	1.0	0.9	3.5	3.0	6.3	6.8	7.5	10.3	13.2	12.7	11.0	8.9	7.6	3.6	0.6	0	0.3	0	121.3
Worked in every period	363	100.0	0	0	0	0	0.7	0.9	1.2	1.6	4.4	6.3	6.6	10.5	14.6	15.4	13.5	9.6	10.1	3.6	1.1	0	0	0	129.5
All others	211	100.0	0.9	2.4	6.2	3.8	1.9	0.9	5.7	6.6	11.4	8.5	10.0	10.0	9.5	9.0	4.3	7.1	0.9	0	0	0	0.9	0	99.5
Changed from permit to union status	84	100.0	0	0	0	0	0	0	3.7	1.9	1.9	1.9	7.4	3.7	12.9	7.4	18.5	9.2	12.9	7.4	5.6	5.6	0	0	141.9
Worked in every period	41	100.0	0	0	0	0	0	0	2.4	2.4	0	0	7.3	4.9	9.8	9.8	19.5	9.8	12.1	9.8	4.9	7.3	0	0	145.5
All others	13	100.0	0	0	0	0	0	0	7.7	0	7.7	7.7	7.7	0	23.0	0	15.4	7.7	15.4	0	7.7	0	0	0	128.1
Visitor	326	100.0	1.5	2.4	2.7	1.8	4.2	4.2	5.2	5.7	8.0	10.1	10.4	9.9	8.0	6.0	5.4	4.5	3.9	3.3	1.8	0.6	0.3	0	102.1

[a] See table A-15, fn. a.

Table A-15.- DISTRIBUTION OF THE 86 CASUAL GANGS THAT WORKED IN EACH 4-WEEK PERIOD, BY NUMBER OF EQUIVALENT-STRAIGHT-TIME HOURS WORKED PER PERIOD, FEBRUARY 1 TO DECEMBER 5, 1987

Average number of hours worked per 4-week period[a]	Number of gangs	Average number of hours worked per 4-week period[a]	Number of gangs
Total[b]	86	196	10[d]
		197	11
187	1[c]	198	13[d]
188	0	199	7
189	1	200	3[d]
190	4	201	4
191	1	202	5[e]
192	3	203	1
193	5	204	1[c]
194	7	205-210	0
195	8[d]	211	1

[a]Average for each gang computed by dividing total hours worked by that gang by the number of periods (11).

[b]Average for the 86 gangs is 197.

[c]Worked part of time as preferred gang.

[d]Two gangs worked part of time as preferred gangs.

[e]One gang worked part of time as a preferred gang.

Table A-16.- DISTRIBUTION OF THE 87 PREFERRED GANGS THAT WORKED IN EACH 4-WEEK PERIOD, BY NUMBER OF EQUIVALENT-STRAIGHT-TIME HOURS WORKED PER PERIOD, FEBRUARY 1 TO DECEMBER 5, 1987

Average number of hours worked per 4-week period[a]	Number of gangs	Average number of hours worked per 4-week period[a]	Number of gangs
Total[b]	87	198	11
		199	14[e]
193	4[c]	200	5[c]
194	4[d]	201	5[d]
195	9[d]	202	9[d]
196	8	203	3
197	11[c]	204	4[d]

[a]Average for each gang computed by dividing total hours worked by that gang by the number of periods (11).

[b]Average for the 87 gangs is 198.

[c]Two gangs worked part of time as casual gangs.

[d]One gang worked part of time as a casual gang.

[e]Six gangs worked part of time as casual gangs.

Table A-17.- DISTRIBUTION OF REGISTERED LONGSHOREMEN WHOSE STATUS SHIFTED BETWEEN GANG MEMBER AND EXTRA LIST, BY NUMBER OF PERIODS WORKED IN EACH STATUS, FEBRUARY 1 TO DECEMBER 5, 1937[a]

Number of 4-week periods worked as gang members	Number of 4-week periods worked on extra list[b]											
	Total	1	2	3	4	5	6	7	8	9	10	11
Total	1,367	167	237	207	158	140	123	119	90	80	44	2
11	200	108	84	7	1	0	0	0	0	0	0	0
10	218	26	94	67	22	8	1	0	0	0	0	0
9	167	5	21	86	39	11	4	1	0	0	0	0
8	155	13	8	17	50	44	15	8	0	0	0	0
7	128	4	13	8	23	40	23	15	2	0	0	0
6	133	3	6	7	8	20	54	27	8	2	0	0
5	115	2	6	5	4	8	20	46	20	4	0	0
4	113	1	3	7	7	4	2	15	54	20	0	0
3	79	2	1	2	3	4	2	6	5	41	13	0
2	50	2	1	1	0	0	2	1	3	11	27	2
1	9	1	0	0	1	1	0	0	0	2	4	0
Number of men who worked more than half of their time as gang members	928	166	236	204	147	123	43	9	0	0	0	0
Number of men who worked half or more of their time on extra list	439	1	1	3	11	17	80	110	90	80	44	2

[a] Working rules of the dispatching hall permit a shift from extra board to gang status or vice versa within a 4-week period. All time in either status, whether for 4 weeks or less, was tallied. Thus the sum of the periods above may exceed the number of periods actually worked.

[b] Numbers above the line in each column are for men who worked more than half their time as gang members; numbers below, for men who worked at least half their time on extra list.

Table A-18.- PERCENTAGE DISTRIBUTION OF REGISTERED LONGSHOREMEN, BY NUMBER OF EQUIVALENT-STRAIGHT-TIME HOURS WORKED IN AN AVERAGE 4-WEEK PERIOD IN 1957, REGISTRATION STATUS, AND TENURE[a]

Registration status and tenure	Number of men who worked	Percent of men who had specified registration status and tenure, distributed by number of equivalent-straight-time hours worked																Average number of hours worked
		Total	Less than 70	70-79.9	80-89.9	90-99.9	100-109.9	110-119.9	120-129.9	130-139.9	140-149.9	150-159.9	160-169.9	170-179.9	180-189.9	190-199.9	200-209.9	210 or over	
Total	4,931	100.0	4.9	1.4	2.3	2.7	3.2	3.7	4.9	5.0	5.5	6.3	8.7	11.0	14.0	21.1	4.8	0.5	157.7
Worked in every period	3,644	100.0	1.0	0.5	1.0	1.6	1.9	2.5	4.1	4.6	5.0	5.7	8.7	11.7	17.0	27.8	6.2	0.7	170.2
All others	1,287	100.0	16.0	3.8	6.1	5.7	6.8	7.2	7.1	6.0	6.8	7.9	8.9	8.9	5.6	2.2	0.8	0.2	122.1
Union	3,643	100.0	2.8	0.7	1.0	1.2	1.6	1.9	2.8	2.9	4.2	5.7	9.1	13.1	18.2	27.8	6.3	0.7	170.3
Worked in every period	2,943	100.0	0.6	0.3	0.4	0.8	1.0	1.1	2.1	2.4	3.2	4.8	8.1	12.9	20.4	33.5	7.5	0.9	176.3
All others	700	100.0	11.9	2.3	3.7	3.0	4.3	5.3	5.7	5.1	8.1	9.9	13.1	14.0	8.9	3.6	0.9	0.2	136.7
Permit	802	100.0	7.7	2.9	6.1	6.6	7.3	10.1	12.9	13.9	10.7	9.2	8.0	3.1	1.1	0.1	0.3	0	122.5
Worked in every period	586	100.0	2.7	1.5	4.3	6.0	6.5	10.1	14.2	15.6	13.1	10.1	10.4	3.9	1.4	0.2	0	0	130.5
All others	216	100.0	21.3	6.5	11.1	8.3	9.7	10.2	9.3	8.8	4.2	6.9	1.4	0.9	0.5	0	0.9	0	100.7
Changed from permit to union status	137	100.0	1.5	0.7	1.5	0.7	2.9	1.5	6.6	4.4	10.9	6.6	13.9	19.7	8.7	17.5	2.9	0	161.3
Worked in every period	115	100.0	0.9	0.9	0	0	2.6	1.7	4.3	5.2	9.6	7.0	14.8	20.0	8.7	20.8	3.5	0	166.2
All others	22	100.0	4.5	0	9.1	4.5	4.5	0	18.2	0	18.3	4.5	9.1	18.2	9.1	0	0	0	138.6
Visitors	349	100.0	21.5	5.4	7.7	9.7	10.3	9.4	7.7	6.3	5.2	4.9	5.2	3.2	2.0	0.9	0.6	0	105.1

[a] See table A-12, ftn. a.

Table A-19.- MAN-HOURS OF WORK AT STRAIGHT-TIME AND OVERTIME RATES BY REGISTERED LONGSHOREMEN, BY PERIODS IN THE YEAR ENDING JANUARY 30, 1938[a]

4-week period[b]	Total	At straight-time rate	At overtime rate
Total	7,359,082	4,110,884	3,248,198
31	621,252	293,840	327,412
32	653,627	349,912	303,715
33	611,310	330,051	281,259
34	653,936	360,550	293,386
35	551,186	318,885	232,301
36	528,785	306,924	221,861
37	603,948	358,280	245,668
38	633,824	345,445	288,379
39	553,780	310,738	243,042
40	575,083	320,921	254,162
41	511,109	277,726	233,383
42	421,799	254,052	167,747
43	439,443	283,560	155,883
Average per period	566,083	316,222	249,861

[a]Data from dispatching-hall records showing period totals of hours worked.
[b]For dates see appendix F.

Table A-20.- COMPARISON OF PARTIAL AND TOTAL GROUPS OF REGISTERED LONGSHOREMEN WHO WORKED IN THE 4-WEEK PERIOD ENDING SEPTEMBER 12, 1937, BY GANG STATUS[a]

Gang status	Men in partial group		Men in total group	
	Number	Percent	Number	Percent
Total	1,211	100.0	4,339	100.0
Preferred	343	28.3	1,242	28.6
Casual	270	22.3	1,024	23.6
On extra list	598	49.4	2,073	47.8

[a]See p. 89, ftn. 10, for explanation of partial group.

Table A-21.- PERCENTAGE DISTRIBUTION OF PARTIAL GROUP OF REGISTERED LONGSHOREMEN, BY NUMBER OF EQUIVALENT-STRAIGHT-TIME HOURS WORKED IN THE 12th, 25th, AND 38th PERIODS AND GANG STATUS[a]

Gang status and 4-week period	Number of men who worked	Percent of men who had specified gang status, distributed by number of equivalent-straight-time hours worked																							Average number of hours worked
		Total	Less than 70	70-79.9	80-89.9	90-99.9	100-109.9	110-119.9	120-129.9	130-139.9	140-149.9	150-159.9	160-169.9	170-179.9	180-189.9	190-199.9	200-209.9	210-219.9	220-229.9	230-239.9	240-249.9	250-259.9	260-269.9	270 or over	
Total																									
Period ending -																									
September 15, 1935	946	100.0	6.2	1.0	1.7	2.0	2.1	3.8	1.8	2.7	3.7	2.6	5.1	3.5	6.2	9.0	10.3	11.9	11.1	11.0	3.0	1.1	0.2	0	180.4
September 13, 1936	1,160	100.0	3.6	0.8	1.2	0.9	0.9	0.8	2.5	2.1	3.3	2.5	3.0	3.8	5.6	3.6	4.7	4.2	6.4	11.3	11.5	12.5	9.7	4.9	209.0
September 12, 1937	1,211	100.0	6.0	1.3	1.6	1.7	2.5	1.7	2.6	3.2	4.1	5.0	4.5	6.1	5.7	9.7	11.6	16.5	9.8	3.5	1.7	0.2	0.6	0	176.4
Preferred																									
Period ending -																									
September 15, 1935	420	100.0	1.0	0	0.7	0.2	0.5	1.0	0.2	1.0	1.0	2.1	3.3	2.1	5.0	8.1	12.4	16.2	16.8	19.0	5.7	1.7	0	0	209.0
September 13, 1936	511	100.0	0.6	0.6	0	0	0	0	1.0	0.3	1.0	0.6	1.0	1.6	1.6	1.6	2.6	3.2	8.7	12.5	17.7	22.2	16.1	7.1	236.6
September 12, 1937	543	100.0	3.5	0.6	0.3	0.6	0.9	0.3	0.9	0.6	0.9	2.3	3.2	2.9	6.4	9.3	14.3	28.6	16.0	4.7	2.6	0.3	0.6	0	196.4
Casual																									
Period ending -																									
September 15, 1935	145	100.0	8.4	0	0	1.4	1.4	1.4	0	2.1	2.8	2.1	1.4	4.1	6.9	19.9	11.7	18.6	12.4	9.0	0.7	0.7	0	0	193.7
September 13, 1936	332	100.0	0.6	0	0	0	0.3	0.9	0	0.3	0.3	1.2	1.8	2.1	3.9	2.4	4.2	3.0	6.3	19.6	16.9	13.9	14.6	7.8	235.4
September 12, 1937	270	100.0	3.3	0.4	0.4	1.1	1.9	0.4	1.1	1.1	3.0	4.0	1.1	5.5	3.7	14.8	19.3	19.7	13.3	4.4	2.6	0	0	0	194.3
On extra list																									
Period ending -																									
September 15, 1935	381	100.0	13.2	2.4	3.4	4.2	4.2	7.9	4.2	5.0	7.1	3.4	8.4	4.7	7.3	5.8	7.3	4.7	2.1	2.9	0.8	0.5	0.5	0	144.0
September 13, 1936	337	100.0	7.1	1.5	2.5	2.0	1.9	1.1	4.8	4.3	6.5	4.3	5.2	6.1	9.4	5.4	6.0	5.5	5.2	5.4	4.7	6.0	3.0	1.9	175.5
September 12, 1937	398	100.0	9.3	2.3	3.3	2.5	3.7	3.2	4.2	5.7	6.5	7.0	5.7	8.2	6.2	7.6	7.0	6.0	4.7	2.3	0.8	0.2	0.8	0	155.6

[a] See p. 66, fn. 10, for explanation of partial group.

