

PORT LABOUR
IN
ABERDEEN AND GLASGOW

MINISTRY OF LABOUR
UNEMPLOYMENT INSURANCE ACT, 1935
(Section 100 (3))

PORT LABOUR.
IN
ABERDEEN AND GLASGOW

Report of the Board of Inquiry



LONDON

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REPORT

To the Right Honourable the Minister of Labour.

SIR,

We have the honour to submit the following report.

PART I.—INTRODUCTORY.

Appointment and Procedure.

1. We were appointed a Board of Inquiry by virtue of an appointment made by you, on 1st January, 1937, in the following terms:—

“Whereas an organisation representing employers and an organisation representing workpeople in the Port Transport Industry have made to the Minister of Labour a joint representation as to a difficulty in the operation of a scheme for promoting greater regularity of employment in the said industry in the ports of Aberdeen and Glasgow and/or in making a further scheme for that purpose:

“Now therefore the Minister by virtue of the powers conferred on him by section 100 (3) of the Unemployment Insurance Act, 1935, hereby appoints J. M. Irvine, Esq., K.C., LL.D. (Chairman), Sir James Leishman, and T. Murray Taylor, Esq., M.A., LL.B., to be a Board to hold an inquiry into the circumstances giving rise to the said difficulties and to make a report to him with respect thereto.”

2. On 15th and 20th January we held two preliminary meetings in private in Edinburgh to determine the procedure to be adopted at the Inquiry. We recognised that the most direct evidence upon the questions within the scope of the Inquiry was that obtainable from the organisations representing employers and the organisations representing workpeople in the port transport industry in Glasgow and in Aberdeen, from the Ministry of Labour and from the Standing Advisory Committee for the Port Transport Industry. We considered that useful information could also be obtained from certain other organisations and individuals. Accordingly invitations to tender evidence were issued to the Department of Health for Scotland, the Clyde Navigation Trust, the Harbour Commissioners at Aberdeen, the Unemployment Assistance Board, the Chambers of Commerce in Glasgow and Aberdeen, the Greenock Joint Port Labour Committee, the Leith Dock Labour Local Joint Committee, the Dundee Port Registration Committee, certain employers of dock labour at Aberdeen who were not members of the Port of Aberdeen Labour Employers' Association and certain workmen at Glasgow and Aberdeen who were not members of the workers'

organisations. At the Inquiry evidence was adduced on behalf of the National Joint Council for Dock Labour, the Port of Liverpool Dock Labour Joint Committee and the Bristol Port Labour Committee. We also, by announcements in newspapers, made it known that we would welcome evidence from any association or individual having an interest in, or experience of, the circumstances and conditions of labour engagement and employment in the port transport industry at Glasgow and Aberdeen. We decided that witnesses who were to give evidence as to local circumstances and conditions in Glasgow should be heard at Glasgow; that witnesses who were to give evidence as to local circumstances and conditions in Aberdeen should be heard at Aberdeen; and that witnesses whose evidence did not deal specifically with the local circumstances and conditions in Glasgow or in Aberdeen but dealt with matters relevant to the Inquiry as a whole should be heard either at Glasgow or at Aberdeen, as might meet their convenience. A list of the witnesses who gave oral evidence is given in Appendix I. A list of the written statements and documents submitted to us is given in Appendix II.

We have held 12 public sittings. Nine of these public sittings were held in the Justiciary Court House at Glasgow. Three of these public sittings were held in the Sheriff Court House at Aberdeen. At the sittings in Glasgow we had the advantage of having the assistance, as "technical advisers", of Captain Hugh Findlay, nominated by the Glasgow Shipowners' and Dock Labour Employers' Organisation and Mr. Allan Paton, nominated by the Scottish Transport and General Workers' Union.

Measures for Promoting Regularity of Employment in Port Transport Industry—Registration Schemes.

3. The difficulties in promoting greater regularity of employment in the ports of Glasgow and Aberdeen are not peculiar to these ports. They are similar in kind to those experienced in other ports and are to a considerable extent inherent in the nature and conditions of port transport work. In consequence of the casual nature of employment in the port transport industry the number of men seeking work at the docks tends in all ports to be far in excess of the requirements of the port. The steps to be taken to remedy that position have repeatedly been the subject of anxious investigation. We appreciated that the problems arising in Glasgow and in Aberdeen must be viewed not in isolation but in due perspective in their relation to the port labour problem as a whole and in the light of the measures adopted in recent years to promote greater regularity of employment in the port transport industry of Great Britain. These considerations constituted an important element in determining the direction of our Inquiry and the lines upon which the Inquiry proceeded.

4. In 1920 a Court of Inquiry concerning the wages and conditions of employment of dock labour—a Court of which Lord Shaw of Dunfermline was Chairman—recommended that there be constituted a national joint council for the dock labour industry. Following on that recommendation the National Joint Council for Dock Labour was formed in 1920 to deal with all questions arising within and affecting the industry. The National Joint Council, as now constituted, is representative of the National Council of Port Labour Employers, the Transport and General Workers' Union, the National Union of General and Municipal Workers and the National Amalgamated Stevedores and Dockers on behalf of their respective members. In 1930 a Committee of Inquiry on Port Labour was appointed by the Minister of Labour to enquire into employment and unemployment in the port transport services in Great Britain, with special reference to decasualisation and the administration of the Unemployment Insurance Scheme in its application to port transport workers. That Committee, of which Sir Donald Maclean was Chairman, emphasised in its report, dated 26th March, 1931, "the need of some organisation, representative of the whole industry, which can act on its behalf to encourage and assist a common effort", and, with that object, recommended that a Standing Advisory Committee, composed of representatives of the employers and trade unions in equal numbers, should be established by the National Joint Council for Dock Labour. The National Joint Council, accepting that recommendation, established in 1931 a Standing Advisory Committee. The Standing Advisory Committee, which reports upon its work to the National Joint Council, has, since the date of its appointment, sought, by all means in its power, to give effect to the recommendation of the Departmental Committee on Port Labour (1930-31) that it "should encourage and assist the development of all measures calculated to regularise port employment." The Standing Advisory Committee has been recognised by the Ministry of Labour as the body to advise the Department on matters relating to and associated with decasualisation and on matters arising from time to time in the administration of the Unemployment Insurance Scheme as it affects the port transport industry.

The Departmental Committee on Port Labour (1930-31) recognised that because of the variety of local circumstances no uniform procedure could be applied to all ports. But they expressed their "unanimous belief that registration schemes and measures taken with the object of improving the system of labour engagement and distribution have proved in practice of great advantage not only to the industry itself but to the community in general." Accordingly that Committee recommended that the Standing Advisory Committee should give particular attention to the establishment and development of joint registration

schemes in all ports. The Standing Advisory Committee has in fact given unremitting attention to the establishment and development of joint registration schemes as a means towards the regularisation of port employment. Registration schemes had been adopted in many ports before the establishment of the Standing Advisory Committee; and such schemes, varying considerably in their features and containing adaptations designed to meet the particular circumstances of individual ports, have now been set up in all the principal ports of the country with the exceptions of Glasgow and Aberdeen.

5. The term "registration" is, in itself, very indefinite. The Departmental Committee on Port Labour (1930-31) state in their Report (para. 21) that the system of registration, as a means of overcoming casual conditions in port employment, may be described as "the regulation of the supply of labour for port work by granting a general preference in port employment to selected workers, the numbers being determined on the basis of the labour requirements." All the witnesses at our Inquiry were in agreement that the regulation of the supply of labour for port work by granting a general preference in port employment to selected workers is an essential first step towards securing greater regularity of work for the *bona fide* dockers. It was plain, however, that the final judgment of the several witnesses on the merits or demerits of any particular scheme for that purpose would depend on the actual terms and conditions embodied in that scheme.

6. Throughout the Inquiry witnesses, in supporting or opposing "registration," used the term as connoting or implying certain features generally found in registration schemes approved of by the National Joint Council for Dock Labour and its Standing Advisory Committee. "Registration," as used to describe the policy followed by the National Joint Council for Dock Labour and its Standing Advisory Committee with the object of promoting the regularisation of employment in the industry, means or implies the establishment in the several ports of registration schemes having, normally, certain salient features. The basis of all the registration schemes hitherto established is a voluntary agreement between the local representatives of the industry. A joint committee, composed of an equal number of representatives of the employers' organisation and the workmen's organisation, is appointed by these organisations and is responsible for the administration of the scheme. A register of recognised dock workers is compiled by the joint committee and a token of registration is issued under the authority of the joint committee to each man enrolled on the register. When additions to the register are found to be necessary the recruitment of men is under the control of the joint committee. The men enrolled on the register are granted preference or priority of engagement,

and no non-registered men may be engaged at "calls" for labour until all suitable registered men in attendance have been engaged. Information as to the amount of the employment obtained by each registered man is made available to the joint committee. This information may be obtained from employment record books or from other returns—returns which, in the case of some ports, e.g., London, are, in effect, on an unemployment basis as distinct from an employment basis. In schemes in which employment record books are in use, an employment record book is issued by the joint committee to each registered man. This book is produced by the workman at each engagement and is returned by the employer to the workman on the completion of the engagement. It has a space in respect of each working day during the period of the currency of the book, and the fact of employment is recorded by the employer in the appropriate space. Thus the book contains a record of the employment obtained by the holder during the period of the currency of the book. The employment record book is handed over, at the end of its period of currency, to the joint committee, and a new book is issued to the workman if his record of employment is satisfactory. In those schemes in which employment record books are in use the employment record book is, in many cases, the token of registration. The joint committee, on the basis of the information obtained from employment record books or from other returns, revises and adjusts the register at regular intervals with a view to securing that it is kept in close relation to the labour requirements of the port. A vitally important feature in the local organisation under a scheme is the setting up of appropriate machinery for the engagement of labour and the distribution of the men according to the requirements of firms at the various workplaces from day to day. The method found most effective in securing that as far as possible the supply of registered workers is utilised before other labour is engaged is the establishment, in the case of large ports, of central call-stands, each of which covers a defined area of the port.