Table A-22.- PERCENTAGE DISTRIBUTION OF REGISTERED LONGSHOREMEN, BY NUMBER OF EQUIVALENT-STRAIGHT-TIME HOURS WORKED IN THE 4-WEEK PERIOD ENDING SEPTEMBER 12, 1937, REGISTRATION AND GANG STATUS

Registration and gang status	Number of men who worked	Percent of men who had specified registration and gang status, distributed by number of equivalent-straight-time hours worked																						Average number of hours worked
		Total	Less than 70	70-79.9	80-89.9	90-99.9	100-109.9	110-119.9	120-129.9	130-139.9	140-149.9	150-159.9	160-169.9	170-179.9	180-189.9	190-199.9	200-209.9	210-219.9	220-229.9	230-239.9	240-249.9	250-259.9	260-269.9	270 or over	
Total	4,339	100.0	5.8	1.4	1.5	1.5	2.2	2.3	2.5	3.3	3.7	4.0	4.9	5.7	6.7	9.9	13.1	15.9	9.4	4.0	2.3	0.4	0.4	0.1	177.7
Registration status																									
Union	3,454	100.0	4.8	1.0	1.1	1.2	1.7	1.3	1.8	2.2	2.4	3.2	4.1	5.0	6.4	10.5	14.2	19.1	11.2	4.8	2.6	0.4	0.6	0.1	185.4
Permit	772	100.0	8.3	2.7	3.1	2.6	4.0	6.9	5.3	6.3	9.6	7.4	8.7	9.2	7.6	7.2	2.8	2.2	1.4	0.8	0.4	0.2	0	0	144.5
Visitor	112	100.0	20.5	2.6	1.8	2.7	7.1	1.8	7.1	3.6	2.7	6.2	2.7	6.2	6.2	8.9	5.4	3.6	5.4	2.7	1.8	0	0	0	128.6
Gang status																									
Preferred	1,242	100.0	3.2	0.2	0.5	0.4	0.6	0.2	1.0	1.0	0.8	2.3	2.8	3.6	5.8	10.0	18.5	27.7	14.2	5.2	3.7	0.2	0.6	0	199.1
Casual	1,024	100.0	3.1	0.6	0.6	0.8	1.4	0.7	1.2	1.5	2.1	2.6	3.5	4.7	6.0	13.2	17.2	30.2	11.8	5.7	1.8	0.2	0.1	0.1	198.7
On extra list	2,073	100.0	8.7	2.4	2.6	2.5	3.6	4.2	4.1	5.6	6.2	5.6	6.9	7.5	7.4	7.9	7.4	6.7	5.2	2.5	1.7	0.6	0.5	0.1	157.4
Union	1,224	100.0	7.9	2.0	2.2	2.4	2.9	2.8	3.0	4.2	4.2	4.3	6.0	6.4	7.2	8.4	10.5	9.5	7.7	3.7	2.8	1.0	0.8	0.3	168.2
Permit	738	100.0	8.3	3.0	3.2	2.7	4.2	7.2	5.4	8.4	10.2	7.7	8.8	9.6	8.0	6.8	2.4	2.4	0.9	0.5	0.1	0.1	0	0	148.8
Visitor	111	100.0	19.8	3.6	1.8	2.7	7.2	1.8	7.2	3.6	2.7	6.3	2.7	6.3	6.3	9.0	6.4	3.6	5.4	2.7	1.8	0	0	0	139.4

Table A-28.- DISTRIBUTION OF SAMPLE GROUP OF LONGSHOREMEN, BY ESTIMATED ANNUAL EARNINGS IN THE YEAR ENDING JANUARY 30, 1938[a]

Annual earnings (dollars)	Total men	Men who worked in each of the 13 periods
Total	1,172	971
Less than 855	61	7
855- 949.99	19	7
950-1,044.99	19	6
1,045-1,139.99	15	9
1,140-1,234.99	25	12
1,235-1,329.99	37	21
1,330-1,424.99	53	33
1,425-1,519.99	46	31
1,520-1,614.99	52	43
1,615-1,709.99	43	30
1,710-1,804.99	38	34
1,805-1,899.99	47	40
1,900-1,994.99	77	65
1,995-2,089.99	99	93
2,090-2,184.99	117	116
2,185-2,279.99	162	162
2,280-2,374.99	219	219
2,375-2,469.99	33	33
2,470 or over	10	10

[a]Estimated by multiplying the total equivalent-straight-time hours worked during the year by the basic 95-cent hourly wage rate. Overtime earnings have therefore been accounted for. No adjustment was made for foremen and for penalty work, paid at rates higher than the basic one, or for car work, paid at a rate lower than the basic one. The respective effects, however, tend to offset each other.

Table A-24.- PERCENTAGE DISTRIBUTION OF SAMPLE GROUP OF LONGSHOREMEN, BY TOTAL NUMBER OF EQUIVALENT-STRAIGHT-TIME HOURS WORKED AND NUMBER OF FULL PERIODS ABSENT IN THE YEAR ENDING JANUARY 30, 1938

Number of full 4-week periods absent	Total number of equivalent-straight-time hours worked																
	Total	Less than 900	900-999.9	1,000-1,099.9	1,100-1,199.9	1,200-1,299.9	1,300-1,399.9	1,400-1,499.9	1,500-1,599.9	1,600-1,699.9	1,700-1,799.9	1,800-1,899.9	1,900-1,999.9	2,000-2,099.9	2,100-2,199.9	2,200-2,299.9	2,300 or over
Total men	1,172	61	19	19	15	25	37	53	46	52	43	38	47	77	99	117	424
Percent	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
0	82.8	11.5	36.8	31.5	60.0	48.0	56.8	62.3	67.4	82.7	69.8	89.5	85.1	84.4	93.9	99.1	100.0
1	5.7	1.6	10.5	36.8	6.7	12.0	10.8	17.0	6.5	5.8	23.2	7.9	8.5	14.3	5.1	0.9	
2	3.1	8.2	5.3	5.3	13.3	12.0	16.2	9.4	8.7	3.8	2.3	2.6	6.4	1.3	1.0		
3	2.9	4.9	21.1	5.3	13.3	16.0	8.1	7.5	15.2	7.7	4.7						
4	0.9	4.9	5.3	10.5	0	0	2.7	3.8	2.2								
5	1.1	9.9	10.5	5.3	0	8.0	5.4										
6	0.8	6.6	10.5	5.3	6.7	4.0											
7	0.4	8.2															
8	0.7	13.1															
9	0.3	6.6															
10	0.9	18.0															
11	0.3	4.9															
12	0.1	1.6															

Table A-25.- DISTRIBUTION OF SAMPLE GROUP OF LONGSHOREMEN, BY REGISTRATION STATUS AND NUMBER OF PERIODS WORKED IN THE YEAR ENDING JANUARY 30, 1938

Number of 4-week periods worked	Registration status				
	Total	Union	Permit	Changed[a]	Visitor
Total	1,172	899	216	36	17
1	1	0	1	0	0
2	3	2	0	0	1
3	11	2	1	0	8
4	4	1	1	0	2
5	8	4	2	1	1
6	5	3	2	0	0
7	9	5	1	1	2
8	13	7	3	1	2
9	10	7	2	0	1
10	34	29	5	0	0
11	36	26	10	0	0
12	67	48	16	3	0
13	971	765	174	32	0

[a]Changed from permit to union status.

Table A-26.- DISTRIBUTION OF SAMPLE GROUP OF LONGSHOREMEN, BY REGISTRATION STATUS AND NUMBER OF EQUIVALENT-STRAIGHT-TIME HOURS WORKED IN THE YEAR ENDING JANUARY 30, 1938

Number of equivalent-straight-time hours worked	Registration status				
	Total	Union	Permit	Changed[a]	Visitor
Total	1,172	899	216	36	17
Less than 900	61	27	19	1	14
900- 999.9	19	9	7	2	1
1,000-1,099.9	19	8	11	0	0
1,100-1,199.9	15	4	10	1	0
1,200-1,299.9	25	15	8	1	1
1,300-1,399.9	37	19	16	1	1
1,400-1,499.9	53	20	32	1	0
1,500-1,599.9	46	22	24	0	0
1,600-1,699.9	52	21	29	2	0
1,700-1,799.9	43	28	14	1	0
1,800-1,899.9	38	25	10	3	0
1,900-1,999.9	47	29	16	2	0
2,000-2,099.9	77	60	12	5	0
2,100-2,199.9	99	84	8	7	0
2,200-2,299.9	117	111	2	4	0
2,300-2,399.9	162	162	0	0	0
2,400-2,499.9	219	212	0	7	0
2,500-2,599.9	33	33	0	0	0
2,600-2,699.9	8	8	0	0	0
2,700-2,799.9	1	1	0	0	0
2,800 or over	1	1	0	0	0
Average number of hours worked[b]	1,960.2	2,104.8	1,478.1	1,934.2	[c]

[a]Changed from permit to union status.

[b]The 61 cases in the interval "less than 900" had a total of 30,099 hours, or an average of 493.4 hours per case. The one case of "2,800 or over" worked 3,081 hours. In computing the mean, these intervals were given the value of the midpoint of the 100-hour interval in which the average would fall.

[c]Base too small for calculation.

Table A-27.- DISTRIBUTION OF SAMPLE GROUP OF LONGSHOREMEN, BY REGISTRATION STATUS AND NUMBER OF ACTUAL AND EQUIVALENT-STRAIGHT-TIME HOURS WORKED IN AN AVERAGE 4-WEEK PERIOD IN THE YEAR ENDING JANUARY 30, 1938[a]

Number of hours worked	Registration status									
	Total[b]		Union[b]		Permit		Changed[c]		Visitor	
	Actual hours	Equivalent-straight-time hours	Actual hours	Equivalent-straight-time hours	Actual hours	Equivalent-straight-time hours	Actual hours	Equivalent-straight-time hours	Actual hours	Equivalent-straight-time hours
Total	1,173	1,173	900	900	218	218	38	38	17	17
Less than 70	46	30	17	15	22	12	1	0	6	3
70- 79.9	39	14	13	1	22	10	1	1	3	2
80- 89.9	45	22	18	5	23	15	1	0	3	2
90- 99.9	75	29	32	12	41	13	1	1	1	3
100-109.9	76	49	26	25	45	21	3	1	2	2
110-119.9	68	57	43	19	22	36	3	1	0	1
120-129.9	105	67	72	24	26	39	7	3	0	1
130-139.9	148	58	126	33	11	23	9	1	2	1
140-149.9	231	63	216	45	6	14	9	4	0	0
150-159.9	306	95	303	71	0	20	3	4	0	0
160-169.9	29	136	29	109	0	14	0	12	0	1
170-179.9	4	186	4	181	0	1	0	4	0	0
180-189.9	1	281	1	276	0	0	0	5	0	0
190-199.9	0	76	0	74	0	0	0	1	0	1
200 or over	0	10	0	10	0	0	0	0	0	0
Average number of hours worked	129.1	155.7	137.7	165.9	97.9	118.1	126.8	155.3	f	f

[a] Average 4-week period for each man computed by dividing total number of hours worked in the year by the number of 4-week periods in which he worked during the year.

[b] Includes one man not included in other 13-period distributions of this sample.

[c] Changed from permit to union status.

[f] Base too small for calculation.

Table A-28.- PERCENTAGE DISTRIBUTION OF SAMPLE GROUP OF LONGSHOREMEN, BY REGISTRATION STATUS AND NUMBER OF EQUIVALENT-STRAIGHT-TIME HOURS WORKED IN THE 42d AND 43d PERIODS[a]

Number of equivalent-straight-time hours worked	4-week period ending January 2, 1938					4-week period ending January 30, 1938				
	Total	Union	Permit	Changed[b]	Visitor	Total	Union	Permit	Changed[b]	Visitor
Total men	1,157	896	214	38	9	1,162	889	218	38	17
Percent	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Less than 70	14.0	5.3	51.4	7.9	22.2	15.5	4.2	60.5	5.3	52.9
70- 79.9	3.7	2.0	11.7	0	0	3.1	1.0	10.6	2.6	17.6
80- 89.9	2.7	1.7	7.5	0	0	4.0	2.5	10.6	0	5.9
90- 99.9	2.8	2.2	5.1	2.6	0	3.2	2.5	5.5	7.9	0
100-109.9	4.6	4.0	5.6	7.9	33.4	2.9	2.5	3.2	10.5	5.9
110-119.9	7.1	7.5	4.7	10.5	11.1	2.3	2.5	1.4	0	11.8
120-129.9	12.7	15.3	3.7	5.3	0	6.5	7.5	3.2	2.6	0
130-139.9	24.9	29.5	5.6	31.6	0	15.6	18.9	1.8	23.7	0
140-149.9	21.9	26.6	3.3	21.0	0	31.8	39.5	1.8	36.9	5.9
150-159.9	4.4	4.7	1.4	13.2	11.1	11.7	14.8	0.9	5.3	0
160-169.9	0.8	0.8	0	0	22.2	2.7	3.5	0	2.6	0
170-179.9	0.2	0.2	0	0	0	0.3	0.3	0	2.6	0
180-189.9	0	0	0	0	0	0.1	0.1	0	0	0
190-199.9	0.1	0.1	0	0	0	0.1	0.1	0	0	0
200 or over	0.1	0.1	0	0	0	0.2	0.1	0.5	0	0
Average number of hours worked	117.0	127.1	73.6	126.6	#	120.7	134.7	65.8	128.7	#

[a] Distribution is for those men of the 1,172 in the sample group who worked in the 42d and 43d periods.

[b] Changed from permit to union status.

Base too small for calculation.

Table A-29.- PERCENTAGE DISTRIBUTION OF LONGSHOREMEN, BY NUMBER OF ACTUAL HOURS WORKED IN AN AVERAGE 4-WEEK PERIOD IN 1937, BY GANG AND REGISTRATION STATUS AND TENURE[a]

Status	Number of men who worked	Percent of men who had specified status, distributed by number of actual hours worked													Average number of hours worked
		Total	Less than 70	70-79.9	80-89.9	90-99.9	100-109.9	110-119.9	120-129.9	130-139.9	140-149.9	150-159.9	160-169.9	170 or over	
Total	4,931	100.0	7.6	3.1	3.7	4.2	5.9	5.9	7.2	10.3	14.3	21.5	15.8	0.5	129.8
Gang status															
Preferred	821	100.0	1.7	0.9	0.5	0.2	1.0	2.3	2.9	7.1	14.2	35.6	32.8	0.8	150.3
Casual	580	100.0	1.2	0.5	0.7	0	0.9	2.4	3.1	10.9	23.8	33.6	22.7	0.2	148.2
Shifted between preferred and casual	296	100.0	1.4	1.4	1.0	0.3	1.7	3.4	6.1	8.1	14.5	31.4	30.7	0	147.5
Shifted between gang and extra list	1,367	100.0	0.7	0.8	1.5	2.0	3.5	4.4	7.9	14.1	19.7	27.5	17.1	0.8	142.6
On extra list	1,867	100.0	18.3	6.7	8.1	9.5	12.0	9.9	10.0	9.2	7.5	5.7	2.7	0.4	103.0
Registration status															
Union	3,643	100.0	4.0	1.4	1.9	2.2	3.4	3.8	6.0	10.6	16.9	27.9	21.2	0.7	140.3
Permit	802	100.0	13.7	7.5	8.0	11.0	16.2	14.2	12.1	10.7	5.6	1.0	0	0	101.6
Changed from permit to union status	137	100.0	3.7	1.5	2.9	0.7	8.0	5.8	15.3	11.0	26.3	22.6	2.2	0	131.8
Visitor	349	100.0	33.2	10.3	12.9	10.9	7.4	8.0	5.2	6.6	2.9	1.7	0.6	0.3	84.7
Tenure															
Regular															
Worked 11 periods	3,644	100.0	1.9	1.7	2.3	2.7	5.1	5.2	8.7	9.9	15.6	27.5	20.7	0.7	140.4
Absent 1 or more periods	800	100.0	17.5	5.5	6.1	7.9	8.5	8.3	10.1	13.9	14.2	5.9	1.9	0.2	107.6
Entrant	32	100.0	18.7	3.1	6.3	12.5	15.6	6.3	12.5	6.3	18.7	0	0	0	102.8
Exit	85	100.0	30.6	5.9	5.9	4.7	4.7	2.4	8.2	15.3	9.4	8.2	4.7	0	100.4
Temporary	370	100.0	36.2	10.0	12.2	10.3	7.3	7.8	4.9	6.2	2.7	1.6	0.5	0.3	85.5

[a]See table A-12, ftn. a.

Table A-30.- PERCENTAGE DISTRIBUTION OF LONGSHOREMEN, BY EARNINGS FOR THE 8-MONTH PERIOD JULY-SEPTEMBER 1937 AND GANG STATUS[a]

Gang status	Number of men	Percent of men who had specified gang status, distributed by number of dollars earned																Average earnings (dollars)
		Total	0-49.9	50-99.9	100-149.9	150-199.9	200-249.9	250-299.9	300-349.9	350-399.9	400-449.9	450-499.9	500-549.9	550-599.9	600-649.9	650-699.9	700-749.9	750 or over	
Total	584	100.0	0.3	0.5	1.0	1.9	2.4	3.6	6.2	6.3	7.0	7.7	11.1	23.0	15.1	10.8	2.6	0.5	510.70
Preferred	301	100.0	0	0	0	0.5	0.5	0	1.0	1.0	3.5	2.0	10.9	32.3	23.9	21.9	2.5	0	591.67
Casual	109	100.0	0	0.9	0	0	1.8	3.7	2.8	7.3	4.6	10.1	11.0	31.2	19.3	1.8	5.5	0	528.67
On extra list	246	100.0	0.8	0.8	2.4	4.1	4.5	6.9	12.6	11.0	11.8	12.8	12.2	11.8	5.7	3.2	0	0	419.51
Foreman	28	100.0	0	0	0	0	0	0	0	0	0	0	3.6	21.4	17.9	32.1	14.3	10.7	660.71

[a]Men included in the distribution were selected as follows: From the 80 percent of all men registered up to and including the 36th period (see tables A-20 and A-21) and working in that period, those men were selected whose hours according to records in the dispatching hall and earnings according to records of the Waterfront Employers' Association of San Francisco matched as to total number of hours of employment.

Table A-31.- DISTRIBUTION OF MEN, BY NUMBER OF ACTUAL HOURS WORKED IN AN AVERAGE 4-WEEK PERIOD IN 1937 AND AGE[a]

Age in years	Number of men who worked specified number of actual hours												
	Total	Less than 70	70-79.9	80-89.9	90-99.9	100-109.9	110-119.9	120-129.9	130-139.9	140-149.9	150-159.9	160-169.9	170 or over
Total	4,542	241	109	137	169	262	260	341	481	686	1,056	774	26
21-25	154	18	18	11	12	31	15	24	12	6	5	2	0
26-30	349	18	10	13	22	20	31	27	30	54	73	50	1
31-35	546	17	7	17	16	38	35	36	59	86	150	83	2
36-40	758	20	13	15	23	32	41	51	77	142	197	149	8
41-45	853	35	14	17	20	39	34	58	101	136	240	163	4
46-50	812	37	14	27	30	41	48	61	87	124	186	152	5
51-55	644	50	14	21	26	40	32	55	74	91	120	117	4
56-60	389	25	10	10	14	14	18	25	25	38	64	44	2
61 or over	187	21	9	6	6	7	6	4	16	19	21	12	0

[a]See table A-12, fn. a. The source of figures on age was the application forms in the files of the Waterfront Employers' Association of San Francisco. The 4,542 men whose hours of work have been tabulated in this distribution represent the total number whose age was available from these records and includes a small number of men (30 or less) who did car work only and who have therefore been excluded from the other distributions. Age for each man represents the difference in years between 1937 and the year of birth.

APPENDIX B

OVERTIME AND ACTUAL HOURS

It is common practice in ports on all coasts of the United States to pay higher rates for night work and Sunday and holiday work, as well as for work in excess of a standard number of hours during the day. The West Coast agreement of February 4, 1937 provides that the rate of pay shall be $1.40 an hour for work in excess of 6 hours between 8 a. m. and 5 p. m. and for all work performed between 5 p. m. and 8 a. m. and on holidays and Sundays; the straight-time rate is $0.95.

Ship schedules, as well as the total volume of work to be done, determine the proportion of total time which is put in at overtime rates. Although freighters do not usually operate on as rigid time schedules as do passenger ships, it is seldom profitable even for them to lay-over to avoid overtime work entirely. In reality, work at the overtime rate is more largely the result of night shifts than of extended hours of work. This is shown by the fact that while it is theoretically possible to put in 144 hours at the straight-time rate in a 4-week period (6 hours between 8 a. m. and 5 p. m., 6 days a week, not taking holidays into account), actually the men averaged 129.8 hours, of which 43 percent on the average was overtime.

There is, however, some relation between proportion of overtime and the degree of port activity as shown in table B-1. In the periods in which port activity was lowest in 1937 as shown by total hours, the proportion of total time which was overtime fell to 39.8 and 35.5 percent as compared with 46.5 and 44.9 percent in the two periods when man-hours were at a maximum. The unusually large proportion of overtime in the 31st period is undoubtedly due to the accumulation of work during the strike and to the occurrence of two holidays in that period.

Overtime is almost evenly distributed among the various groups. Among work-assignment groups, preferred-gang men had the largest proportion of overtime, 43.9 percent, as compared with the lowest group, the extra men, who got 42.4 percent

Table B-1.- PROPORTION OF TOTAL MAN-HOURS WORKED AT OVERTIME RATES BY REGISTERED LONGSHOREMEN, BY PERIODS IN THE YEAR ENDING JANUARY 30, 1938

4-week period	Total	Percent overtime rate is of total[a]
Total	7,359,082	44.14
31	621,252	52.70
32	653,627	46.47
33	611,310	46.01
34	653,936	44.86
35	551,186	42.15
36	528,785	41.96
37	603,948	40.66
38	633,824	45.50
39	553,780	43.89
40	575,083	44.20
41	511,109	45.66
42	421,799	39.77
43	439,443	35.47

[a]Based on table A-19; see appendix F for calendar of periods.

Table B-2.- ESTIMATED TOTAL ACTUAL MAN-HOURS WORKED, AND PROPORTION OF WORK THAT WAS OVERTIME, IN AN AVERAGE 4-WEEK PERIOD IN 1937, BY GANG AND REGISTRATION STATUS[a]

Status	Number of men	Estimated total man-hours[b]		Percent overtime is of total actual man-hours[c]
		Equivalent-straight-time	Actual	
Total	4,931	777,395	640,245	42.8
Gang status				
Preferred	821	150,495	123,405	43.9
Casual	580	104,040	85,960	42.1
Shifted between preferred and casual	296	52,940	43,660	42.5
Shifted between gang and extra list	1,367	236,825	194,915	43.0
On extra list	1,867	233,095	192,305	42.4
Registration status				
Union	3,643	620,325	511,135	42.7
Permit	802	98,230	81,510	41.0
Changed from permit to union status	137	22,165	18,055	45.5
Visitor	349	36,675	29,545	48.3

[a]See table A-12, ftn. a.

[b]Estimated from the hours distributions (see tables A-12, A-13, A-18, and A-29). For men having specified status, the frequencies in each 10-hour interval were multiplied by the midpoint of that interval and the products were aggregated.

[c]The percent of total hours worked that was overtime was computed as follows: Estimated total actual hours were subtracted from estimated total equivalent-straight-time hours and the remainder divided by 0.5, the differential allowed for overtime work. The result was the number of hours spent in overtime work, which was divided by total actual hours to give the percent of all time worked that was overtime.

(table B-2). If the force is divided by registration status, the lowest group was the permit men with 41.0 percent and the visitors the highest with 48.3 percent. The distribution of the proportion of overtime to total time for individuals within groups was not ascertained. Since hours of gang men are controlled on an equivalent-straight-time basis and since there is a union rule providing severe penalty for anyone working more than 50-percent overtime during a 6 month period, it is likely that among individuals the variation from this average is not great.

The agreement provides that "Six hours shall constitute a day's work. Thirty hours shall constitute a week's work, averaged over a period of four weeks." (See appendix E.) Aside from stating the principle on the basis of which overtime rates are paid for work in excess of 6 hours in the 8-hour period from 8 a. m. to 5 p. m., this provision, which was taken from the award of October 12, 1934, is significant only historically. The 30-hour week was a primary objective of the union during the 1934 strike, undoubtedly to insure the absorption of its entire membership into the registered labor force. However, not only have hours averaged above 120 for a 4-week period during most of the time since the strike, but also several hundred men have been added to the labor force. In the latter part of 1937 and early in 1938, on the other hand, hours dropped markedly.

APPENDIX C

PENALTY AND CAR WORK

In estimating the extent to which equivalent-straight-time hours are an adequate measure of earnings for registered longshoremen, two counteracting factors must be considered - penalty work and car work.

For certain types of cargo, rates higher than the basic rates of $0.95 and $1.40 an hour are paid.[1] Most of the penalty work in the port of San Francisco takes place on cargo which requires shoveling and is paid at the rates of $1.15 per hour for straight time and $1.70 per hour for overtime, with certain commodities, such as bulk grain, bulk sulphur, untreated bones in bulk, and phosphate rock in bulk, carrying higher rates. A few other commodities which are difficult or disagreeable to handle, for example, untreated bones in sacks, caustic soda in drums, cement (discharging), green hides, fish meal in bags, and refrigerated cargo, when handled in lots of 25 tons or more are paid at rates of $1.05 and $1.50 an hour. Damaged cargo, explosives, and burning or smoldering cargo carry various penalty rates, ranging from $1.40 to $2.10 for both straight-time and overtime work.

San Francisco is to a large extent a general-cargo port. Penalty work, except for shoveling, is incidental and is probably distributed fairly evenly among the regular gangs. Shoveling, on the other hand, is handled largely by a small number of preferred and casual gangs (about 10 during 1937) who do this type of work exclusively and by men taken off the plugboard who signify their preference for shoveling. The extra men may concentrate on this type of work when it is available, but since it is not steady, they probably work part of their time at the regular longshore rate. Thus, while shoveling makes up a small proportion of the total work, for the few men among whom it is concentrated it represents a large share of their work. For them (and they are not segregated in our tabulations) equivalent-straight-time hours represent an understatement of earnings by probably as much as 20 percent.

[1] *Wage Rates for Longshore Work: Pacific Coast Ports*, effective July 26, 1937. See appendix E.

Car work is defined as the transfer of cargo from the dock to railroad cars or barges or from cars and barges to the dock. The wage scale is $0.85 an hour for straight time and $1.25 an hour for overtime.[2] Although not covered by the agreement of February 4, 1937, its close association with longshore work has led to dispatching through the hall of at least some of the men who do car work and, to a limited extent, the use of some of the same personnel for both this type of car work and that paid at longshore rates. While it was possible to exclude from the tabulation men who did car work exclusively, the car work done by men who also worked at the longshore rate could not be excluded or identified. Although there are no restrictions on longshoremen doing car work, because of the lower wage scale it is not often resorted to by the men who have first preference on longshore work. Since no regular longshore gangs worked at the car rate and since regular car gangs were readily identified and excluded, any car work included is in the hours of the extra men. Car work at the $0.95 longshore rate has not been and need not be excluded. Because of the relative availability of work at the longshore rate during the 11 periods in

Table C-1.- TOTAL NUMBER OF ASSIGNMENTS TO MEN IN EXTRA GANGS, 38th, 41st, AND 42d PERIODS, BY TYPE OF GANG[a]

Type of extra gang	4-week period ending -		
	Sept. 12, 1937	Dec. 5, 1937	Jan. 2, 1938
Total	9,296	6,721	5,320
General swamping and pick-up[b]	4,120	2,323	2,083
Lumber and lumber-cargo[b]	3,231	2,430	1,957
Car exclusively[c]	574	709	701
Banana boat[d]	804	1,116	426
Shoveling and fish-meal[e]	567	143	153

[a]Based on number of assignments to each man.