A "Model" Registration Scheme (see Appendix III) has been prepared by the Standing Advisory Committee as a basis of discussion in the framing of a scheme by the joint representatives of the industry in a particular port. The "Model" Scheme can be adapted to meet the circumstances in the particular port. A scheme, in the form agreed on by the employers and workpeople in a port, is submitted for approval, in the first place, by the Standing Advisory Committee and, subsequently, by the National Council for Dock Labour and the Ministry of Labour.

A memorandum on the History of Registration Schemes was submitted to us by the Standing Advisory Committee. There was also adduced evidence, written and oral, with regard to the

operation and effects of the registration schemes established in Liverpool, Bristol, Greenock, Leith and Dundee.

7. The Ministry of Labour, in a Statement lodged, explains that, with a view to assisting in decasualisation in the port transport industry, consistent support and encouragement has been given, as a matter of Government policy, to the establishment of port registration schemes administered jointly by representatives of the industry; that assistance has been given to registration schemes by providing out of public funds secretarial and other clerical assistance, stationery, etc., required by the joint registration committees in the administration of their respective schemes; and that the Minister attaches great importance to the effective working of registration schemes in the port transport industry as a means of assisting in the administration of the Unemployment Insurance Scheme.

PART II.—THE POSITION AT GLASGOW.

Volume of Traffic and Employment.

8. The tonnage of vessels entering the Port of Glasgow during the year ended 30th June, 1936, was 7,193,403. The goods handled during that year amounted to 6,437,441 tons, consisting of 3,169,081 tons brought into the port and 3,268,360 tons despatched. The traffic at the port is world-wide in range. The commodities imported and exported are of the most varied description, and include large quantities of perishable goods, e.g., fruit, eggs, frozen meat, which must be put through without delay. A considerable part of the work performed by dockers in Glasgow—e.g., in the handling of machinery and in the stowage of cargoes of certain kinds—is of such a character that skill and experience are necessary.

In July, 1936, there were employed in the Port of Glasgow 6,624 persons who, according to the Ministry of Labour classification of industries, came within the industry group RT, that is, were employed on "Dock, Harbour, River and Canal Service". This total of 6,624 included a large number of persons permanently employed by the Clyde Navigation Trust in the control and upkeep of the harbour and a substantial number of persons—cranemen and others—employed at the docks and wharves, who were not engaged in the handling of cargo and whose work is not regarded as "dock labour". The number of workmen employed in the work of loading, discharging and handling cargoes within the confines of the port or in doing work immediately ancillary thereto—that is, who are engaged in operations which are recognised in Glasgow as "dock labour"—varies from day to day. It is estimated that on an average, under normal conditions, about 3,200 are employed daily.

Lay-out of Docks.

9. The docks and wharves are situated on both sides of the River Clyde within a reach of the river, extending to $6\frac{1}{2}$ miles, between Broomielaw, the eastern limit of the harbour, and the Rothesay Dock (Clydebank) situated at the western end of the dock area. The dock area comprises the Rothesay Dock (Clydebank), the King George V Dock (Shieldhall) and the docks and wharves in the three-mile stretch of the river between Merklands Wharf and Broomielaw, which may be described as "the main dock area". (a) The Rothesay Dock, which is situated about seven miles, by road, to the west of Broomielaw, is mainly used for the unloading of minerals. In the five weeks following 22nd December, 1936, the number of casual workers employed daily at this dock fluctuated between 10 and 258. (b) The King George V Dock (Shieldhall), which lies on the south bank of the river, adjacent to Shieldhall Wharf, four miles to the west of Broomielaw, is used mainly for general cargo and coaling. The number of casual workers employed daily in recent weeks at this dock has fluctuated between 8 and 240. (c) The Main Dock Area: Two large docks (Queen's Dock on the north bank and Prince's Dock on the south bank) form the centre of this dock area. Eastward of these two docks, extending for a mile on both sides of the river, are riverside quays used mainly for coastal traffic. Westward of these two docks, extending for a mile and a half on the north bank of the river, are riverside quays used by liners and for cattle, grain and general cargo. In the main dock area the river is not more than 200 yards wide, and there are ferries at Kingston Dock, Stobcross, Yorkhill and Govan. Except for the comparatively small number of men who may be employed at the Rothesay Dock and the King George V Dock all the dockers at work on a given day are employed within this main dock area.

Employers' Organisation.

10. The Glasgow Shipowners' and Dock Labour Employers' Organisation is representative of all the interests within the port which directly employ labour recognised in the port as "dock labour". Stevedores and master porters, who are direct employers of dock labour, operate under licences granted annually, under statutory authority, by the Clyde Navigation Trust and are all members of the Glasgow Shipowners' and Dock Labour Employers' Organisation.

Workmen's Organisation.

11. The Scottish Transport and General Workers' Union (Docks No. 1 Branch) is representative of the dock workers in the port. From 1911 until 1923 the majority of Glasgow dock workers were members of the Scottish Union of Dock Labourers. In 1923 the Scottish Union of Dock Labourers was dissolved and the workmen became members of the Transport

and General Workers' Union. At the beginning of 1932 the Glasgow dockers seceded from the Transport and General Workers' Union and, on 4th January, 1932, formed the Scottish Transport and General Workers' Union.

The membership of the Scottish Transport and General Workers' Union at the date of its formation numbered about 3,800. In the view of the Union, this number was sufficient, and more than sufficient, to meet the normal requirements of the port at that time. Accordingly for about three years new members were not admitted to the Union unless they were sons of deceased or retiring dockers—admissions which, being in substitution of former members, did not add to the total membership. On 9th December, 1934, the membership of the Union was augmented by the addition of 234 men who had been trade union dockers at Glasgow prior to the formation of the new Union. During the succeeding two years the Union admitted 600 additional members. All these 600 men were the sons of living dockers. The average age of these 600 men was 24 years. The evidence of the Secretary of the Union is that 75 per cent. of these 600 men had, prior to their admission to the Union, some experience of work on the dock. In January, 1937, the number of men on the Union's casual dockers' register who were "really live men", that is, who were actually competing for employment on the docks, was about 3,544.

Metal badges are issued by the Union to members of the Union. The badge is the token of enrolment in the register of the Union. The badge issued to each man has on it a number—the number being the number of that man on the Union register. New badges are issued quarterly, at the end of March, June, September and December. The badge issued for each quarter is of a different colour and of a different design. The contribution card issued to each member bears, as does the badge issued to him, his identifying number on the register of the Union. At the quarterly issue of badges, a badge is not issued to any man unless or until he has paid all the contributions due by him to the Union. The Union, when issuing the quarterly badges, has no machinery for ascertaining the amount of work done on the docks by the individual men to whom the badges are issued. Accordingly the fact that a badge is issued to a man does not necessarily mean that he has been working regularly on the docks. The view of the Union is that a man pays his contributions for the purpose of getting a renewal of his badge at the end of the quarter and that, as the only use the badge is to him is to give him a preference of employment at the docks, the payment of his contribution means that he has been seeking work, with other preference men, on the docks and that he intends to continue to seek work, with other preference men, on the docks. The Union keeps a record of the names, addresses and ages of its members.

The Glasgow Dock Labour Joint Committee.

12. An Agreement as to the terms and conditions of dock labour in the Port of Glasgow was entered into on 29th November, 1922, between the Glasgow Shipowners' and Dock Labour Employers' Organisation and the Scottish Union of Dock Labourers. That Agreement has not been formally assented to by the Scottish Transport and General Workers' Union, but in practice it continues to regulate the working conditions of the port. That Agreement provides that there shall be a Joint Committee, known as the Glasgow Dock Labour Joint Committee, composed of representatives of the employers and representatives of the Union, to which any of the following questions shall be referred: "(a) Interpretation of the Agreement; (b) Claims or complaints by employers or by employees arising out of the operation of the Agreement; (c) Revision of rates of pay and hours of work; (d) The conditions of employment for any particular class of work; (e) Any question relating to the employment of dock labour in the port, or concerning the mutual welfare of employers and employees." This Joint Committee holds frequent meetings and forms a very useful means of settling differences arising between the employers and the workmen in connection with the work of the port.

Methods of Engagement of Labour.

13. The Agreement of 1922, by which the working conditions at the port are regulated, provides that "men seeking employment shall attend at the various berths at the proper time."

The general rule is that the minimum engagement shall be for four hours. The standard working week is 44 hours, made up of 11 half-day periods of four hours each. From Monday to Friday (inclusive) the half-day periods are from 8 a.m. to 12 noon and from 1 p.m. to 5 p.m. On Saturday the half-day period is from 8 a.m. to 12 noon. The ordinary night-shift starts at 6 p.m. The Agreement provides that men seeking employment shall present themselves for engagement 15 minutes before the various starting times. Accordingly men seeking employment in a first half-day period present themselves for engagement at 7.45 a.m., and men seeking employment in a second half-day period present themselves for engagement at 12.45 p.m.

There are no stances officially recognised as places at which men seeking employment present themselves for engagement. There are various places, scattered all over the docks, at which engagements are made. In many cases men are engaged at the ship-side, and sometimes at separate hatches of the same ship. Certain firms engage men at points near the dock office of the firm concerned. There are numerous places, such as the dock gates or the corner of a street or a locality in a dock, at which men are in use to congregate and at which engagements are in use to be made. The evidence is that there may be as many as

fifty different places between Merklands Wharf and Broomielaw, at which men can be engaged. Some firms make a practice of notifying men that there will be work available for them at a certain vessel on the following morning, and these men proceed direct to their respective workplaces at the starting time. There is no inter-communication or co-ordination between the numerous places at which engagements are made. At many of these places, situated as they are in the open street or the open dock, no telephone is at hand. There are no arrangements whereby foremen are required to visit particular places to engage labour. There are no facilities or arrangements for the distribution of the men according to the requirements of the work to be done at various places or for directing men who cannot obtain work at one stance to another stance where there is a shortage. The representatives of the employers and the representatives of the workmen agree in describing the existing methods of labour engagement in the port as "chaotic." Under these haphazard conditions men are uncertain as to where engagements are likely to be effected on a particular occasion, and there is a grave waste of man-power and resultant under-employment for the individual workers.