[b]Longshore rates largely, but includes some car work at 85-cent rate.

[c]Car work exclusively, but not all at 85-cent rate.

[d]Longshore rate.

[e]Penalty rate largely; includes some car work at both longshore and car-work rates.

[2]Throughout this report the term "car work" refers to this type to which rates lower than standard longshore rates apply. Another type of car work, involving direct transfer of cargo from boat to car and vice versa without intermediary handling was recognized by the award to be essentially longshore work and, as such, to be paid at longshore rates and covered by the longshore award; in this report it is not distinguished from other longshore work.

Table C-2.- NUMBER OF LONGSHOREMEN ASSIGNED TO WORK EACH DAY IN THE 4-WEEK PERIOD ENDING JANUARY 2, 1938

Date	In all gangs	In extra gangs			Nonregistered		
		Total	Longshore gangs[a]	Car gangs[b]	Total	Longshore gangs[c]	Car gangs[b]
Total work assignments	56,706	5,320	4,619	701	763	482	281
Dec. 6	1,363	226	185	41	27	3	24
7	2,100	275	235	40	30	7	23
8	2,680	216	190	26	26	11	15
9	2,731	203	162	41	25	9	16
10	2,328	204	155	49	35	16	19
11	2,289	145	99	46	46	16	30
12[d]	1,078	13	13	0	13	13	0
13	2,455	202	165	37	35	16	19
14	2,536	221	197	24	18	11	7
15	2,906	417	382	35	68	54	14
16	2,464	205	180	25	18	12	6
17	2,321	163	120	43	40	21	19
18	2,291	220	196	24	34	23	11
19[d]	952	27	27	0	11	11	0
20	2,101	224	209	15	18	8	10
21	2,101	236	221	15	19	7	12
22	2,534	416	384	32	67	56	11
23	2,572	259	214	45	15	4	11
24	2,192	209	181	28	19	10	9
25[d]	119	7	7	0	3	3	0
26[d]	840	22	22	0	18	18	0
27	2,637	206	201	5	17	15	2
28	2,470	191	170	21	14	12	2
29	2,653	385	363	22	60	58	2
30	2,342	189	146	43	16	5	11
31	2,310	200	162	38	49	41	8
Jan. 1[d]	348	0	0	0	11	11	0
2[d]	993	39	33	6	11	11	0

[a] Includes general swamping and pick-up gangs, lumber and lumber-cargo gangs, banana-boat gangs, and shoveling and fish-meal gangs. The latter earn penalty rates; the others, longshore rates. A small amount of car-rate work may be included.

[b] Includes gangs that did car work exclusively, but not all at 85-cent rate.

[c] Extra longshore gangs as defined in ftn. a plus some regular gangs.

[d] Sunday or holiday.

1937, work at the car rate included in the tabulations is probably confined almost entirely to the hours of permit men.

Some notion of the amount of car work included can be gained from the following: in the 38th, 41st, and 42d periods only 6.2, 10.5, and 13.2 percent respectively of the total work assignments of men in extra gangs (that is, make-up gangs) involved car work exclusively, and some of these were at the longshore rate (see table C-1).[3] Furthermore, extra gangs are used for only a small proportion of the work of the port, as is shown in figure 5. Thus, for an undetermined number of extra men, largely permit men, equivalent-straight-time hours represent a slight overstatement of earnings.

It is known that nonregistered men (whose hours are not included in the tabulations) are frequently assigned to these extra-list car gangs. As is shown in table C-2, in the 42d period the work assignments of nonregistered men in car gangs account for 40 percent of all the work assignments of men in extra gangs to car work. The distortion of the estimated earnings of the registered force caused by the failure to identify car work is thereby reduced still further.[4]

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[3] The increasing proportion is undoubtedly an illustration of the impact of reduced port activity on the longshoremen, more of whom were willing to accept work at the car rate in the latter part of the year.

[4] The practice of meeting the demand for car loaders with nonregistered men probably represents a twofold policy. It gives the union an opportunity to provide work for members of the "sister locals", and it develops and maintains the dispatching hall as a source of labor for car work. Car work is looked upon as something to fall back upon if nothing else is available.

APPENDIX D

WORK ROTATION IN OTHER UNITED STATES PORTS

Decasualization of port labor in the United States has been confined largely, it will be recalled, to the West Coast where all the major ports except San Francisco had operated on a decasualized basis for some years previous to 1934, when the present West Coast plan went into effect. Only limited data on earnings are available, and these cover selected groups of workers; but they are at least indicative of the operation of the decasualization schemes. Available data are in the form of actual annual earnings or average monthly earnings estimated from gang earnings. These were converted into equivalent-straight-time hours in order to eliminate the factor of differences in wage rates.

SEATTLE

Before the 1934 award only reserve gangs and extra-board men were registered at the central dispatching hall in Seattle. However, the earnings of company men (that is, preferred gangs) were regulated to some extent according to the earnings of hall gangs, some differential being allowed.[1] In addition, casuals were employed, in most cases available on a casual register, but these men were given no assurance of employment.

Earnings are available for 505 registered longshoremen in the port of Seattle for the years 1927-29 (table D-1). These are the men in the central reserve group who worked reasonably steadily throughout the 3 years.[2] The number of registered longshoremen averaged 663 in these 3 years, and thus 76 percent, on the average, of the longshoremen registered at the dispatching hall were included in the compilation of earnings.[3] Company men, whose earnings were undoubtedly higher, were not included in this distribution.[4]

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[1] Boris Stern, *Cargo Handling and Longshore Labor Conditions* (U. S. Dept. Labor, Bur. Labor Statistics, Bull. No. 550, Feb. 1932), p. 92.

[2] F. P. Foisie, *A Study of Longshore Earnings in Washington Ports in Relation to Determining Compensation Under the Longshoremen's and Harbor Workers' Compensation Act*, pp. 29-39.

[3] F. P. Foisie, *Decasualizing Longshore Labor and the Seattle Experience*, p. 12.

[4] Stern, *op. cit.*, p. 93. Company men had the right at any time to be transferred back to the reserve gangs.

Table D-1.- DISTRIBUTION OF 505 SEATTLE LONGSHOREMEN BY ESTIMATED NUMBER OF EQUIVALENT-STRAIGHT-TIME HOURS WORKED, 1927-29[a]

Number of equivalent-straight-time hours worked[b]	1927		1928		1929	
	Number	Percent	Number	Percent	Number	Percent
Total	505	100.0	505	100.0	505	100.0
Less than 900	5	1.0	14	2.8	12	2.4
900- 999.9	4	0.8	4	0.8	4	0.8
1,000-1,099.9	7	1.4	10	2.0	8	1.6
1,100-1,199.9	12	2.4	15	3.0	15	3.0
1,200-1,299.9	15	3.0	21	4.1	13	2.6
1,300-1,399.9	25	4.9	24	4.7	26	5.1
1,400-1,499.9	18	3.6	25	4.9	20	3.9
1,500-1,599.9	20	3.9	37	7.3	35	6.9
1,600-1,699.9	43	8.5	56	11.1	38	7.5
1,700-1,799.9	45	8.9	50	9.9	58	11.5
1,800-1,899.9	55	10.9	75	14.8	64	12.7
1,900-1,999.9	52	10.3	70	13.9	60	11.9
2,000-2,099.9	63	12.5	70	13.9	63	12.5
2,100-2,199.9	56	11.1	18	3.6	40	7.9
2,200-2,299.9	50	9.9	5	1.0	26	5.1
2,300-2,399.9	26	5.1	4	0.8	9	1.8
2,400-2,499.9	4	0.8	5	1.0	3	0.6
2,500-2,599.9	2	0.4	0	0	6	1.2
2,600-2,699.9	2	0.4	0	0	2	0.4
2,700-2,799.9	0	0	0	0	0	0
2,800 or over	1	0.2	2	0.4	3	0.6

[a] Estimated from table of annual earnings in F. P. Foisie, *A Study of Longshore Earnings in Washington Ports in Relation to Determining Compensation Under the Longshoremen's and Harbor Workers' Compensation Act* (Seattle, Wash.: mimeo., Sept. 10, 1930), pp. 30-9. These distributions do not include truckers (men who trucked cargo to and from the ship's side). They received a lower rate of pay than longshoremen (those who worked on board ship and those who handled the "hook" on the dock). Under the present agreement truckers are defined as longshoremen.

[b] Computed by dividing earnings by $0.90 for regular longshoremen and $1.00 for foremen, hatch foremen, double-winch drivers, riggers, boom men, side runners, grain-chute riggers, and ore handlers.

It will be observed from table D-1 that the character of the distributions in these 3 years is somewhat different from that of the distributions for San Francisco during the period of the survey. The principal difference was apparently the result of the lack of control over maximum hours in Seattle, a control which in San Francisco led to a higher concentration at or near the maximum than was the case in Seattle. Also it is evident that the level of earnings in terms of equivalent-straight-time hours was higher in San Francisco during 1937 for the labor

force as a whole than in Seattle for the years 1927-28 for this selected group of steady reserve workers.

EVERETT

A dispatching hall was maintained in the port of Everett, Washington, and data on the earnings of 291 men who worked in each of the 3 years 1927, 1928, and 1929 are available. These include men who did not work steadily[5] but do not include the registered men who did not work in each of the 3 years or the nonregistered casuals.

It will be noted in table D-2, which presents the distribution of the men according to equivalent-straight-time hours

Table D-2.- DISTRIBUTION OF 291 EVERETT LONGSHOREMEN BY ESTIMATED NUMBER OF EQUIVALENT-STRAIGHT-TIME HOURS WORKED, 1927-29[a]

Number of equivalent-straight-time hours worked[b]	1927		1928		1929	
	Number	Percent	Number	Percent	Number	Percent
Total	291	100.0	291	100.0	291	100.0
Less than 900	57	19.6	56	19.2	78	26.8
900- 999.9	19	6.5	8	2.7	12	4.1
1,000-1,099.9	18	6.2	10	3.4	16	5.5
1,100-1,199.9	17	5.9	14	4.8	19	6.5
1,200-1,299.9	15	5.2	19	6.5	20	6.9
1,300-1,399.9	19	6.5	20	6.9	14	4.8
1,400-1,499.9	19	6.5	17	5.9	25	8.6
1,500-1,599.9	24	8.3	18	6.2	16	5.5
1,600-1,699.9	21	7.2	14	4.8	17	5.9
1,700-1,799.9	20	6.9	29	10.0	17	5.9
1,800-1,899.9	19	6.5	27	9.3	9	3.1
1,900-1,999.9	17	5.9	17	5.9	12	4.1
2,000-2,099.9	8	2.7	18	6.2	14	4.8
2,100-2,199.9	13	4.5	12	4.1	9	3.1
2,200-2,299.9	3	1.0	9	3.1	7	2.4
2,300-2,399.9	1	0.3	2	0.7	4	1.4
2,400-2,499.9	1	0.3	1	0.3	1	0.3
2,500 or over	0	0	0	0	1	0.3

[a] Estimated from table of annual earnings in F. P. Foisie, *A Study of Longshore Earnings in Washington Ports in Relation to Determining Compensation Under the Longshoremen's and Harbor Workers' Compensation Act* (Seattle, Wash.: mimeo., Sept. 10, 1930), pp. 48-53.

[b] Computed by dividing earnings by $0.90 for regular longshoremen and $1.00 for foremen, hatch foremen, double-winch drivers, boom men, and side runners.

[5] Foisie, *A Study of Longshore Earnings in Washington Ports*, *op. cit.*, p. 47.

worked, that there is practically no evidence of equalization. Particularly noticeable is the large proportion of men who worked less than 900 hours in each of the 3 years.

TACOMA

So far as the distribution of work is concerned, Tacoma presents a picture similar to that of Everett. Table D-3 shows the distribution of earnings for a selected group of 222 Tacoma longshoremen (including dockers) who worked reasonably steadily throughout 1928 and 1929.[6] It is evident that the work was not evenly divided among the men and that, as pointed out by Dr. Stern, the men not included in this distribution earned considerably less than these averages. During the period, two locals of the ILA were in existence in the port, and there was an understanding that the employers were to select their longshore labor from the ranks of the organized workers exclusively. However, selection was the prerogative of the foremen, and no attempt at rotation of work was made. In fact, Dr. Stern stated that "although the two locals restrict their membership to a definite number of men, the port of Tacoma can not be classified among the decasualized ports."[7]

Table D-3.- DISTRIBUTION OF 222 TACOMA LONGSHOREMEN, BY ANNUAL EARNINGS, 1928 AND 1929[a]

Annual earnings (dollars)	1928		1929	
	Number	Percent	Number	Percent
Total	222	100.0	222	100.0
Under 1,000	19	8.5	12	5.4
1,000-1,199.99	23	10.4	12	5.4
1,200-1,399.99	37	16.7	28	12.6
1,400-1,599.99	33	14.9	31	14.0
1,600-1,799.99	31	14.0	22	9.9
1,800-1,999.99	34	15.3	46	20.7
2,000-2,199.99	20	9.0	29	13.1
2,200-2,399.99	13	5.8	23	10.4
2,400 or over	12	5.4	19	8.5

[a] Adapted from Boris Stern, *Cargo Handling and Longshore Labor Conditions* (U. S. Dept. Labor, Bur. Labor Statistics, Bull. No. 550, Feb. 1932), table 44, p. 96.

[6] Stern (*op. cit.*, p. 94) estimated that there was a total of approximately 800 men in the port at that time.

[7] *Ibid.*

PORTLAND

In Portland a work-rotation scheme was maintained for the permanent force of about 300 men, divided into gangs of 12 men each. No gangs were assigned exclusively to any one company, and no distinction was made between longshoremen and truckers, all men receiving the same rates of pay. Table D-4 shows the distribution of average monthly equivalent-straight-time hours per gang for the years 1924-28. This distribution is to be compared with the distribution of gangs in San Francisco where, in an average 4-week period in 1937, 97 percent of the gangs fell in the interval of 190-210 hours (cf. table 8).

Table D-4.- DISTRIBUTION OF PORTLAND LONGSHORE GANGS, BY AVERAGE MONTHLY NUMBER OF EQUIVALENT-STRAIGHT-TIME HOURS WORKED, 1924-28[a]

Average monthly number of equivalent-straight-time hours worked[b]	Number of gangs[c]				
	1924	1925	1926	1927	1928
Total	25	25	23	22	23
120-129.9	0	0	0	2	0
130-139.9	0	1	0	7	0
140-149.9	0	5	1	13	7
150-159.9	6	16	13	0	15
160-169.9	16	3	7	0	1
170 or over	3	0	2	0	0

[a]Based on Boris Stern, *Cargo Handling and Longshore Labor Conditions* (U. S. Dept. Labor, Bur. Labor Statistics, Bull. No. 550, Feb. 1932), pp. 95-6.
[b]Estimated by dividing average monthly earnings per man by $0.90.
[c]Each gang includes 12 men.

In addition to the men in these permanent gangs, there were at that time about 400 men on the extra board and some 400 casuals who received last preference for work. It can be assumed that their earnings were much lower and more widely varied.

LOS ANGELES

For the port of Los Angeles data are available for the 61 gangs of regular registered longshoremen (excluding truckers) for the 7 months from October 1929 through April 1930. These gangs included about 550 men. The earnings of these men were undoubtedly higher than those of most of the remaining 1,000 men registered for work in the port.

As is indicated in table D-5, practically no equalization of work between gangs was accomplished, for these 7 months at least. The variation in hours appears to be partly the result of lack of coordination between the gangs assigned to various companies and the reserve gangs. Three of the six companies rotated their gangs so that the spread between high and low gangs attached to one company was less than 30 hours for an average month; for the other three the range was between 40 and 60 hours. The range for the reserve gangs was 30 hours. This contrasts markedly with the spread shown in table D-5.

Table D-5.- DISTRIBUTION OF LOS ANGELES LONGSHORE GANGS, BY AVERAGE MONTHLY NUMBER OF EQUIVALENT-STRAIGHT-TIME HOURS WORKED, 1929-30[a]

Average monthly number of equivalent-straight-time hours worked[b]	Number of gangs[c]
Total	61
140-149.9	6
150-159.9	10
160-169.9	4
170-179.9	7
180-189.9	12
190-199.9	6
200-209.9	12
210-219.9	2
220 or over	2

[a]Based on Boris Stern, *Cargo Handling and Longshore Labor Conditions* (U. S. Dept. Labor, Bur. Labor Statistics, Bull. No. 550, Feb. 1932), pp. 99-101.

[b]Estimated by dividing average monthly earnings per man by $0.90.

[c]Each gang includes nine men; October 1929-April 1930.

NEW YORK AND BALTIMORE

By way of comparison with the West Coast ports where some decasualization was effected, some limited data for New York and Baltimore may be considered.[8]

In New York permanent attachment to a company is a favored status enjoyed by only a small proportion of the total number of men who work in the port, and this situation has not changed

[8]*Ibid.*, pp. 74-81, 85-7.

materially for many years. Data are available for eight gangs more or less permanently employed by one shipping company during 1928. As indicated in table D-6, even these favored gangs averaged no more work per month in 1928 than did most of the gangs in San Francisco in 1937, a year when presumably less work was available.

In Baltimore all foreign and intercoastal cargoes were handled by union workers, and the size of the labor force was

Table D-6.- DISTRIBUTION OF EIGHT NEW YORK LONGSHORE GANGS, BY AVERAGE MONTHLY NUMBER OF EQUIVALENT-STRAIGHT-TIME HOURS WORKED, 1928[a]

Average monthly number of equivalent-straight-time hours worked[b]	Number of gangs[c]
170-179.9	1
180-189.9	2
190-199.9	3
200-209.9	1
210 or over	1

[a]Based on Boris Stern, *Cargo Handling and Longshore Labor Conditions* (U. S. Dept. Labor, Bur. Labor Statistics, Bull. No. 550, Feb. 1932), table 31, p. 78.
[b]Estimated by dividing average monthly earnings per man by $0.85.
[c]Each gang includes 18 men.

Table D-7.- DISTRIBUTION OF 10 BALTIMORE LONGSHORE GANGS, BY AVERAGE MONTHLY NUMBER OF EQUIVALENT-STRAIGHT-TIME HOURS WORKED, 1927[a]

Average monthly number of equivalent-straight-time hours worked[b]	Number of gangs[c]
130-139.9	1
140-149.9	0
150-159.9	4
160-169.9	2
170-179.9	2
180 or over	1

[a]Based on Boris Stern, *Cargo Handling and Longshore Labor Conditions* (U. S. Dept. Labor, Bur. Labor Statistics, Bull. No. 550, Feb. 1932), table 37, p. 87.
[b]Estimated by dividing average monthly earnings per man by $0.85.
[c]Each gang includes 18 men.

controlled to some degree through high initiation fees and strict regulations. The men were organized in gangs whose foremen were approved by the employers and the union, and the majority of the gangs were assigned to individual companies. The distribution of the average monthly equivalent-straight-time hours of 10 gangs employed by a large stevedore company in 1927 (see table D-7) indicates as wide a dispersion in Baltimore as in New York, and a much lower level of monthly hours.

APPENDIX E

DOCUMENTARY MATERIAL

NATIONAL LONGSHOREMEN'S BOARD: ARBITRATORS' AWARD[1]

In the Matter of the Arbitration Between Pacific Coast District Local 38 of the International Longshoremen's Association, Acting on Behalf of the Various Locals Whose Members Perform Longshore Labor and Waterfront Employers of Seattle, Waterfront Employers of Portland, Waterfront Employers' Union of San Francisco and Marine Service Bureau of Los Angeles

This award is made pursuant to agreement dated the 7th day of August, 1934, between the above named parties, which agreement is hereby referred to and made a part hereof.

Said agreement provides that the decision of the arbitrators (which shall be in writing and must be by a majority) shall constitute a series of agreements between the International Longshoremen's Association, acting on behalf of various Locals whose members perform longshore labor, first party, on the one hand, and Waterfront Employers of Seattle, a list of the members of which is attached to said agreement, marked Exhibit "A", second party, Waterfront Employers of Portland, a list of the members of which is attached to said agreement, marked Exhibit "B", third party, Waterfront Employers' Union of San Francisco, a list of the members of which is attached to said agreement, marked Exhibit "C", fourth party, and Marine Service Bureau of Los Angeles, a list of the members of which is attached to said agreement, marked Exhibit "D", fifth party, separately, on the other hand, which shall be binding upon each of said parties as aforesaid for the period to and including September 30, 1935, and which shall be considered as renewed from year to year thereafter between the respective parties unless either party to the respective agreements shall give written notice to the other of its desire to modify or terminate the same, said notice to be given at least forty (40) days prior to the expiration date. If such notice shall be given by any party other than the International Longshoremen's Association, first party, then the International Longshoremen's Association shall have fifteen (15) days thereafter within

[1] Transcript of the award as issued in mimeographed form.

which it may give written notice of termination of all of said agreements whereon on the succeeding September 30th, all of said agreements shall terminate. If such notice or notices are not so given the agreement shall be deemed to be renewed for the succeeding year.

The arbitrators decide and award as follows:

Section 1.- Longshore work is all handling of cargo in its transfer from vessel to first place of rest including sorting and piling of cargo on the dock, and the direct transfer of cargo from vessel to railroad car or barge and vice versa.

The following occupations are included in longshore work: Longshoremen, gang bosses, hatch tenders, winch drivers, donkey drivers, boom men, burton men, sack-turners, side runners, front men, jitney drivers, and any other person doing longshore work as defined in this section.

Section 2.- Six hours shall constitute a day's work. Thirty hours shall constitute a week's work, averaged over a period of four weeks. The first six hours worked between the hours of 8 A. M. and 5 P. M. shall be designated as straight time. All work in excess of six hours between the hours of 8 A. M. and 5 P. M., and all work during meal time and between 5 P. M. and 8 A. M. on week days and from 5 P. M. on Saturday to 8 A. M. on Monday, and all work on legal holidays, shall be designated as overtime. Meal time shall be any one hour between 11 A. M. and 1 P. M. When men are required to work more than five consecutive hours without an opportunity to eat, they shall be paid time and one-half of the straight or overtime rate, as the case may be, for all the time worked in excess of five hours without a meal hour.

Section 3.-

(a) The basic rate of pay for longshore work shall not be less than $0.95 (ninety-five cents) per hour for straight time, nor less than $1.40 (one dollar and forty cents) per hour for overtime, provided, however, that for work which is now paid higher than the present basic rates, the differentials above the present basic rates shall be added to the basic rates established in this paragraph (a).

(b) For those classifications of penalty cargo for which differentials are now paid above the present basic rates, the

same differentials above the basic rates established by this award shall be maintained and paid;

(c) For shoveling, shoveling bones in bulk, both non-offensive and offensive, ten cents above the basic rate shall be paid in Los Angeles;

(d) For handling creosote and creosote wood products, green hides, and fertilizer, for which a differential of ten cents above the present basic rates is now allowed in Los Angeles to foremen, the same differential of ten cents shall also be paid in Los Angeles to men handling these commodities;

(e) For handling logs, piles and lumber which have been submerged, when loaded from water, ten cents above the basic rates established by this award shall be paid for thirty tons or over in Portland;

(f) The increases in the rates of pay established by this award shall be paid as of July 31, 1934.

Section 4.- The hiring of all longshoremen shall be through halls maintained and operated jointly by the International Longshoremen's Association, Pacific Coast District, and the respective employers' associations. The hiring and dispatching of all longshoremen shall be done through one central hiring hall in each of the ports of Seattle, Portland, San Francisco and Los Angeles, with such branch halls as the Labor Relations Committee, provided for in Section 9, shall decide. All expense of the hiring halls shall be borne one-half by the International Longshoremen's Association and one-half by the employers. Each longshoreman registered at any hiring hall who is not a member of the International Longshoremen's Association shall pay to the Labor Relations Committee toward the support of the hall a sum equal to the pro rata share of the expense of the support of the hall paid by each member of the International Longshoremen's Association.

Section 5.- The personnel for each hiring hall shall be determined and appointed by the Labor Relations Committee for the port, except that the dispatcher shall be selected by the International Longshoremen's Association.

Section 6.- All longshoremen shall be dispatched without favoritism or discrimination, regardless of union or non-union membership.

Section 7.- The Labor Relations Committee in Seattle, Portland and Los Angeles, where hiring halls now exist, shall decide within twenty days from the date of this award whether a hiring hall now in use shall be utilized. If in any of said ports no decision is made within such twenty days, a new hall shall be established in such port within thirty days from the date of this award.

Section 8.- The hiring and dispatching of longshoremen in all the ports covered by this award other than those mentioned in Section 4, and excepting Tacoma, shall be done as provided for the ports mentioned in Section 4; unless the Labor Relations Committee in any of such ports establishes other methods of hiring or dispatching.

Section 9.- The parties shall immediately establish for each port affected by this award, a Labor Relations Committee to be composed of three representatives designated by the employers' association of that port and three representatives designated by the International Longshoremen's Association. By mutual consent the Labor Relations Committee in each port may change the number of representatives from the International Longshoremen's Association and the employers' association. In the event that such committee fails to agree on any matter, they may refer such matter for decision to any person or persons mutually acceptable to them, or they shall refer such matter, on request of either party, for decision to an arbitrator, who shall be designated by the Secretary of Labor of the United States or by any person authorized by the Secretary to designate such arbitrator. Such arbitrator shall be paid by the International Longshoremen's Association and by the employers' association in each port. Nothing in this section shall be construed to prevent the Labor Relations Committee from agreeing upon other means of deciding matters upon which there has been disagreement.

Section 10.- The duties of the Labor Relations Committee shall be:

(a) To maintain and operate the hiring hall;

(b) Within thirty days from the date of this award to prepare a list of the regular longshoremen of the port, and after such thirty days no longshoreman not on such list shall be dispatched from the hiring hall or employed by any employer

while there is any man on the registered list qualified, ready and willing to do the work. No one shall be registered as a longshoreman who did not, during a period of three years immediately preceding May 9, 1934, derive his livelihood from the industry during not less than any twelve months. Pending the preparation of these lists, no longshoreman who was a member of a gang or who was on any registered list or extra list between January 1, 1934, and May 9, 1934, shall be denied the opportunity of employment in the industry. The Labor Relations Committee, in registering longshoremen, may depart from this particular rule;

(c) To decide questions regarding rotation of gangs and extra men; revision of existing lists of extra men and of casuals; and the addition of new men to the industry when needed;

(d) To investigate and adjudicate all grievances and disputes relating to working conditions;

(e) To decide all grievances relating to discharges. The hearing and investigation of grievances relating to discharges shall be given preference over all other business before the committee. In case of discharge without sufficient cause, the committee may order payment for lost time or reinstatement with or without payment for lost time;

(f) To decide any other question of mutual concern relating to the industry and not covered by this award.

The committee shall meet at any time within twenty-four hours, upon a written notice from either party stating the purpose of the meeting.

Section 11.-

(a) The Labor Relations Committee for each port shall determine the organization of gangs and methods of dispatching. Subject to this provision and to the limitations of hours fixed in this award, the employers shall have the right to have dispatched to them, when available, the gangs in their opinion best qualified to do their work. Subject to the foregoing provisions gangs and men not assigned to gangs shall be so dispatched as to equalize their earnings as nearly as practicable, having regard to their qualifications for the work they are required to do. The employers shall be free to select their men within those eligible under the policies jointly

determined, and the men likewise shall be free to select their jobs;

(b) The employees must perform all work as ordered by the employer. Any grievance resulting from the manner in which the work is ordered to be performed shall be dealt with as provided in Section 10;

(c) The employer shall have the right to discharge any man for incompetence, insubordination or failure to perform the work as required. If any man feels that he has been unjustly discharged, his grievance shall be dealt with as provided in Section 10;

(d) The employer shall be free, without interference or restraint from the International Longshoremen's Association, to introduce labor saving devices and to institute such methods of discharging and loading cargo as he considers best suited to the conduct of his business, provided such methods of discharging and loading are not inimical to the safety or health of the employees.