Preference of Employment for Union Men.

14. During the past 25 years it has been the established practice that in the engagement of labour preference or priority is given to enrolled Union dockers. The right of the Union men to preference or priority of employment is recognised by all the employers. Each Union man wears the badge which is the recognised token of enrolment in the register of the Union, and forms the means whereby foremen distinguish between Union and non-Union men seeking employment. Union officials or dock delegates attend at the docks with a view to securing that the recognised practice of priority of engagement for members of the Union is adhered to.

All the members of the Union do not present themselves for engagement from day to day at the various places at which competitive engagements are in use to be made. A considerable number of them, estimated at about 250, are employed on a regular weekly wage. A larger number are more or less regularly employed, week after week, by the coasting lines. Men who have been engaged to "finish" a ship or who have been notified that work will be available for them at a certain ship do not attend "calls" but proceed direct to their respective work places.

Employment of Non-Union Men.

15. The evidence shows that a large number of non-Union men obtain employment from time to time at the docks and that frequently non-Union men, in considerable numbers, are employed on days on which a substantial number of Union men

are not employed. The number of non-Union men employed fluctuates from day to day and the estimates of the average number employed *per diem* vary. Statistics submitted bear out an estimate that during the later months of the year 1934 and the earlier months of the year 1935 there were approximately 800 to 1,000 non-Union men obtaining work occasionally on the docks. The occasions on which the number of non-Union men employed approached or exceeded 800 were rare, occurring only under exceptional circumstances, e.g., on days when arrears of work had to be cleared off after a strike or a prolonged fog. During the period of two years from 9th December, 1934, the Union admitted more than 800 additional members; and that addition to the membership of the Union reduced to some extent the opportunities previously afforded to non-Union men of obtaining employment at the docks. Under existing conditions non-Union men obtain employment in all parts of the harbour. The proportion of non-Union men employed at Rothesay Dock (Clydebank) and King George V Dock (Shieldhall) is considerably greater than in other parts of the harbour. These two docks are outlying parts of the harbour and Union men, if there is a reasonable opportunity of obtaining work near their homes, naturally prefer to avail themselves of that opportunity rather than travel to Rothesay Dock or Shieldhall on the chance of getting work there. Hence the opportunities of non-Union men obtaining work are greater at these two docks than at the other parts of the harbour. It frequently happens that one-third of the casual dockers working at Shieldhall are non-Union men.

The non-Union men employed include a number of men who look to work at the docks as their ordinary means of livelihood and also many men who, being unable to get work elsewhere, go to the docks on the chance of obtaining work there.

Unemployment Insurance.

16. While a few dockers who experience short isolated spells of unemployment do not make a claim for unemployment benefit, the large majority prove unemployment on all days on which they are unable to get a job. By virtue of not less than 30 contributions having been paid in respect of them as insured contributors in respect of the two years immediately preceding the date on which application for benefit is made, most dockers are qualified for unemployment benefit when unemployed. Those who do not thus qualify, or who have exhausted the number of days' benefit allowed apply for unemployment assistance.

Continuity Rule.

17. It is a statutory condition for the receipt of benefit by an insured contributor that he proves that he has made application for benefit in the prescribed manner and that since the date

of the application he has been "continuously unemployed". The expression "continuously unemployed" is, under the Act, to be construed in accordance with the provision that "any three days of unemployment, whether consecutive or not, within a period of six consecutive days shall be treated as a continuous period of unemployment, and any two such continuous periods separated by a period of not more than ten weeks shall be treated as one continuous period of unemployment". That statutory provision is known as the "Continuity Rule". Under this rule if a docker is unemployed for any three days in any six consecutive days—the six consecutive days not including Sundays—benefit becomes payable for the days of unemployment. Days of unemployment which cannot be linked up, either backwards or forwards, so as to form part of a continuous period of three or more days within six consecutive days—termed "non-effective" days—do not count either for benefit or for the waiting period of six days (reduced as from 25th March, 1937, to three days) for which no benefit is payable. Two main types of cases were brought to our notice during the Inquiry:—(1) The pieceworker who, being able to earn high wages for each day on which he works, does not normally work more than three days a week and receives benefit for the rest of the week; (2) The timeworker who, having been unavoidably out of work for two "non-effective" days, may lose three days' benefit by accepting work for one day or for half a day. Piecework on the Glasgow docks is not extensive and the effects of the continuity rule, in its application to pieceworkers, can more appropriately be dealt with in our observations on the position at Aberdeen, where piecework is extensive. As regards timework, the evidence shows that the dock workers at Glasgow generally prefer to obtain work rather than to draw unemployment benefit. But the continuity rule is a direct inducement to them to evade employment in cases where continuity would be broken by obtaining employment. It not infrequently happens that a workman finds himself in a position where, by taking work for a day or half a day (at wages of 12s. and 6s. respectively, from which his share of insurance contributions would be deducted) he will lose unemployment benefit to the amount of 15s. to 20s. When such a position arises it is not surprising that a man does not press forward with eagerness in a competitive claim for a day's or a half-day's employment when the number of men competing for the work is greatly in excess of the number required for its performance. Again, under the continuity rule, as a witness pointed out, the attainment of greater regularity of employment is not necessarily to the advantage of men with dependent wives and children. Thus if the increased regularity of employment attained by a man who has a wife and children dependent on him results in his obtaining regular employment on four days a week (with no unemployment benefit payable under the continuity rule) he and his

family may be worse off financially than they had been when he was obtaining three days' work a week and receiving three days' benefit a week. It is recognised by all parties concerned, in Glasgow as elsewhere, that a system which holds out inducements to men to refrain from work cannot be defended.

18. We consider that the general position at Glasgow, in relation to the continuity rule, is not substantially different from that obtaining at other ports in the country. We found little direct evidence to support the suggestion that it is a common practice among men, for the purpose of preserving continuity of unemployment and supplementing the wages they have earned by benefit from the Unemployment Fund, to evade engagements at "calls" when the engagement of labour is taking place. We recognise, however, that evidence of this practice is not likely to be given voluntarily by any person working at the docks and that "absenteeism" in this form is difficult to detect where, as commonly happens, the number of men present at a call is considerably in excess of the number of men to be engaged at the call. While there is little direct evidence, there are plain grounds for inferring that such "absenteeism" is practised to a considerable extent. Reluctance on the part of men present at a "call" to accept the offers of engagement made at the call may arise from a natural unwillingness of men, who have specialised in, or are accustomed to follow, a particular kind of work and have special skill and experience in that kind of work, to undertake work of a different kind, especially where there is a prospect of work of the kind to which they are accustomed soon becoming available. Thus a man accustomed to work general cargo and skilled at that work may prefer not to accept engagement for work at mineral or coal or grain, even though employment at these commodities is immediately available. The work at the docks in Glasgow being very varied in character and being to a considerable extent highly skilled, the men who can suitably be employed on any kind of work and are willing to undertake any kind of work do not constitute a very large proportion of the dock workers at the port. Under the existing conditions of labour engagement at the docks in Glasgow it frequently happens that men accustomed to a particular kind of work are in attendance at call-places where that particular class of work is not in demand, though at the same time it may be in demand at other call-places in the neighbourhood. Improved methods of labour engagement at the docks and an efficient control of these methods would go far to bring about a better relation between supply and demand in dock work generally and also in the particular kinds of dock work needing special skill, and would go some way towards preventing abuses of unemployment insurance arising from "absenteeism".

Employment of Men who do not Produce an Unemployment Book.

19. The Unemployment Insurance (Contributions) Regulations, 1936, provide that at, or immediately after, the commencement of an engagement, every employer of an insured contributor shall obtain from the insured contributor an unemployment book or, where at the time of engagement the contributor's book is lodged at a local office, the receipt for such book duly issued by the local office (U.I. 40). The production of the unemployment book or of the receipt definitely identifies the workman. At the docks in Glasgow the practice of engaging men who do not produce an unemployment book or a receipt for such book prevails to a very considerable extent in all parts of the docks. Frequently men are employed without any request being made for the production of a book or a receipt; and, where such a request is made, any explanations offered by the men for the non-production of a book or receipt appear to be accepted by many foremen without any attempt to ascertain whether they are accurate. When an unemployment book is not obtained by the employer at, or immediately after, the commencement of the employment it may happen either (a) that no unemployment contributions are paid or (b) that the employer, having obtained what is called an "emergency book", pays contributions by stamping the emergency book.

Non-payment of Insurance Contributions.

20. When a man who has not produced an unemployment book or a receipt for such book is employed, it frequently happens that he, on completing the employment, leaves without any insurance contributions having been paid and without any record having been kept of his identity. Under these circumstances both the employer and the workman escape the payment of any contribution; and it is in evidence that such a practice is "reasonably common". A proportion of the cases in which men, employed without producing an unemployment book or a receipt, leave the employment without any insurance contributions having been paid and without any record having been kept of their identity, has occurred at times of exceptional pressure, on night or week-end work or at the outlying docks. But there is evidence that such cases have also occurred week after week in the main docks and at times when conditions were not abnormal. The loss accruing to the Unemployment and Health Insurance Funds from non-payment of contributions is difficult to estimate; but, in the aggregate from year to year, it must represent a substantial figure.

Emergency Books—Insertion of Fictitious Names.