(Signed) Edward J. Hanna, Chairman
Edward F. McGrady

I concur except as to the provisions of Section 3.
O. K. Cushing

Dated this 12th day of October, 1934
At San Francisco, California.

WAGE SCALE AND WORKING RULES FOR LONGSHORE WORK[2] SAN FRANCISCO BAY DISTRICT

(Effective January 12, 1935)

1. Six (6) hours shall constitute a day's work.

2. Thirty (30) hours shall constitute a week's work - averaged over a period of four (4) weeks. Limit of work shall be:

44 hours in any one week,
12 hours in any one day with
a two (2) hour leeway
to finish job or ship.

On completion of a job of six (6) or more consecutive hours in any one period, men shall have a rest period of not less

[2]The working rules only are presented here.
Transcript of the published agreement as adopted pursuant to the award of the U. S. National Longshoremen's Board. Copies may be obtained from the Joint Dispatching Hall.

than eight (8) hours before resuming work or being dispatched to another job, provided that other eligible men are available.

3.(a) When men are dispatched from the Hiring Hall, and/or ordered to report to a certain dock at a specified time during straight time hours, their pay is to start after the expiration of two hours if no work is provided, and to continue until dismissed. Not less than two hours pay will be allowed whether or not work starts or lasts two hours. This section does not apply to car work.

(b) When men are ordered to report for work, or are ordered back to work, during overtime hours, they shall be paid from the hour so ordered and at which time they report, and their pay to continue until dismissed. In case there is no work or the work does not last two (2) hours, they shall receive two (2) hours pay. When men resume, continue or start a new job between the hours of one (1) A. M. and five (5) A. M., they shall receive not less than four (4) hours pay at the overtime rate.

(c) When vessels are to work approximately the full twenty-four hour day, the relief gangs are to start at six (6) P. M., whenever it is practical to do so.

(d) In case of a suspension of work for one hour or less, while the vessel is working, during straight time hours, no deduction shall be made for time lost; but men shall receive full pay for the first hour, and half pay thereafter until such time as work is resumed or men dismissed for the day. During overtime hours no deduction shall be made for such loss of time.

(e) When hatches are to be covered by the men they shall be allowed ten minutes before quitting time.

4. *Holidays*:

New Year's Day	Admission Day
Lincoln's Birthday	Columbus Day
Washington's Birthday	Armistice Day
Decoration Day	Thanksgiving Day
Independence Day	Christmas Day
Labor Day	Election Day

and any other legal holidays that may be proclaimed by State or National authorities.

5. *Meals*:

(a) Meal hours shall be one hour between eleven (11) A. M. and one (1) P. M., and five (5) P. M. and seven (7) P. M., and eleven (11) P. M. and one (1) A. M., and six (6) A. M. and eight (8) A. M. Men may be required to work through a meal hour other than the noon meal hour to finish a job or ship without a penalty applying, provided such time worked does not exceed five (5) consecutive hours without a meal. When men are required to work more than five (5) consecutive hours without an opportunity to eat, they shall be paid penalty time of $1.40 per hour straight time and $2.10 per hour overtime for all the time worked in excess of five (5) hours without a meal.

(b) If employees are not allowed a full hour for meals at the designated meal hours, employers agree to pay one hour at one and one-half the straight or overtime rate, as the case may be, for that portion of the meal hour worked.

(c) When men are required to travel during meal hours, due to shifting of vessel at points other than along the San Francisco Waterfront, and the terminals are not in the immediate vicinity of each other, they shall be allowed one-half an hour straight time over the meal hour to reach the job, except when transportation is provided, in which event men shall start work on arrival at the job.

(d) At all points where employers are required to furnish meals and such meals are not furnished the men, the sum of 60¢ will be allowed for each meal.

6. *Travelling Time*:

(a) Employees shall be paid travelling time when ordered to points outside the city and county of San Francisco and to vessels in the stream. On their arrival at the place where ordered their pay to continue during the regular working hours (first six hours worked between eight (8) A. M. and five (5) P. M.) until job is completed, except Oakland and/or Oakland Inner Harbor and Alameda, which shall be covered by rule 6 (b); they shall then be furnished with the quickest means of transportation back to San Francisco. Employers to furnish transportation both ways.

(b) One-half (½) hour travelling time allowed longshoremen going to Oakland and/or Oakland Inner Harbor and Alameda.

(c) One-half (½) hour travelling time allowed longshoremen returning from Oakland and/or Oakland Inner Harbor and Alameda.

only when ordered to report in San Francisco to same company same day.

(d) Longshoremen will be allowed one (1) hour travelling time returning from Richmond, Richmond Inner Harbor, Point Richmond and Redwood City; and one and one-half (1½) hours travelling time returning from Point Orient, or Point San Pablo, and two (2) hours travelling time from all points above San Pablo, only when ordered to report in San Francisco to same company same day.

(e) The day shall be considered to commence at twelve (12) midnight and to end at midnight.

(f) All travelling time between eight (8) A. M. and five (5) P. M. shall be counted against the six hour day if such time is incurred during the six hour straight time period.

All travelling time shall be included in the 120 hour limit.

All travelling time shall be straight time at the basic rate.

(g) When employees are ordered to points outside the City and County of San Francisco and to vessels in the stream employers shall pay for transportation both ways.

7.(a) Employers shall furnish men with suitable board and lodging when men are taken from San Francisco to Richmond and points above.

(b) If men are worked to six (6) P. M. or later at Richmond or points above they shall be provided with a meal or paid meal money.

(c) When men are taken to Richmond Inner or Outer Harbor, they shall furnish their own midday meal. All other meals at these points shall be furnished by the employer.

8. When employees are transported to work outside the City and County of San Francisco, employees are to remain with job until it is finished or men are discharged. If an employee quits the job before he is dismissed or the job is finished, except in case of sickness or injury, the cost of transportation back to San Francisco shall be deducted from such employee's earnings.

9. Crew may rig ship for handling cargo.

10. The Walking Boss shall not be subject to the working hour limitation of the award.

11. The employees must perform all work as ordered by the employer. Any grievance resulting from the manner in which the

work is ordered to be performed shall be dealt with by the Labor Relations Committee.

12. The employer shall have the right to discharge any man for incompetence, insubordination or failure to perform the work as required. If any man feels that he has been unjustly discharged, his grievance shall be dealt with by the Labor Relations Committee. In case of discharge without sufficient cause, the committee may order payment for lost time, or reinstatement with or without payment for lost time.

13. The employer shall be free, without interference or restraint from the International Longshoremen's Association, to introduce labor saving devices and to institute such methods of discharging and loading cargo as he considers best suited to the conduct of his business, provided such methods of discharging and loading are not inimical to the safety or health of the employees.

14. For all purposes of safeguarding the safety and health of employees the provisions of the Pacific Coast Marine Safety Code shall apply.

15. The employers and employees shall each appoint a Labor Relations Committee of three members, which upon complaint lodged by either party with the other, shall immediately investigate the incident or condition complained of, and adjust same, but there shall be no stoppage of work.

Signed,

Labor Relations Committee,

International Longshoremen's,
Association, Local 38-79
By F. Knopff, Chairman.

Waterfront Employers Association
of San Francisco, California
By F. C. Gregory, Chairman.

SAN FRANCISCO LONGSHORE DISPATCHING HALL: DISPATCHING RULES[3]

Dispatching and Dispatching Hours

1. Men shall be ordered so they will be able to be dispatched during regular dispatching hours.

[3]Transcript of mimeographed statement of agreement issued by the Longshore Labor Relations Committee on February 18, 1935 in San Francisco, California. Copies may be obtained from the Joint Dispatching Hall.

2. Dispatching Hours:

7:00 A. M. to 8:30 A. M.
11:00 A. M. to 12:30 P. M.
4:00 P. M. to 5:00 P. M.

Hall open from:

6:00 A. M. until 6:00 P. M. Week Days
7:00 A. M. until 9:00 A. M. Sundays & Holidays

3. All gangs going to work before 8:00 A. M., or ordered to travel before 7:15 A. M., must receive their orders before 5:00 P. M. the preceding day, including Sundays and Holidays.

4. Orders for gangs to turn to at 8:00 A. M. must be in with the dispatcher by 7:00 A. M. When a ship is in port, or its arrival is assured by 8:00 A. M., orders for gangs to turn to at 8:00 A. M. should be received at the Dispatching Hall the preceding evening.

5. Gangs or men to go to work between 8:30 A. M. and noon, must be ordered between 7:00 A. M. and 8:30 A. M.

6. Orders for gangs or men to turn to between 1:00 P. M. and 5:00 P. M. must be in with the dispatcher between 11:00 A. M. and 12:30 P. M.

7. Orders for gangs to turn to at 6:00 P. M., or later, must be in by 5:00 P. M. (3:00 P. M.)

8. Gangs and men must be ordered for a specific time and job.

Organization of Gangs and Extra Men's Lists

1. The registered men of the port will be divided into gangs and extra men.

2. Gangs will be divided into preferred gangs which will be assigned to companies, and extra gangs which will be available for dispatching to any company as needed.

3. Extra men will be listed according to their special qualifications, such as winch drivers, jitney drivers, etc., to assist in dispatching.

4. Extra gangs and extra men will be dispatched in rotation.

5. The work will be divided as evenly as practicable among all registered men.

6. *Preferred Gangs*:

(a) Each employer will furnish the committee with the number of gangs and the names of gang bosses which he wishes to

have permanently assigned to him. This number will be limited to his ability to provide the average work over the four weeks period. If such gangs prefer to work for the employer instead of working as extra gangs, they will be so assigned and will be available for extra work *only after all extra gangs are working or have received more than the average work of the port at that date.*

(b) Such preferred gangs may consist of any number of men which is most desirable for the regular operations, *but all members of such gang must be employed while the gang is working.* Members of a gang may be assigned to do other work, *providing that two or more gangs shall not be split to form an extra gang.*

(c) The employer will select his preferred gangs and furnish the committee with the names and permanent numbers of such members. The names of such gang members will not be listed on the extra board.

(d) When an employer no longer wishes to employ a preferred gang, he shall notify the gang boss and the dispatcher and at the end of the job the gang will be returned to the extra gang list.

(e) When a preferred gang wishes to return to the extra gang list, it shall inform the employer and the dispatcher and at the end of the job the gang will be returned to the extra gang list.

(f) If a member of a preferred gang wishes to leave that gang, he will notify his gang boss and the Dispatcher and will be relieved as the job is completed and a replacement can be secured from the list of extra men.

(g) Any temporary replacements in a preferred gang, or any temporary additions thereto, shall be assigned by the Dispatcher from the extra men's list, and upon completion of the job shall be returned to the extra list. If such vacancy is to be of a considerable length of time, due to injury, illness or other causes, the employer may request the Dispatcher to assign an extra man to this vacancy pending the return of the regular member.

7. *Extra Gangs*:

(a) Extra gangs will be formed under the direction of the committee and will consist of a standard number of 16 men:

1 - Gang Boss
2 - Deck Men
6 - Hold Men
6 - Dock Men
1 - Jitney Driver

(b) Extra gangs will be listed upon the rotation board by their number, and shall be dispatched in rotation, excepting that if an extra gang shall have worked substantially more than the average gang list, the dispatcher may place it at the bottom of the list until such time as work is equalized.

(c) If an employer desires larger than a standard gang, he will so inform the dispatcher and the additional men shall be taken from the list of extra men.

(d) If an employer desires less than a standard extra gang he will order the desired number of men and the Dispatcher will dispatch men from the extra men's list.

(e) If an extra gang shall refuse a job when called in rotation, it shall be placed at the bottom of the list, unless the gang gives the Dispatcher a valid reason for such refusal.

8. *Extra Men*:

(a) The extra men shall be placed on lists according to their special qualifications if they so desire:

1 - Winchdrivers and Hatchtenders
2 - Jitney Drivers
3 - Hold and Dock Men
4 - Lumbermen
5 - Car Men

(b) The men on these lists will be dispatched in rotation, excepting that if individuals have received more than the average amount of work of the extra men's list, they may be placed at the bottom of the list until such time as work has been equalized.

(c) If an individual called in turn refuses to accept a job, he shall automatically go to the bottom of the list, unless the man gives the Dispatcher a valid reason for such refusal.

9. In attempting to equalize the work of the port individuals or gangs that refuse work when called will not be entitled to have their hours equalized during that period at the expense of the gangs or individuals who have accepted such jobs.

10. Any employer may retain a "specialty gang" if sufficient "specialty" work can be supplied to enable such gang to work the average hours of the port.

General Dispatching Rules

1. No gang shall be preferred by more than one company.

2. Upon completion of a job or a ship, all gang bosses shall turn in their gang reports to the Dispatcher gang reports to the Dispatcher [sic] (printed report cards).

3. Upon the completion of a job or ship, all gangs and/or men shall receive their their [sic] orders for the next job from the Joint Dispatching Hall.

4. All gangs may call the Hall for orders by telephone if it is practicable to do so.

5. All replacements called to fill temporary vacancies in all gangs must finish the job or ship for which they are called, unless otherwise provided for.

6. When an extra gang is hired it shall not be replaced by any other gang, until the gang has had at least six hours work.

****

1. Registered longshoremen are required to report at the Dispatching Hall upon notice from the Labor Relations Committee.

2. First Brass Check (permanent registered number) will be issued free. If lost, a charge of 50¢ will be made for a duplicate check.

3. Carry Brass Check at all times.

4. Report loss of Brass Check to the Dispatcher at *once*.

5. No interchange of Brass Checks allowed. Any infringement of this rule may mean temporary suspension from the registered list.