21. An employer, when he cannot get delivery from persons employed by him of a regular unemployment book or a receipt (U.I. 40) for the unemployment book, can obtain from an

Employment Exchange books known as "emergency books". Emergency books are not issued, as regular unemployment books are, to the insured contributor but are issued to the employer. An employer discharges his liability under the Unemployment Insurance Acts by affixing insurance stamps to an emergency book instead of to a regular unemployment book. The names and addresses of the workmen employed are inserted in these emergency books by the employer and the books, bearing the inserted names and addresses and the affixed stamps, are returned by the employer to the Employment Exchange at the end of the period of currency of the book or on the previous termination of the employment of the person named in the book. The name and address inserted by the employer in an emergency book form the only means by which the Employment Exchange can identify the person employed. When the emergency books have been returned to the Employment Exchanges in Glasgow it has been found that in a great majority of cases the names inserted in the books are not the names of the persons actually employed but are fictitious names and that the addresses (where addresses have been given) are also fictitious so that it is not possible for the Employment Exchanges to trace or identify the employed persons whose names are set out in the books. The following statistics, furnished to us, indicate the extent of this practice:—

<i>Period Covered.</i>	<i>Area Covered.</i>	<i>Number of Blank Emergency Books Issued.</i>	<i>Number of Contri- butors Traced.</i>	<i>Number of Books with apparently Fictitious Names.</i>
1st October to 19th December, 1935. (11 weeks)	All Glasgow Dock Exchanges.	916	294	622
1st January to 31st December, 1936. (1 year)	Kinning Park Exchange area.	218	43	175
1st January to 31st December, 1936. (1 year)	Finnieston Ex- change area.	2,044	73	1,971
1st January to 31st March, 1937. (13 weeks)	Kinning Park Exchange area.	12	1	11
5th January to 27th March, 1937. (12 weeks)	Finnieston Ex- change area.	422	2	420
Totals ...		3,612	413	3,199

Additional quantities of emergency books bearing fictitious names have recently been returned in other Exchange areas, notably in Govan.

The Manager of the Finnieston Employment Exchange, from which 2,044 emergency books were issued during the year 1936, states that no emergency books were issued from that office to

any employer other than an employer of dock labour. The evidence shows that more than 70 per cent of the total number of emergency books which have been returned with fictitious names inserted are emergency books issued to, and returned by, one firm of stevedores.

22. It cannot be affirmed that in all cases the men who do not produce their regular unemployment book or a receipt for it or who, where the employer has obtained emergency books, give fictitious names, are seeking to conceal their identity and the fact of their being in wage-earning employment for the purpose of making improper claims upon public funds. But we are forced to the conclusion that, in the large majority of these cases, the men so act because they are aware that, by producing their unemployment book or the receipt for that book, or by giving their correct names and addresses for insertion in the blank emergency books, the fact that they have been employed and have earned wages on the occasion in question will be revealed and will affect the amount payable to them or to members of their household from the Unemployment Fund or from the Unemployment Assistance Fund.

The evidence shows plainly that the great majority of the men who do not produce regular unemployment books, or who give fictitious names for insertion in the emergency books issued to the employers, are non-Union men. The foremen who engage these men are normally members of the Scottish Transport and General Workers' Union. It appears from the evidence, however, that the irregularities in respect of the employment of men who do not produce regular unemployment books or who give fictitious names for insertion in emergency books have occurred without the sanction, and without the prior knowledge, of the responsible officials of the Union, and that the officials of the Union aim at eradicating these irregularities from the Glasgow docks.

23. It is contended by the employers that they have no responsibility for the irregularities which have occurred in non-payment of insurance contributions or in the insertion of fictitious names in emergency books. We are unable to accept that contention. Under the statute it is the duty of an employer to obtain an unemployment book or a receipt for an unemployment book from the employed person at, or immediately after, the commencement of the employment. It is plain that the irregularities in non-payment of insurance contributions and in the insertion of fictitious names in emergency books could not have occurred if the employers had acted in conformity with that statutory requirement. At a meeting of the General Committee of the Employers' Organisation in 1936, representatives of the Ministry of Labour and the Department of Health for Scotland requested the employers to take steps to ensure that

in future no employment would be given to men who did not produce an unemployment book or receipt card U.I.40. The Employers' Organisation refused to accede to that request. It is alleged on behalf of the employers that observance of the statutory direction would result, from time to time, in ships being "held up" for lack of available labour. There is no evidence to support the assertion that insistence on the production of regular unemployment books and refusal to employ men who did not produce them would lead to a holding-up of ships in consequence of suitable labour not being obtainable; and we decline to accept the view that the work of the Port of Glasgow can only be carried on at the price of disregarding or condoning fraudulent claims on public funds.

As regards "emergency" books—it is true, as the employers point out, that the fictitious names inserted in these books are the names given by the men and that the responsibility rests primarily with these men. The facts indeed afford eloquent testimony as to the standard of conduct prevailing among the men in respect of whose employment these books are used. But, in our opinion, the employers cannot be absolved from responsibility in this matter. The Statutory Regulations plainly contemplate that "emergency" books are to be resorted to only in exceptional circumstances; but in Glasgow these books are being used—in particular, by one firm—in circumstances, constantly recurring, which cannot reasonably be described as exceptional. Such a use of emergency books encourages men to attach no importance to the production of regular unemployment books. The employers lay stress on the fact that the Regulations do not contain an express provision that employers are to verify the names inserted in emergency books; and they appear to draw the inference that they have no duty in that matter. The Regulations plainly assume that employers, when they have recourse to emergency books, will exercise reasonable care and diligence against the abuse of these books. The Chairman of the Employers' Organisation, who presented the case of the employers at this Inquiry, stated that the employers have known for years that it was a common practice for men to give fictitious names for insertion in emergency books, and that "everybody was aware" of that practice. The employers are responsible for the conduct of the foremen who act as their agents in the employment of labour. The contention of the employers is that foremen have no knowledge of the names of the men in respect of whose employment emergency books are used, and have to accept for insertion in these books any names which these men choose to give. The representatives of the Union maintain that that contention is wholly unwarranted and is inconsistent with the known facts. It is difficult on the evidence to determine how far foremen, when engaging men who do not possess an unemployment book or the receipt for an unemployment

book, do, or do not, know the names of the individuals whom they employ. But the undisputed facts are that the employers and their foremen, well knowing that seven out of eight names given for insertion in the emergency books are fictitious, have shut their eyes to that state of facts and have continued year after year to insert in these books any names that may be given without making any attempt at inquiry as to whether the names are true or false. There has thus arisen in respect of emergency books a position which brings discredit to the port and to all concerned.

The port transport industry as a whole draws out of the Unemployment Fund far more than it contributes. In the port of Glasgow the men who do not possess regular unemployment books, and in respect of whom, when employed, the employers have recourse to emergency books, are drawn from a fringe of under-employed men who hover round the docks seeking employment there from time to time and who are maintained, to a considerable extent, at the expense of the Unemployment Fund or the Unemployment Assistance Fund. There is a plain duty on the part of the employers who avail themselves of that pool of under-employed labour and on the part of the Union, who represent the recognised dock workers, to agree on, and co-operate in, measures which will ensure that the methods adopted in the engagement of these men do not facilitate fraudulent claims against public funds. The evidence at this Inquiry shows that the irregularities in respect of non-payment of contributions and the insertion of fictitious names in emergency books can be checked, and practically brought to an end, by a due observance of the statutory requirement that an unemployment book shall be produced at, or immediately after, the commencement of the employment and by the establishment of regular call-places at which the engagement of labour will be under supervision.

The Employers' Attitude to Registration Schemes.

24. The Employers' Organisation has consistently supported the establishment in Glasgow of a system of registration and, during recent years, has advocated the establishment of registration schemes framed in accordance with the policy and principles adopted or approved by the National Joint Council for Dock Labour and its Standing Advisory Committee. There was submitted to us a "Proposed Scheme for the Registration of Dock Labour in the Port of Glasgow" drawn up by the Employers' Organisation in December, 1936. That scheme was put before us by the employers as one which they were "prepared to advocate as a basis for discussion". The main provisions in that Proposed Scheme of December, 1936, may be summarised under the following heads:—

Registration Committee.—A Registration Committee, consisting of five representatives of the employers' organisation and five representatives of the workers' organisation, to be appointed by these organisations. The Secretary of the Committee to be provided by the Ministry of Labour. The Committee to determine any matters of general policy relating to the scheme and its administration, including the adjustment of membership of the register to the labour requirements of the port.

Register.—A register to be compiled of recognised port workers engaged in the transport work of the port, the casual men and the weekly-paid men respectively being registered in separate sections. The register to consist of a list, agreed upon by the Registration Committee, of men recognised by that Committee as being *bona fide* port transport workers genuinely seeking and physically capable of performing dock work. Port workers, determined by the Registration Committee and recognised by that Committee as being employed in or associated with the handling of commodities of every description, both on quays and aboard, to be eligible for registration. Each port worker applying for registration to submit upon an approved Form of Application such particulars as may be required by the Registration Committee. Any applicant for registration to attend, if required by the Committee, before the Committee or any duly appointed sub-committee. The Registration Committee to review the register in March and September of each year and determine whether or not changes should be made in the number of men on the register.

Employment Record Books—Token of Registration.—Each port worker accepted for registration to be provided with an employment record book which shall be the token of registration. The employment record book would record the holder's name, address, age, registration number and unemployment book number. The employer or his representative to collect the employment record book of each man at the time when he is engaged, retain it until the termination of the engagement, and stamp thereon in the appropriate space with an official stamp in respect of each day's employment. The employment record book of each eligible man to be exchanged for a new book in March and September in each year. The Registration Committee to decide on the question of the re-issue of the employment record book in individual cases where, according to the record of employment, the holder has not obtained a reasonable amount of work during the period, the percentage of employment to be determined by the Committee. The Committee to have the power to suspend or withdraw the employment record book of any man at any time.

Engagement of Labour.—All labour to be engaged in accordance with such arrangements as may be determined upon from time to time by the Registration Committee. All registered men to be available for employment in accordance with such arrangements. Employers undertake not to engage any man unless he holds a current employment record book issued by the Registration Committee, except that if at any time there is a shortage of suitable registered men an employer may engage non-registered men on a daily basis until registered men are available. Employers to send in to the Registration Committee as full particulars as possible of all non-registered men employed by them on any day, with a view to their admission to the register.

Breach of Regulations.—In the case of any man being dismissed by his employer for any misdemeanour, the employer to notify the Secretary of the Registration Committee who shall duly report the matter to the Committee. Any breach of the regulations, under the Scheme, to be reported to the Secretary of the Registration Committee for consideration by that body.

25. The Proposed Scheme put forward by the employers does not contain any specific proposals for establishing central call-stands and co-ordinating arrangements for the engagement and distribution of the workmen. The employers, however, in a written statement submitted by them, explain:—

“Our idea is that there should be Area Stances situated at points centrally convenient to the Areas which they serve, at which men seeking employment must assemble. Labour which is not seeking employment for the reason that it is already engaged would proceed direct to the place of work and would not require to attend the stances. Provision for the engagement of non-registered labour in the event of the supply of registered labour being insufficient would require to be made. The Area Stances would be linked up by telephone so that in the event of a shortage of registered men at any Area, adjacent Area Stances could be immediately communicated with so that such registered men as might have failed to obtain employment at these Stances would have a further opportunity of engagement. In this way the percentage of unemployment among registered men might be appreciably reduced.”

While the scheme proposed by the employers provides that the register is to consist of a list, agreed upon by the Registration Committee, of men recognised by that Committee as being *bona fide* port workers genuinely seeking and physically capable of performing dock work—a provision which would include all such men whether they were, or were not, members of the Union—the employers, in their oral evidence, indicated that they were

prepared to accept the existing list of members of the Union as constituting the register at the date of the establishment of registration. The employers also accept the principle—subject possibly to exception in the case of particular individuals—that all men subsequently admitted to the register shall become members of the Union on their admission to the register. They, in the written statement submitted to us, state: “A Register, set up and administered jointly by a Union and an Employers’ organisation, implies that the members thereof shall be members of the Union, except in such cases as the joint administration may otherwise decide.”

The employers emphasise the clamant need for the establishment of some machinery which would remedy or improve what they, in their written statement, describe as “the present chaotic condition of affairs”. They urge that a system of registration, jointly administered and controlled by the employers and the workmen through representatives appointed by their respective organisations, is an essential first step in regularising port employment and promoting greater regularity of employment among *bona fide* dock workers. They recognise that under the Agreement of 1922, which continues *de facto* to govern the working conditions of the port, the members of the Union have a right to preference in employment. But they point out that they, as employers, have a direct interest in the quality and efficiency of the men whom they employ, and that, in carrying out particular kinds of work, it is necessary to select men accustomed to, and suitable for, these particular kinds of work. They maintain that the Union has used its right of preference of employment in restraint of the adequate supply of experienced labour to meet the needs of the port, and has thereby caused injury to the industry; and that the Union, in admitting men to its membership, does not take sufficiently into consideration the physical fitness of the applicants. They lay stress on the importance of providing means for ascertaining the amount of employment obtained by individual registered men, and urge that employment record books would afford the most effective means to that end.

The Workmen’s Attitude to Registration Schemes.

26. Registration schemes, differing in details but having the same general features, have been put forward in Glasgow on five previous occasions between the year 1912 and the year 1929. On all these occasions the employers were in favour of adopting the schemes, but the men rejected them. In 1925, when the scheme put forward in that year was under consideration, the Glasgow Branch of the Transport and General Workers’ Union appointed a deputation of three members of the Union to visit Liverpool to examine the working of the scheme in operation at that port. A witness at this Inquiry, who was a member

of that deputation, investigated during a period of six weeks the working of the Liverpool scheme. The investigations of that deputation at Liverpool, coupled with information collected at other ports where registration schemes were in operation, appear to have formed, from 1925 onwards, an important factor in determining the men's definite attitude of resistance and antagonism to the establishment of a registration scheme at Glasgow.

In 1928 the Glasgow dockers, being at that date members of the Transport and General Workers' Union and being aware that the policy of that Union was to support the setting up of registration schemes, formed an Anti-Registration League for the specific purpose of resisting the establishment of a registration scheme in the port of Glasgow. The members of that League, as the membership card shows, were pledged to resist registration in any form. When, at the beginning of 1932, the Glasgow dockers broke away from the Transport and General Workers' Union, the office-bearers of the Anti-Registration League became officials of the Scottish Transport and General Workers' Union. The policy of the Scottish Transport and General Workers' Union has been consistently antagonistic to a registration scheme; and, as the policy of that Union is under the direct and sole control of its members, there ceased to be a need for a continuance of the Anti-Registration League. The evidence shows that the breakaway of the Glasgow dockers from the Transport and General Workers' Union, though the immediate occasion of it was a controversy on another matter, was in a large measure brought about by the difference that had arisen between them as to the policy to be adopted with regard to registration.

27. The Scottish Transport and General Workers' Union in 1932, and again in 1934, applied for representation on the workers' side of the National Joint Council for Dock Labour. These applications were refused, and the Glasgow dockers continue to be entirely excluded from representation on the National Joint Council. The Chairman of the Glasgow Shipowners' and Dock Labour Employers' Organisation has been for many years, and continues to be, a member of the employers' side of the National Joint Council and has also, since the formation in September, 1931, of the Standing Advisory Committee appointed by the National Joint Council, been a member of the Standing Advisory Committee. The members of the Scottish Transport and General Workers' Union feel aggrieved and resentful at being excluded from representation on a body which claims to be the "accredited representatives" of the port transport industry in England and Scotland and which, as would appear, is recognised by the Ministry of Labour as an advisory body on questions affecting the port transport industry. The National

Joint Council in a General Note on Registration and Decasualisation in the Port Transport Industry, indicate that instances of persistent refusal to co-operate in the effort of the Advisory Committee to establish registration in the ports are experienced particularly in ports where either the men or the employers are not members of the National Joint Council. The refusal of the National Joint Council to grant the Scottish Transport and General Workers' Union representation in the Council appears to have been a potent factor in strengthening and confirming the opposition of the Glasgow dockers to the establishment in Glasgow of a system of registration, conforming to the pattern, and embodying the features, advocated by the National Joint Council and its Advisory Committee. It was pointed out to us again and again that the application made to the Minister of Labour by the National Joint Council for Dock Labour, as the national body representing the employers and trade unions in the industry, to hold a public inquiry into the position at the Port of Glasgow, was an application made by a body from which the trade union representing the port workers in Glasgow was excluded; and it was made plain that the workers in the Port of Glasgow regard that application as an attempt to impose upon them the policy of a body in whose counsels they were not permitted to participate—a policy which they have been denied any opportunity of shaping or influencing. The fact that the Union representing the dockers at Glasgow has been refused representation on the National Joint Council has constituted, and continues to constitute, an obstacle to the adoption in Glasgow of the policy of the National Joint Council in respect of registration schemes.

28. The Union maintains that its policy has been constantly directed to the precise end which registration schemes seek to attain, to wit, the regulation of the supply of labour for port work by granting preference in employment to selected workers, whose number is determined on the basis of the normal labour requirements of the port; and that its policy has achieved a greater degree of regularity of employment for its members than could have been attained, or can be attained, under a registration scheme. The Union has consistently advocated the establishment of central call stands and the co-ordination of these stands as a means of improving the methods of labour engagement, of making more effective the right of its members to priority of engagement, and of increasing the mobility of the labour supply by enabling the men to be distributed to the places where work is to be done. In short, the workmen object not to the aims which registration is designed to promote but to the methods proposed by the employers for the attainment of these aims. In particular, they maintain that the transfer to a joint committee of the power to select the individuals who are to have priority of engagement at the port and to withdraw

from individuals the privilege of priority of employment would take from the Union rights won after years of effort and would weaken the organisation of the Union. They hold strongly that the question of Union membership is a matter between the individual worker and the Union and that the right to determine whether particular individuals are to be admitted to the Union should rest solely with the Union. The Union witnesses were unanimous in expressing the fear that, under the proposals put forward by the employers, the number of men entitled to priority of employment would be increased to such an extent that the opportunities of work and reasonable livelihood secured at the present time to members of the Union would be seriously diminished; and that elderly men who, after spending the greater part of their industrial lives on dock work, still continue to obtain occasional short periods of employment on the docks would be struck off the register by the joint committee on the ground that their employment record books showed relatively poor records of work and would thus be denied any chance of work. The members of the Union, while they do not object to records of work being kept, are strenuously opposed to the proposals of the employers that employment record books should be made, in place of the Union badge, the token of the right to priority of engagement and that a joint committee should have power to suspend or withdraw the employment record book of any man at any time. They have no confidence in some of the foremen who are entrusted with the engagement of labour or in the methods adopted by them in engaging labour; and they consider that employment record books, combined with the power conferred on a joint committee to suspend or withdraw an employment record book, would form a means whereby employers or foremen would be enabled to contrive the removal from the register of particular men towards whom they cherished some dislike.

29. The representatives of the Union, while rejecting the proposal to establish a joint registration scheme based on, and embodying the main features of, the model scheme prepared by the Standing Advisory Committee, emphasised that, by joint arrangements between the employers and the Union for the organisation and control of the methods of engagement of labour, much could be accomplished towards regularising employment at the port, assisting in decasualisation and preventing abuses of Unemployment Insurance.

Endeavours towards Adjustment of Differences.

30. We interpreted our terms of reference as directing us to enquire into the circumstances giving rise to difficulties in the operation of a scheme for promoting greater regularity of employment in the port transport industry in the ports of Aberdeen

and Glasgow and to ascertain whether the employers and the workers were willing to co-operate in a joint effort to overcome these difficulties.