6. Men who do not report for work for a period of thirty days will have their names removed temporarily from the dispatching list. Men desiring a leave of absence must leave their *Brass Checks* with the Dispatcher. Men on sick or injured list must report to Dispatcher before they will be replaced on the dispatching list.

Approved by the
Longshore Labor Relations Committee
February 18, 1935.

AGREEMENT BETWEEN PACIFIC COAST DISTRICT, LOCAL 38 OF THE INTERNATIONAL LONGSHOREMEN'S ASSOCIATION AND WATERFRONT EMPLOYERS' OF SEATTLE WATERFRONT EMPLOYERS OF PORTLAND WATERFRONT EMPLOYERS' ASSOCIATION OF SAN FRANCISCO WATERFRONT EMPLOYERS' ASSOCIATION OF SOUTHERN CALIFORNIA AND SHIPOWNERS' ASSOCIATION OF THE PACIFIC COAST[4]

(Dated: February 4, 1937)

Agreement

THIS AGREEMENT by and between PACIFIC COAST DISTRICT, LOCAL 38 of the INTERNATIONAL LONGSHOREMEN'S ASSOCIATION, hereinafter designated as the Union, and the Coast Committee for the shipowners on behalf of the WATERFRONT EMPLOYERS OF SEATTLE, WATERFRONT EMPLOYERS OF PORTLAND, WATERFRONT EMPLOYERS ASSOCIATION OF SAN FRANCISCO and WATERFRONT EMPLOYERS' ASSOCIATION OF SOUTHERN CALIFORNIA (formerly Marine Service Bureau of Los Angeles), hereinafter designated as the Employers:

Witnesseth:

It is agreed that the Award of the National Longshoremen's Board of October 12, 1934, by and between the parties hereto shall be amended in the respects hereinafter specified: This agreement shall go into effect as of February 5, 1937, and shall remain in effect to and including September 30, 1937, and shall be considered as renewed from year to year thereafter between the respective parties unless either party shall give written notice to the other of its desire to modify or terminate the same, said notice to be given at least sixty (60) days prior to the expiration date. Negotiations shall commence within ten (10) days from the date of receipt of such notice. If such notice or notices are not so given the agreement shall be deemed to be renewed for the succeeding year.

Section 1.- The provisions of this agreement shall apply to all handling of cargo in its transfer from vessel to first place of rest, and vice versa, including sorting and piling of cargo on the dock; and the direct transfer of cargo from vessel to railroad car or barge, and vice versa, when such work is performed by employees of the companies parties to this agreement.

[4]Transcript of published agreement issued on February 4, 1937 in San Francisco, California. Copies may be obtained from the Joint Dispatching Hall.

It is agreed and understood that if the employers, parties to this agreement shall sub-contract work as defined herein, provision shall be made for the observance of this agreement.

The following occupations shall be included under the scope of this agreement: Longshoremen, gang bosses, hatch tenders, winch drivers, donkey drivers, boom men, burton men, sack-turners, side runners, front men, jitney drivers, lift jitney drivers, and any other person doing longshore work as defined in this section.

Section 2.- Six hours shall constitute a day's work. Thirty hours shall constitute a week's work, averaged over a period of four weeks. The first six hours worked between the hours of 8 A. M. and 5 P. M. shall be designated as straight time, but there shall be no relief of gangs before 5 P. M. All work in excess of six hours between the hours of 8 A. M. and 5 P. M. and all work during meal time and between 5 P. M. and 8 A. M. on week days and from 5 P. M. on Saturday to 8 A. M. on Monday, and all work on legal holidays, shall be designated as overtime. Meal time shall be any one hour between 11 A. M. and 1 P. M. When men are required to work more than five consecutive hours without an opportunity to eat, they shall be paid time and one-half of the straight or overtime rate, as the case may be, for all time worked in excess of five hours without a meal hour.

Section 3.-

(a) The basic rate of pay for longshore work shall not be less than ninety-five cents (95¢) per hour for straight time, nor less than one dollar and forty cents ($1.40) per hour for overtime, provided however, that for work which is now paid higher than the present basic rates, the differentials above the present basic rates shall be added to the basic rates established in this paragraph.

(b) For those classifications of penalty cargo for which differentials are now paid above the present basic rates, the same differentials above the basic rates established by this agreement shall be maintained and paid; provided that it is agreed in principle that penalty cargoes should be at a uniform rate for the entire Pacific Coast, and that immediately after the execution of this agreement a Joint Committee be appointed for the purpose of working out as quickly as possible such

uniform rates for any of the cargoes mentioned in the proposals of the International Longshoremen's Association heretofore submitted as to which penalties are applicable.

Section 4.- The hiring of all longshoremen shall be through halls maintained and operated jointly by the International Longshoremen's Association, Pacific Coast District, and the respective employers' associations. The hiring and dispatching of all longshoremen shall be done through one central hiring hall in each of the ports of Seattle, Portland, San Francisco and Los Angeles, with such branch halls as the Labor Relations Committee, provided for in Section 9, shall decide. All expense of the hiring halls shall be borne one-half by the International Longshoremen's Association and one-half by the employers. Each longshoreman registered at any hiring hall who is not a member of the International Longshoremen's Association shall pay to the Labor Relations Committee toward the support of the hall a sum equal to the pro rata share of the expense of the support of the hall paid by each member of the International Longshoremen's Association.

Section 5.- The personnel for each hiring hall shall be determined and appointed by the Labor Relations Committee for the port, except that the dispatcher shall be selected by the International Longshoremen's Association.

Section 6.- Preference of employment shall be given to members of Pacific Coast District International Longshoremen's Association whenever available. This section shall not deprive the employers, members of the Labor Relations Committee of the right to object to unsatisfactory men (giving reasons therefor) in making additions to the registration list, and shall not interfere with the making of appropriate dispatching rules.

Section 7.-

(a) The following holidays shall be recognized: New Year's Day, Lincoln's Birthday, Washington's Birthday, Memorial Day, Independence Day, Labor Day, Columbus Day, Armistice Day, Thanksgiving Day, General Election Day, Christmas Day, or any other legal holiday that may be proclaimed by state or national authority. When a holiday falls on Sunday the following Monday shall be observed as a holiday.

(b) Election Day. On election day the work shall be so arranged as to enable the men to vote.

Section 8.- The hiring and dispatching of longshoremen in all ports covered by this award other than those mentioned in Section 4, and excepting Tacoma, shall be done as provided for the ports mentioned in Section 4; unless the Labor Relations Committee in any of such ports established other methods of hiring or dispatching.

Section 9.- The parties shall immediately establish for each port affected by this agreement, a Labor Relations Committee to be composed of three representatives designated by the Employers' Association of that port and three representatives designated by the International Longshoremen's Association. By mutual consent the Labor Relations Committee in each port may change the number of representatives from the International Longshoremen's Association and the Employers' Association. In the event that such committee fails to agree on any matter, they may refer such matter for decision to any person or persons mutually acceptable to them, or they shall refer such matter, on request of either party, for decision to an arbitrator, who shall be designated by the Secretary of Labor of the United States or by any person authorized by the Secretary to designate such an arbitrator. Such arbitrator shall be paid by the International Longshoremen's Association and by the Employers' Association in each port. Nothing in this section shall be construed to prevent the Labor Relations Committee from agreeing upon other means of deciding matters upon which there has been disagreement.

Section 10.- The duties of the Labor Relations Committee shall be:

(a) To maintain and operate the hiring hall;

(b) To take charge of the registration list of the regular longshoremen of the port and to make such additional registration of longshoremen as may be necessary; no longshoremen not on such list shall be dispatched from the hiring hall or employed by any employer while there are any men on the registered list qualified, ready and willing to do the work;

(c) To decide questions regarding rotation of gangs and extra men; revision of existing lists of extra men and of casuals; and the addition of new men to the industry when needed;

(d) To investigate and adjudicate all grievances and disputes relating to working agreements;

(e) To decide all grievances relating to discharges. The hearing and investigation of grievances relating to discharges shall be given preference over all other business before the Committee. In case of discharge without sufficient cause, the Committee may order payment for lost time or reinstatement with or without payment for lost time;

(f) To decide any other question of mutual concern relating to the industry and not covered by this agreement.

The Committee shall meet at any time within twenty-four (24) hours, upon a written notice from either party stating the purpose of the meeting.

Section 11.-

(a) The Labor Relations Committee for each port shall determine the organization of gangs and methods of dispatching. Subject to this provision and to the limitations of hours fixed in this agreement, the employers shall have the right to have dispatched to them, when available, the gangs in their opinion best qualified to do their work. Subject to the foregoing provisions gangs and men not assigned to gangs shall be so dispatched as to equalize their earnings as nearly as practicable, having regard to their qualifications for the work they are required to do. The employers shall be free to select their men within those eligible under the policies jointly determined, and the men likewise shall be free to select their jobs.

(b) The employees shall perform work as ordered by the employer in accordance with the provisions of this agreement. In case a dispute arises, work shall be continued pending the settlement of same in accordance with the provisions of the Agreement and under the conditions that prevailed prior to the time the dispute arose, and the matter shall be adjusted, if possible by the representatives of the International Longshoremen's Association and the Employers, who shall adjust the dispute as quickly as possible; in case they are unable to settle the matter involved within twenty-four (24) hours, then, upon request of either party, the matter shall be referred to the Labor Relations Committee.

(c) The Employers shall have the right to discharge any man for incompetence, insubordination or failure to perform the work as required in conformance with the provisions of this Agreement. If any man feels that he has been unjustly discharged or dealt with, his grievance shall be taken up as provided in Section 10 (b).

(d) The Employer shall be free, without interference or restraint from the International Longshoremen's Association to introduce labor saving devices and to institute such methods of discharging and loading cargo as he considers best suited to the conduct of his business, provided such methods of discharging and loading are not inimical to the safety or health of the employees.

(e) All members of the International Longshoremen's Association shall perform their work conscientiously and with sobriety and with due regard to their own interests shall not disregard the interests of their employers. Any International Longshoremen's Association member who is guilty of deliberate bad conduct in connection with his work as a longshoreman or through illegal stoppage of work shall cause the delay of any vessel, shall, upon trial and conviction by the International Longshoremen's Association be fined, suspended, or for deliberate repeated offenses be expelled from the Union. Any Employer may file with the Union a complaint against any member of the International Longshoremen's Association and the International Longshoremen's Association shall act thereon and notify the Employer of its decision. Any failure on the part of any local of the International Longshoremen's Association to comply with this provision in good faith may be taken up by the Employers before the Labor Relations Committee under Section 10.

(f) Rules covering longshore work when shifting ship and dispatching rules shall be adopted by the local Labor Relations Committee.

(g) The Employers shall provide safe gear and safe working conditions.

For purpose of safeguarding the safety and health of employees, a joint committee representing Pacific Coast District of the International Longshoremen's Association and the various Waterfront Employers' Associations shall negotiate and adopt a safety code for longshore work, the provisions of which

shall apply to and become a part of this agreement. The safety code shall, in addition to all other provisions, cover the subject of:

1. Stretchers on ships and docks to be used in case of accident.
2. Sanitary facilities for water supply.
3. Minimum requirements for space from hatch combing.
4. Sufficient space for clearance of cargo.
5. Mimimum clearance between decks.
6. Extension levers.
7. Elimination of work on deck when hatches are not covered.
8. Counter-weights on winch handles.

If it is a question of convenience vs. safety - "Safety First!"

If comfort vs. safety, then again - "Safety First!"

If tonnage vs. safety, then again - "Safety First!"

(h) It is agreed that immediately upon the execution of this agreement, a Joint Committee consisting of representatives of the International Longshoremen's Association and representatives of the Waterfront Employers' Association shall be appointed for the purpose of investigating, negotiating, and adopting maximum loads for standard commodities.

Agreement

This agreement by and between International Longshoremen's Association, Pacific Coast District No. 38 and the Shipowners Association of the Pacific Coast:

Witnesseth:

The 1934 Arbitration Award as amended in the foregoing agreement shall govern longshore work on steam schooners operated by members of the Shipowners Association of the Pacific Coast, provided, however, that members of crews of steam schooners may perform cargo work properly within the scope of their duties, but neither the International Longshoremen's Association nor the Shipowners' Association shall be permitted with reference to the scope or nature of the duties of longshoremen or members of the crews of steam schooners, but any dispute relating thereto, and any other dispute that may arise between the undersigned shall be determined by the Labor Relations Committee

created under said agreement, in accordance with the procedure set forth in Section 10 thereof, and any decision of the Joint Labor Relations Committee, or if they cannot agree, of the Arbitrator, shall be final and binding.

The provisions of said agreement do not apply to wages or working conditions of crews on steam schooners during such time as they are working cargo.

When the work in a hatch is not entirely controlled by longshoremen Section 11 (e) shall not apply.

MAXIMUM LOADS FOR STANDARD COMMODITIES: PACIFIC COAST PORTS[5]

(Effective July 26, 1937)

On and after July 26, 1937, at 8 o'clock in the morning, the maximum loads hereinafter specified shall be adopted for the commodities hereinafter referred to in all ports coming under the provisions of said agreement of February 4, 1937. After the effective date of this agreement all loads for commodities covered herein handled by longshoremen shall be of such size as the employer shall direct, within the maximum limits hereinafter specified, and no employer after such date shall direct and no longshoremen shall be required to handle loads in excess of those hereinafter stated. The following standard maximum sling loads are hereby adopted:

1. Canned Goods

24-2½ talls, 6-12s tall and 48-1 talls (including salmon)	35 cases to sling load
or when loads are built of	
3 tiers of 12	36 cases to sling load
24-1 talls	60 cases to sling load
24-2's talls	50 cases to sling load
6-10s talls	40 cases to sling load
Miscellaneous cans and jars	Maximum 2100 lbs.