It appeared to us that, in Glasgow, the differences between the employers and the workers were not of such a character as to be incapable of adjustment by the exercise of goodwill on both sides; and we deemed that, in conformity with and in pursuance of our terms of reference, it would be proper and desirable to confer separately with both parties with a view to ascertaining whether there could be found some practical basis of negotiation which might enable them to reach a mutual agreement on a scheme in which they would be willing to co-operate. Following on these conferences we framed and communicated to the parties certain proposals which, it was hoped, might provide a basis of discussion by the parties with a view to reaching agreement. In framing these proposals we had regard to the fact that there is in existence at Glasgow a joint committee, composed of representatives of the employers and representatives of the Union, and that, under the Agreement of 29th November, 1922, one of the matters referred to that joint committee is any question relating to the employment of dock labour in the port. We had before us the testimony of both sides that, since 1922, that committee had proved in practice to be a very efficient instrument in adjusting differences arising between the parties. We also had in view the fact that the witnesses on both sides were unanimous in the opinion that there is an urgent need for a reorganisation of the places and methods of labour engagement at the port, and that the employers, in their oral evidence, had expressed their willingness that the existing members of the Union should be recognised, in any joint scheme that might be adopted, as the men entitled, at the date of the establishment of the scheme, to priority of engagement. We were well aware that on certain points there was a wide divergence of view between the parties and that any plan reached by mutual agreement could not in the circumstances be otherwise than in the nature of a compromise.

The proposals put by us before the Employers' Organisation and the Union as forming a basis of negotiation are set out in Appendix IV.

31. At a subsequent sitting of the Board of Inquiry we were informed that these proposals had been the subject of consideration at two meetings between representatives of the employers and representatives of the Union; and that, at the second of these meetings, the employers' representatives stated that they were prepared to discuss the proposals as a basis of negotiation, and the representatives of the Union stated that they were not authorised to negotiate on the basis of the proposals. On behalf of the Union it was explained to us that their decision not to negotiate on these proposals was arrived at after the Branch

Committee had considered the proposals and had submitted them to a large mass meeting of members of the Union which, we were informed, voiced the unanimous opinion of the members of the Union. The representatives of the Union, in their evidence, emphasised that their decision not to proceed to negotiate on the lines of the proposals was reached mainly on the ground that the proposals of the Board amounted, in substance and effect, to a registration scheme embodying the salient features of the policy adopted by the National Joint Council for Dock Labour—a policy which the Glasgow dockers have consistently opposed. The attitude of the Union towards the proposals was more definitely ascertained by us in course of further statements made by the Union representatives. It was made plain that the two points which had prevented the Union from regarding the proposals as affording a reasonable basis of negotiating with the employers were (a) the proposal that a joint committee is, after the expiry of a certain period, to have power to determine that a specified number of men is to be added to the list of Union members, and (b) the proposals with regard to employment record books.

Review of Present Position.

32. It is at present the Union's jealously guarded privilege that its members alone have the right to decide whether or not the membership of the Union is to be increased. The Union maintains that the possession of this right has been a vital factor in enabling it to protect the welfare of its members. All the Union witnesses recognise that a trade union whose members have the right of preference of employment is under an obligation to ensure that the membership of the Union is, in number and qualifications, sufficient to meet the normal requirements of the port; and they affirm that they have not failed to fulfil that obligation.

33. The contention of the employers that the Union has used its right of preference of employment in restraint of the adequate supply of experienced labour to meet the needs of the port is based mainly on the fact that a considerable number of non-Union men has been during recent years, and is now, employed at the docks. A statistical statement was submitted to us showing the number of Union men and the number of non-Union men employed day by day by certain firms from 24th September, 1934, to 2nd February, 1935, and again from 25th November, 1935, to 1st August, 1936. The figures in that statement are plainly open to the comment that they are to a large extent applicable to periods antecedent to the date at which the admission of 800 additional members to the Union during the two years from December, 1934, to December, 1936, had produced its full effects. Statistics, applicable to casual men, furnished by

the largest firm of stevedores at the Glasgow docks, show that during the three months October, November and December, 1936, 28,178 days' work was done for that firm by Union men and 4,922 days' work was done for that firm by non-Union men. The experience of that firm may probably be taken as fairly representing the percentage of work obtained by Union men and non-Union men respectively during that period. The Ministry of Labour submitted figures showing that, in addition to the Union men, i.e., "badged" men (estimated by the Department at 3,500), there are approximately 300 men who obtain employment at the docks to an extent which justifies their being classed at the local offices of the Department as casual dock workers; and that, in addition, there is on the Employment Exchange lists a large number of men, estimated at about 500, who, while they are not classed at the local offices of the Department as casual dock workers, obtain occasional employment at the docks. The average number of Union men, that is "badged" men, who were paid unemployment benefit each week during the three months, September, October and November, 1936, was 762—an average of about 22 per cent. of the total membership of the Union. The average amount of unemployment benefit paid to these badged men per man per week during that period of three months was 16s. 2d.

34. It is contended by the Union representatives that the extent to which non-Union men are employed on days when Union men, in substantial numbers, are failing to find employment is in large measure the direct and inevitable result of the entire lack of any organised system of labour engagement, and that, under a system of central call-stands provided with means of inter-communication, the existing membership of the Union would be entirely adequate to meet the normal requirements of the port. It is, in our judgment, clear that the establishment of recognised central and co-ordinated call-stands and the adoption of appropriate machinery for the distribution of the workers to meet the day-to-day requirements at various points in the docks would, by rendering more real the Union men's right of preference and by providing the conditions under which greater mobility can be attained, greatly increase the average amount of the employment obtained from day to day by the individual members of the Union and correspondingly diminish the employment obtainable by non-Union men. We are unable to discover on what grounds it can be contended—as the representatives of the employers appeared to contend—that such measures would be valuable if they formed part of a registration scheme, but would be valueless if they did not.

It is suggested that the engagement of non-Union men concurrently with the failure of a number of Union men to obtain work is in part attributable to some foremen refraining from

engaging Union men on the pretext that they are unsuitable for the particular kind of work to be done. The employers and their foremen, in engaging labour, properly have regard to the qualifications of the individual men presenting themselves for engagement and exercise selection in the sense that they endeavour to secure that the men taken on are men who, in physical fitness, in skill or experience, in reliability, are qualified to do the particular work on hand. In the evidence before us there are no proved facts which would justify the inference that foremen in exercising their power of selection act unfairly or show bias in favour of non-Union men.

The extent to which non-Union men are employed is undoubtedly attributable in some measure to the fact that a certain number of Union men, because of the incidence of the continuity rule under the Unemployment Insurance scheme, occasionally choose not to work more than three days in six consecutive days although employment is available to them (paras. 17 and 18).

35. The representatives of the Union maintain that, under existing conditions, the average percentage of employment obtained by each member of the Union is greater than that obtained by registered men in ports, comparable in size, where registration schemes are in operation. The average amount of employment obtained by badged dockers at Glasgow during the year 1936 may be estimated at about four days a week, representing an average percentage of employment higher than that obtained by registered men in many ports in which registration schemes are in operation. We do not attach much importance to a comparison of this kind. In any port in which there are recognised preference men the average percentage of employment obtained by these preference men depends upon a variety of factors. In many ports in which registration schemes have been established the number of registered men is considerably in excess of the requirements of the port—a condition of things which diminishes the average amount of employment obtained by the registered men. Again, the local statistical records of registration schemes in some cases cover, and in other cases do not cover, permanent workers. The figures before us are not on a basis which enables a reliable comparison to be made, as regards the average percentage of employment obtained by "preference" men, between the position at Glasgow and the position at ports where registration schemes are in operation.

36. The evidence does not support the contention that the Union, in recruiting members, does not have due regard to the physical fitness and suitability of applicants. The practice of the Union to give special consideration to applications made

by dockers' sons is based on wholly understandable grounds; and there is no evidence that it has proved unsatisfactory. The evidence of the Secretary of the Union is that all the 234 men admitted to the Union on 9th December, 1934, and 75 per cent. of the 600 men admitted between that date and December, 1936, had, prior to their admission, some experience of work on the docks. We find no warrant for the suggestion that the Union's casual dockers' list includes men who are not consistently following dock work. The Union recognises that outside the Union there is a group of men who have genuine ground for claiming dock work as their regular occupation. The individuals comprising this group are definitely identifiable. It seems to us that, in the recruitment of Union members, applications by individuals belonging to this group for admission to the Union deserve consideration. We accept the contention that the Union should have the final voice in determining whether or not any particular individual is to be admitted to the membership of the Union. At the same time we consider it right that the employers should have an opportunity to make representations to the Union regarding the suitability of proposed new entrants. The Union representatives are willing to give due consideration to such representations. We believe that a joint committee would provide a useful forum for the discussion of questions as to the eligibility of individual applicants for admission to the Union.

37. The evidence, in our opinion, shows that for a period preceding the increase made in the membership of the Union during the years 1935 and 1936, the number of Union members was unduly restricted and was insufficient to meet the normal requirements of the port; that that state of matters was remedied by the large increase made in 1935 and 1936 in the membership of the Union; and that at the present time the membership of the Union is reasonably adequate to meet normal demands for labour at the port. We believe that the establishment of central call-stands and the adoption of other measures for the regularisation of employment would enable the work of the port, while the total volume of trade at the port remains at or about its present level, to be handled promptly and efficiently without any immediate increase in the membership of the Union. It is plain, however, that revisions of the number of preference men will become necessary from time to time and that occasion may arise, e.g., by reason of an increase in the volume of trade at the port, which would render it proper and necessary to add to the number of preference men. It is realised both by the employers and by the workers that any addition to the number of preference men in excess of the normal requirements of the port would be injurious by decreasing regularity of employment at the port and that it would be unjustifiable to increase the number of preference men to meet abnormal requirements or

spasmodic demands for extra labour which may occur in exceptional circumstances. It is also recognised by the Union that the employers, as well as the Union, have an interest in securing that the number of preference men is reasonably adequate to meet normal requirements. It is plain that the question whether the number of preference men is reasonably adequate to meet normal requirements depends on circumstances and conditions upon which the employers, equally with the Union, have means of forming a judgment. We consider that the contention of the Union that the number of preference men is to be regulated and determined solely by the judgment of the Union is not justifiable and that it constitutes a serious obstacle to the adoption of measures urgently needed for the regularisation of employment at the port. We cannot assent to the contention that, on the question whether from time to time the number of preference men is adequate, the employers should have no more than merely an opportunity of making representations to the Union. On a consideration of the whole evidence we have come to the conclusion that, when a question arises as to whether a specified number is to be added to the list of preference men, the final decision of that question should be entrusted to a joint committee of port employers and port workers. We are satisfied that the proposals made by us on that matter amply safeguard the rights of preference men and that the acceptance by the Union of these proposals would not diminish or imperil the status and security of the members of the Union.

38. In a previous paragraph of this report (paragraph 6) we have described the form of employment record book in use under registration schemes and the procedure adopted to secure that the book provides a record of the employment obtained by the holder of the book. It is obviously important in operating an organisation for the engagement and distribution of port labour that information be available as to the extent of the employment obtained by individual workers, and it seemed to us that employment record books provided the most direct method of getting such information. We also had in mind that employment record books form the most reliable means of furnishing statistical information in regard to the amount of employment obtained by men engaged in the port transport industry in Great Britain. Accordingly, in the proposals framed by us as a basis for negotiation between the employers and the workers, we proposed that employment record books should be introduced as part of the machinery of reorganisation. At the sitting of the Board held after these proposals had been examined by the parties the representatives of the Union were unanimous in rejecting the proposal to introduce employment record books at Glasgow and made it plain that the resolute opposition of the members of the Union to the introduction of employment record books constituted the

main ground for the refusal by the Union to negotiate with the employers on the basis of these proposals. The members of the Union believe that the introduction of such books, combined with the power conferred, under our proposals, on the joint committee to suspend or withdraw the employment record book of any man at any time, would subject the workmen to a system of rigid control and coercion; that it would deprive them of the liberty of refusing to undertake particular kinds of work unsuited to their special skill and experience and of offering their services to, or withholding their services from, particular employers; that it would afford means whereby victimisation by employers and foremen would be facilitated and petty offences might, under the guise of discipline, be made a pretext for withdrawing the books and taking from men their means of earning a living; and that the use of such books was a step towards industrial conscription and involved a system of "regimentation" prejudicial to the workmen and repugnant to their tradition. The fears and objections stated in respect of employment record books were directed not against such books in themselves, as a means of furnishing information, but against the uses proposed to be made of these books as the token of preference and part of the machinery for determining the persons entitled to preference. We recognise that, under existing circumstances, the opposition of the workers in the port of Glasgow to the introduction of employment record books as the token of preference in place of the Union badge, is insurmountable, and, so far as we can judge, unanimous, and that the workmen will not consent to the use of such books as part of machinery to be set up for the single purpose of regularising employment at the docks.

The metal badges, issued by the Union, have long been the mark and token of preference at the Glasgow docks. The badge is distinctive and plainly visible to foremen and all persons concerned; and it has for the men associations which they cherish with legitimate pride. We appreciate the grounds upon which they object to employment record books being adopted, as a token of preference, in place of the badge.

The evidence before us shows that at several ports, at which registration schemes are in operation and which have a volume of trade comparable to the volume of trade at Glasgow—e.g., London, Liverpool, Manchester, Southampton—employment record books are not in use. It appears, indeed, that as regards a large majority of the individual dockers included in the registration schemes now operative in Great Britain, methods, alternative to employment record books, are used for obtaining records of employment. It is also to be noted that the registration schemes put forward by the employers at Glasgow prior to the scheme of December, 1936, did not propose the introduction of employment record books.

39. The Union appreciate the importance of well-founded information as to the amount of employment obtained by individual preference men. They suggest, as procedure alternative to the use of employment record books, that such information can be obtained by the employers keeping lists of men employed by them and inserting in these lists from day to day the amount of employment obtained by each man. As the names and identifiable particulars of the men employed are set out in the unemployment books delivered by the men to the employers at the time of the engagement, the employers have the means of compiling such records and of rendering returns to a joint committee. Such a system, we were informed, is in operation at Southampton. It was suggested that this method of compiling information could be more easily carried out if the unemployment book bore the "badge number" of the holder of the book. We recognise that the collection and collation of detailed statistics under such a system would be more costly and cumbersome and probably less reliable than under the system of employment record books.

The representatives of the Union also maintain that the Employment Exchanges can, from the claim forms and the statistical records of unemployment compiled by them, supply information to a joint committee as to the number of days on which each man is employed week by week. The Employment Exchanges, we are informed, have on the claim forms a detailed record of each half-day's unemployment proved by every docker under 65 years of age. The fact that a docker does not prove unemployment on a particular day, however, does not constitute proof that he is employed on the docks during that day. He may be sick, or on holiday, or working in another industry, or unemployed without proving unemployment. Information based on records of unemployment would, therefore, only indicate with approximate accuracy the amount of dock employment obtained by individuals. It, however, would, we think, in the ordinary case afford data reasonably sufficient for the purpose of ascertaining whether the amount of employment obtained by individuals has been such as to warrant their retention on the list of preference men.

For the purpose of ascertaining the volume of work in the port from day to day and thereby estimating the normal labour requirements, it is necessary to have information as to the total amount of work done by non-Union men as well as by Union men. That information could be more adequately obtained from wages books and records kept by employers, which would show the total number of shifts worked from day to day, than from the daily stamping of employment record books—books which, being issued only to Union men, would furnish no information as to the amount of work done from day to day by non-Union men.

40. We gather from the evidence that the Union would be willing to furnish a joint committee with a list showing the names, addresses and ages of its members, that is, of the men holding badges. We think that, without the use of employment record books, a joint committee, with the co-operation of the employers, the Union and the Employment Exchanges, could readily obtain all the information required for the purpose of regularising employment at the docks.

41. In course of the evidence the Chairman of the Employers' Organisation suggested that in the future some scheme might be devised and brought into operation for providing financial assistance for men who have given years of service on the docks and are getting too old for work of such a laborious nature. He explained that, in making that suggestion, he was giving his "personal view" and not speaking on behalf of the Employers' Organisation; that a future development of that kind would present a very difficult problem; and that it would possibly take years to bring it about. The questions which will fall to be considered in the event of a Pensions Scheme being formulated are in many respects distinct from those arising with respect to schemes for promoting greater regularity of employment; and we do not think that, under our terms of reference, it would be justifiable to take into account, as a circumstance now affecting the operation of a scheme for promoting greater regularity of employment, the possible emergence at some future time of a Pensions Scheme with regard to whose structure and provisions no evidence whatever has been submitted to us. So far as we know, the Union, in deciding not to negotiate on the basis of the proposals submitted by us, had regard to the facts of the present situation and not to a hypothetical situation which might arise in the event of a Pensions Scheme being formulated. We do not doubt that the Union will be prepared to examine on its merits any Pensions Scheme that may be submitted to them. In the event of a scheme for pensions and for providing holidays with pay being adopted in Glasgow, it is obvious that it would be essential to have reliable statistical information on a wide range of matters, including the ages of the men coming within the scope of the scheme and the amount of employment on the docks obtained by individual men. Under the schemes for promoting greater regularity of employment outlined in our conclusions in this Report (para. 66) the employers and the workmen would have full opportunity of considering jointly, and co-operating in, suitable methods for furnishing and collating such statistics as may be necessary for the operation of any scheme for pensions and holidays with pay that they may see fit to adopt.

42. The immediately urgent question—the matter which we, in this Inquiry, are directed to examine—is the promotion of greater regularity of employment. We feel that it would be

very regrettable that the prospect of voluntary agreement between the parties on a scheme for the regularisation of employment at the docks should be imperilled or postponed by insistence upon the use of employment record books when alternative and substantially equivalent sources of information could be made available. On a consideration of the whole circumstances we have come to the conclusion that under existing conditions procedure, alternative to employment record books, could be adopted for collecting all the information necessary for the purpose of regularising employment on the docks. Accordingly, the schemes, outlined in our conclusions (para. 66), for promoting greater regularity of employment do not provide for the introduction of employment record books.

PART III.—THE POSITION AT ABERDEEN.

Volume of Traffic and Employment.

43. The tonnage of vessels entering the port of Aberdeen during the year ended 30th September, 1936, was 1,012,120. The goods handled during that year amounted to 1,468,646 tons, consisting of 1,072,663 tons brought into the port and 395,983 despatched. The total amount of goods loaded and unloaded was made up, to the extent of about one-half, of coal—the remainder consisting of miscellaneous general cargo, including a considerable import of timber.

In July, 1936, there were employed in the port 1,112 persons who, according to the Ministry of Labour classification, came within the industry group RT, that is, were employed on Dock, Harbour, River and Canal Service. This total included a considerable number of men—employees of the Harbour Commissioners, licensed fish porters and other workmen—who, not being engaged in operations recognised as “dock labour,” are outwith the scope of this Inquiry. The number of men obtaining work in loading, discharging and handling cargoes, that is, in “dock labour,” varies from day to day. Precise figures are not available; but we estimate that the number of men obtaining such work, in the course of a year, is between 600 and 700.

Lay-out of Docks.

44. The area enclosed from the tidal harbour by the dock gates is divided into two adjacent docks—the Victoria Dock and the Upper Dock. Practically all the work of loading and unloading vessels is performed in a compact area, which is about $\frac{1}{2}$ mile in length and less than $\frac{1}{4}$ mile in width.

Employers' Organisation.

45. The direct employers of dock labour, with the exception of three or four employers engaged in the coal trade, are members of the Port of Aberdeen Labour Employers' Association.

That Association was formed in 1922 and became affiliated, in 1927, to the National Council of Port Labour Employers. The National Council of Port Labour Employers is the organisation representing employers on the National Joint Council for Dock Labour.

Workmen's Organisation.

46. The dock workers in Aberdeen are members of the Aberdeen Branch of the Transport and General Workers' Union (Dockers' Section). The Transport and General Workers' Union is one of the organisations representing workpeople on the National Joint Council for Dock Labour.