2. Dried Fruits and Raisins (Gross Weight)

22 to 31 lbs	72 cases to sling load
32 to 39 lbs	60 cases to sling load
40 to 50 lbs	40 cases to sling load

[5] Transcript of printed booklet. Copies may be obtained from the Joint Dispatching Hall.

shall apply to and become a part of this agreement. The safety code shall, in addition to all other provisions, cover the subject of:

1. Stretchers on ships and docks to be used in case of accident.
2. Sanitary facilities for water supply.
3. Minimum requirements for space from hatch combing.
4. Sufficient space for clearance of cargo.
5. Mimimum clearance between decks.
6. Extension levers.
7. Elimination of work on deck when hatches are not covered.
8. Counter-weights on winch handles.

If it is a question of convenience vs. safety - "Safety First!"

If comfort vs. safety, then again - "Safety First!"

If tonnage vs. safety, then again - "Safety First!"

(h) It is agreed that immediately upon the execution of this agreement, a Joint Committee consisting of representatives of the International Longshoremen's Association and representatives of the Waterfront Employers' Association shall be appointed for the purpose of investigating, negotiating, and adopting maximum loads for standard commodities.

Agreement

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created under said agreement, in accordance with the procedure set forth in Section 10 thereof, and any decision of the Joint Labor Relations Committee, or if they cannot agree, of the Arbitrator, shall be final and binding.

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Miscellaneous cans and jars	Maximum 2100 lbs.

2. Dried Fruits and Raisins (Gross Weight)

22 to 31 lbs	72 cases to sling load
32 to 39 lbs	60 cases to sling load
40 to 50 lbs	40 cases to sling load

[5] Transcript of printed booklet. Copies may be obtained from the Joint Dispatching Hall.

24-2 lbs..... 35 cases to sling load
48-15 oz..... 40 cases to sling load

3. Fresh Fruits - Standard Boxes

Oranges..... Standard, 27 boxes to sling load
Oranges..... Maximum, 28 boxes to sling load
Apples and Pears..... 40 boxes to sling load

4. Miscellaneous Products

Case oil - 2 5-gal. cans
(Hand hauled to or from
ship's tackle)..... 18 cases to sling load
(Power hauled to or from
ship's tackle)..... 24 cases to sling load
Cocoanut..... 12 cases to sling load
Tea - standard..... 12 cases to sling load
Tea - small..... 16 cases to sling load
Copper (Large)..... 5 slabs to sling load
Copper (Small)..... 6 slabs to sling load
Copper (Bars)..... 9 bars to sling load
Cotton, under standard
conditions..... 3 bales to sling load
Rubber (1 tier on sling)
maximum of..... 10 bales to sling load
Gunnies, large..... 2 bales to sling load
Gunnies, medium..... 3 bales to sling load
Gunnies, small..... 4 bales to sling load
Rags, large (Above 700#)..... 2 bales to sling load
Rags, medium (500 to 700#).... 3 bales to sling load
Rags, small (below 500#)..... 4 bales to sling load
Sisal, large..... 3 bales to sling load
Hemp, ordinary..... 5 bales to sling load
Jute (400# bales)..... 5 bales to sling load
Pulp, bales weighing 350#
or more..... 6 bales to sling load
Pulp, bales weighing 349#
or less..... 8 bales to sling load

(*Note*: With respect to loading where the loads have been built by other than longshoremen, the employers will make arrangements for the application of this rule as soon as possible and in any event within 60 days from the date of this agreement).

Steel drums, containing
Asphalt, Oil, etc.,
weighing 500# or less..... 4 to the sling load
(When using Chine Hooks)
Steel drums, containing
Asphalt, Oil, etc.,
weighing 500# or less
on board (capacity of
board - 1 tier)
maximum of..... 5 drums to sling load

Barrels, wood, heavy, containing wine, lard, etc., maximum of.....	4 bbls. to sling load (When using Chine Hooks)
Barrels, wood, heavy, containing wine, lard, etc. (capacity of board - 1 tier) on board - maximum of.....	4 bbls. to sling load
Barrels, wood, containing Dry Milk, Sugar, etc.....	6 bbls. to sling load

(Present port practice or gear in handling drums of asphalt or barrels shall not be changed in order to increase the load).

Newsprint, rolls.....	2 rolls to sling load
Newsprint, rolls.....	1 when wgt. 1800# or over

5. Sacks

Flour - 140 lbs.....	15 sacks to sling load
Flour - 98 lbs.....	20 sacks to sling load
Flour - 49 lbs.....	40 sacks to sling load
Flour - 49 lbs (in balloon sling).....	50 sacks to sling load
Cement	22 sacks to sling load
Wheat	15 sacks to sling load
Barley	15 sacks to sling load
Coffee - Power haul from and to ship's tackle.....	12 sacks to sling load
Coffee - Hand haul from and to ship's tackle.....	8 sacks to sling load
Other sacks - maximum.....	2100# to sling load

6. When flat trucks are pulled by hand between ship's tackle and place of rest on dock, load not to exceed 1400#.

7. Number of loaded trailers (4 wheelers) - to be hauled by jitney as follows: Within the limits of the ordinary berthing space of the vessel - 2 trailers.

Long hauls to bulkhead warehouse or to adjoining docks or berths - 3 trailers.

Extra long haul to separate docks or across streets - 4 trailers, providing that four (4) trailers shall be used only where it is now the port practice.

8. When cargo is transported to or from the point of stowage by power equipment, the following loads shall apply:

48 - 1 talls.....	40
24 - 1 talls.....	60
24 - 2's talls.....	48

24 - 2½'s talls..... 40
6 - 10's talls..... 50
6 - 12's talls..... 50

9. This agreement is supplemental to said agreement of February 4, 1937, and is hereby made a part thereof.

The purpose of the parties in negotiating this scale of maximum loads for standard commodities, is to establish a reasonable loading and discharging rate under the working conditions applicable to the operation, including the number of men used. It is agreed that the employers will not use the maximum loads herein set forth as a subterfuge to establish unreasonable speed-ups; nor will the I. L. A. resort to subterfuges to curtail production.

WAGE RATES FOR LONGSHORE WORK: PACIFIC COAST PORTS[6]

(Effective July 26, 1937)

Basic Wages

Straight time, per hour	$ .95
Overtime	1.40

Penalty Cargo Rates

1. On and after July 26, 1937, at 8 o'clock in the morning, the penalty rates hereinafter specified shall apply to the handling of cargoes hereinafter mentioned to the extent herein stated. Said penalty rates shall supersede and apply in lieu of all penalty cargo rates now being paid in any port coming under the provisions of said agreement of February 4, 1937, and shall be the only penalty cargo rates payable for the handling of any such cargo in any such port, and none of such penalty cargo rates shall hereafter be subject to alteration or amendment except by agreement of all of the parties hereto.

2. In addition to the basic wages for longshore work as provided in Section 3 (a) additional wages to be called penalties shall be paid for the types of cargoes, condition of cargoes or working conditions specified below. Penalty cargo rates shall apply to all members of the longshore gang, including dockmen, except where herein otherwise specified. Where differentials

[6] Transcript of printed booklet. Copies may be obtained from the Joint Dispatching Hall.

are now paid for skill, penalty cargo rates shall not be pyramided thereon. Where the cargo penalty rate herein is higher than the skilled rate paid to any member of the gang, such member shall receive the cargo penalty rate less the allowance which he is receiving for skill.

Present port practices shall be continued in the payment of penalties to gang bosses.

Where two penalties might apply the higher penalty shall apply and in no case shall penalties be pyramided.

3. For shovelling all commodities except on commodities earning higher rate.

Straight time, per hour	$1.15
Overtime, per hour	1.70

To Boardmen stowing bulk grain:

Straight time, per hour	$1.25
Overtime, per hour	1.70

For handling bulk sulphur, soda ash and crude untreated potash:

Straight time, per hour	$1.40
Overtime, per hour	1.85

Untreated or offensive bones in bulk:

Straight time, per hour	$1.70
Overtime, per hour	1.70

For handling phosphate rock in bulk:

Straight time, per hour	$1.25
Overtime, per hour	1.70

4. When handling the following commodities in lots of 25 tons or more a penalty for both straight and overtime work in addition to the basic rate shall be 10¢ per hour; the total rates for such work shall be:

Straight time, per hour	$1.05
Overtime, per hour	1.50

Alfalfa Meal
Untreated or offensive Bones in sacks
Caustic Soda in drums
Celite and decolite in sacks
Coal in sacks
Cement:
(a) All discharging from ships.
(b) Loading only when in bags with no inner containers, unless the cargo falls within the provision relating to damaged cargo.

Creosote, when not crated
Creosoted Wood Products unless boxed or crated
Following fertilizers in bags:
Tankage, animal, fish, fishmeal, guano, blood meal and bone meal
Glass, broken, in sacks
Green hides
Herring, in boxes and barrels
Lime, in barrels and loose mesh sacks
Lumber products loaded out of water, including that part of cribs only which has been submerged.
Meat scraps, in sacks-
Nitrates, crude, untreated, in sacks
Phosphates, crude, untreated, in sacks
Plaster, in sacks without inner containers

Refrigerated Cargo: Handling and stowing refrigerator space meats, fowl and other similar cargoes to be transported at temperatures of freezing or below in the boxes.

Sacks: Loading only and to apply to the entire loading operation where table or chutes are used and the men are handling sacks weighing 120# or over on the basis of one man per sack.

Salt Blocks in sacks.
Scrap metal in bulk and bales, excluding rails, plates, drums, car wheels and axles.
Soda ash in bags.

When the following cargoes are leaking or sifting because of damage or faulty containers, a penalty of 10¢ per hour shall be paid; and total rate shall be:

Straight time, per hour..... $1.05
Overtime, per hour 1.50

Analine Dyes
Fish Oil, whale oil and oriental oils, in drums, barrels or cases
Lamp black.

5. *Penalties to Certain Gang Members*:

To winchdrivers, hatchtenders, siderunners, burton men, donkey drivers, stowing machine drivers and boom men only:

Handling lumber and logs out of water

Straight time, per hour..... $1.15
Overtime, per hour 1.60

To Boom men only:

Handling creosoted products out of water

Straight time, per hour..... $1.25
Overtime, per hour 1.70

To Hold men only: All paper and pulp in packages weighing 300 lbs. or over per package, only when winging up, and when stowing in fore peaks, after peaks and special compartments other than regular cargo spaces.

(This does not apply to rolls)

Straight time, per hour..... $1.05
Overtime, per hour 1.50

To Hold men only:

Head room: When there is less than 6 ft. of head room -

(a) Loading cargo in hold on top of bulk grain.

(b) Covering logs or piling with lumber products.

Straight time, per hour..... $1.05
Overtime, per hour 1.50

6. Penalties for Special Conditions:

Damaged Cargo: Cargo badly damaged by fire, collision, springing a leak or stranding, for that part of cargo only which is in a badly damaged or offensive condition.

Straight time, per hour..... $1.50
Overtime, per hour 1.50

Cargo damaged from causes other than those enumerated above, shall, if inspection warrants, pay the damaged cargo rate or such other rate as determined by the Labor Relations Committee for handling that part of the cargo only which is in a badly damaged or offensive condition.

Explosives: When working explosives, as defined by current Western Classification Rules, all men working ship and barge to receive:

Straight time, per hour..... $1.40
Overtime, per hour 1.40

Fire: When fire is burning or cargo smouldering in a hatch, the gang working the hatch to receive:

Straight time, per hour..... $2.10
Overtime, per hour 2.10

APPENDIX F

CALENDAR OF 4-WEEK WORK PERIODS[a]

Period number	Period dates	
	From	Through
1	October 15, 1934	November 11, 1934
2	November 12, 1934	December 9, 1934
3	December 10, 1934	January 6, 1935
4	January 7, 1935	February 3, 1935
5	February 4, 1935	March 3, 1935
6	March 4, 1935	March 31, 1935
7	April 1, 1935	April 28, 1935
8	April 29, 1935	May 26, 1935
9	May 27, 1935	June 23, 1935
10	June 24, 1935	July 21, 1935
11	July 22, 1935	August 18, 1935
12	August 19, 1935	September 15, 1935
13	September 16, 1935	October 13, 1935
14	October 14, 1935	November 10, 1935
15	November 11, 1935	December 8, 1935
16	December 9, 1935	January 5, 1936
17	January 6, 1936	February 2, 1936
18	February 3, 1936	March 1, 1936
19	March 2, 1936	March 29, 1936
20	March 30, 1936	April 26, 1936
21	April 27, 1936	May 24, 1936
22	May 25, 1936	June 21, 1936
23	June 22, 1936	July 19, 1936
24	July 20, 1936	August 16, 1936
25	August 17, 1936	September 13, 1936
26	September 14, 1936	October 11, 1936
27[b]	October 12, 1936	November 8, 1936
28[b]	November 9, 1936	December 6, 1936
29[b]	December 7, 1936	January 3, 1937
30[b]	January 4, 1937	January 31, 1937
31[b]	February 1, 1937	February 28, 1937
32	March 1, 1937	March 28, 1937
33	March 29, 1937	April 25, 1937
34	April 26, 1937	May 24, 1937
35	May 25, 1937	June 20, 1937
36	June 21, 1937	July 18, 1937
37	July 19, 1937	August 15, 1937
38	August 16, 1937	September 12, 1937
39	September 13, 1937	October 10, 1937
40	October 11, 1937	November 7, 1937
41	November 8, 1937	December 5, 1937
42	December 6, 1937	January 2, 1938
43	January 3, 1938	January 30, 1938

[a] According to *Wage Scale and Working Rules for Longshore Work: San Francisco Bay District*, effective January 12, 1935 (see appendix E), the following holidays were recognized: Admission Day (September 9), Armistice Day, Columbus Day, Christmas Day, Decoration Day, Election Day, Independence Day, Labor Day, Lincoln's Birthday, New Year's Day, Thanksgiving Day, and Washington's Birthday, as well as any other legal holidays that might be proclaimed by State or National authorities.

[b] Longshoremen's strike, October 31, 1936 to February 4, 1937.

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The secondary sources represent some of the literature available in English on port decasualization schemes in Europe and in America. Selected items have also been included on conditions of employment of longshoremen in casual ports, with emphasis on the United States.

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