From 1922 onwards the Union considered that its membership was more than sufficient to perform the normal work of the port and accordingly during the period from 1922 to 1935 new members were not admitted to the Union. Since the beginning of 1936 new members, 80 in number, have been admitted to the Union. The total membership of the Union at the present time is 549. It is explained that, allowing for the number of members who, owing to illness or other causes, may be prevented from working, the number of members of the Union available for work from day to day may be taken at 510.

A badge is issued by the Union to each of its members. Metal badges are issued to members of the Union who are regarded by the Union as "dockers". These metal badges are issued quarterly to men who have complied with the rules of the Union.

The Union comprises, in addition to the dockers' section, 339 members who form part of the general workers' section of the Union. These men, though their normal work brings them in contact with the docks, are not regarded as dockers. A celluloid badge, bearing the words "General Workers", is issued to each of these 339 men. The members of the Union to whom celluloid badges are issued are, as regards dock work, not preference men but are in the same position as non-Union men. In our Report on the position at Aberdeen the term "badged" men or "Union" men means and includes only members of the Union to whom metal badges are issued, that is, men who, according to the local classification, are "dockers".

Joint Negotiating Committee.

47. For more than 15 years there has been in existence a Joint Negotiating Committee, consisting of employers' representatives appointed by the Port of Aberdeen Labour Employers' Association and workers' representatives appointed by the Aberdeen Branch of the Transport and General Workers'

Union (Dockers' Section). This Committee, which meets about six times a year, deals with questions relating to the conditions of work and the employment of labour at the dock.

Methods of Engagement of Labour.

48. Under the Wage Agreement, which has operated since June, 1924, the "working day" is from Monday to Friday 8 a.m. to 12 noon—1 p.m. to 5 p.m., and on Saturday 8 a.m. to 12 noon. The minimum engagement is for a half-day, that is, from 8 a.m. to 12 noon or from 1 p.m. to 5 p.m. There are no recognised calling-on places where men seeking employment present themselves for engagement. The engagement of labour takes place at the ship-side at 7.45 a.m. and 12.45 p.m. A number of dock workers are in use to congregate at Regent Bridge—a bridge which separates the Victoria Dock from the Upper Dock—and at Commercial Street. Foremen who experience a shortage of labour at the ship-side occasionally go to one or other of these places for additional men; but, in general, when the number of Union men at the ship-side is insufficient foremen do not go elsewhere to engage Union men but immediately take on non-Union men available at the ship-side. It not infrequently happens that shortages of Union men occur at particular places while Union men assembled at other places, being unaware of the opportunities of employment available, remain unemployed. There is from day to day uncertainty as to where men are likely to be required and no means are provided for bringing to the knowledge of men seeking employment the places where shortages are being experienced or for distributing the men to these places.

Preference of Employment for Union Men.

49. For many years preference of employment has been granted to members of the Union who are identified by the metal badge. In a booklet, issued by the Union and applicable to the "Dockers' Section", the "Port Rules" provide that each member of the branch must wear his badge in such prominence as will enable foremen to distinguish, without difficulty, the Union man from the non-Union man. The lack of any organised arrangements for the engagement of labour affects very adversely the extent of the employment obtainable by Union men and diminishes the effectiveness of the badge as a means of securing regularity of employment.

Employment of Non-Union Men.

50. A statistical statement submitted by the Port of Aberdeen Labour Employers' Association shows that during the five months ended 30th November, 1936, the number of days' work done by Union men for the firms who are members of the Employers' Association was 36,441, and that during that period

the number of days' work done by non-Union men for these firms was 12,207. On the days (which include Sundays) covered by that statistical statement, the total number of men employed per day was, on an average, 318, of whom, on an average, 80 were non-Union men. These statistics do not include about 75 men employed by firms who are not members of the Employers' Association. Statistics furnished by the Ministry of Labour show that during the 13 weeks ended 27th November, 1936, the average number of badged men paid unemployment benefit each week was 118—the average amount of benefit paid during that period to these badged men being 13s. 8d. per man per week. The period of five months ended 30th November, 1936, covered by the employers' statistics may, we think, be regarded as fairly representative of the position obtaining at the port in regard to employment and unemployment. The evidence by the Union witnesses is that the extent to which under-employment is experienced by Union men while non-Union men are being employed in considerable numbers has for some years been regarded with anxiety by the Union.

Unemployment Insurance.

51. While a few dockers at Aberdeen do not make a claim for unemployment benefit in respect of brief periods of unemployment, the majority prove unemployment on all days on which they are unemployed. Nearly all the badged dockers are qualified for unemployment benefit during spells of unemployment in virtue of contributions paid during the preceding two years.

In Aberdeen, as also in Glasgow, the number of badged dockers in receipt of unemployment assistance allowances is small, and in their case the question of dockers' earnings, in relation to the adjustment of allowances and the assessment of weekly allowances to other members of the household, is simplified by the fact that badged dockers are required during periods of unemployment to prove unemployment twice daily on forms U.I. 543—forms current for a week and showing whether or not unemployment has been proved on each half-day in the week. The number of non-Union men occasionally employed on the docks who are in receipt of unemployment assistance allowances is, in Aberdeen, considerable and, in Glasgow, reaches high figures. We consider that, in the case of non-Union men, the provisions of the Unemployment Assistance Act of 1934 have added, in some degree, to the desirability of a more systematic method of engagement, which would enable earnings to be ascertained if occasion arises.

Continuity Rule.

52. Two wage systems are in operation in the port of Aberdeen—a time-rate system and a piece-work system. As regards time workers, the effects of the continuity rule are dealt with

in our observations on the position at Glasgow (paragraphs 17 and 18). At Aberdeen a large proportion of the casual work on the docks is performed under the piece-work system. Practically all coal work, which constitutes half of the dock work at Aberdeen, and much of the work on general cargo is undertaken at piece-work rates. Very frequently a man is engaged from time to time on a time-rate basis and from time to time on a piece-work basis. The earnings of a man, if he is employed for a day or half-day on a piece-work basis, are much larger than his earnings would be if he was employed for that day or half-day on a time-rate basis. Specific cases were mentioned where men working at piece-work rates on general cargo earned more than 25s. a day. Hence, as is understandable, men prefer to be employed on a piece-work basis. A man, if he has reason to believe that employment on a piece-work basis is likely soon to be available, may decide to take the chance of obtaining that piece-work employment instead of competing with others for employment offered on a time-rate basis. The evidence shows that at Aberdeen the larger earnings obtainable on piece-work tend, together with the continuity rule, to encourage "absenteeism" at calls at which employment on a time-rate basis is offered and to increase the number of Union men unemployed and claiming unemployment benefit. The continuity rule, in its relation to piece-workers, has other reactions upon employment and upon the number of persons unemployed. In Aberdeen, as in Glasgow and other ports, it is not uncommon for men who are earning high wages at piece-work for a certain number of days in a week to "rest" during the other days of that week, and claim unemployment benefit in respect of those days on which they are unemployed. All men do not claim unemployment benefit during a "resting" period, but in most cases benefit is claimed. It is left to the individual to make his decision on that matter in view of the particular circumstances. When high wages can be earned by piece-work, night shifts or overtime, the habit of working at high pressure for a few days and then "laying-off" for the next few days, is one of old standing and existed long before dockers came within the scope of the Unemployment Insurance Scheme. The habit still continues. The introduction of the Insurance Scheme has not altered the habit, and has enabled high earnings for two or three days' work during a week to be supplemented by the unemployment benefit in respect of the other days of that week. The Royal Commission on Unemployment Insurance, reviewing the position as regards part-time workers whose earnings are so high that they do not need to work during the rest of the week, recommend that the continuity rule should be accompanied by a rule under which a claimant's earnings above a minimum sum would be taken into account in determining his right to benefit, though in such a way that he will always be better off by obtaining work. Our

inquiries convince us that this principle is sound and that its adoption and application would help to remove the disinclination to accept further work immediately after a comparatively well-paid job.

As regards the existing position at Aberdeen we have ascertained that men who are in the habit of "resting" for brief periods can prove unemployment at the Exchange, if they desire to do so, without visiting the docks in search of employment. It is, in our opinion, plainly right, under the existing statutory provisions, that a casual worker, who seeks to prove unemployment for the purposes of receiving benefit, should be required to show that he has made himself available for work by visiting a place where offers of suitable employment were likely to be brought to his knowledge. The establishment of a central call-stand, combined with a system of accepting proof of unemployment at the call-times at the stand, instead of later at the Exchange, would go far to ensure that workmen who wish to claim benefit in respect of particular days have not neglected, on these days, to avail themselves of reasonable opportunities of obtaining suitable employment.

Our inquiries show that the irregularities prevalent in Glasgow in connection with non-payment of insurance contributions and the use of "emergency books" (paragraphs 20-23) do not occur at Aberdeen.

The Employers' Attitude to Registration Schemes.

53. On several occasions during the years preceding 1933 proposals were made for the introduction of a registration scheme at Aberdeen. The employers declined to entertain these proposals on the grounds that under the local circumstances there was no need for a registration scheme and that it was inexpedient to disturb the amicable arrangements which subsisted at the port. On 29th November, 1933, at a joint conference of the Employers' Association, the Branch Committee of the Union and representatives of the Standing Advisory Committee, a draft registration scheme, which had been prepared by the Standing Advisory Committee, was examined and, certain amendments having been made to meet the local conditions, was approved by the employers' representatives subject to ratification by the Employers' Association. It is not clear on the evidence whether the representatives of the Union at the conference assented to the draft scheme. The draft scheme, as adjusted at that conference, was approved by the Employers' Association but was rejected at a General Meeting of the members of the Branch of the Union.

The employers stated, in course of the oral evidence at the Inquiry, that they are prepared to co-operate with the Union in working the scheme of 29th November, 1933, as it stands or

as it may be modified by mutual agreement between the Employers' Association and the Union. The main provisions of that scheme may be summarised under the following heads:—

Administration.—The Registration Committee would consist of four representatives appointed by the Employers' Association and four representatives of the Union. That Committee, with the assistance of a Secretary provided by the Ministry of Labour, would determine any matters of general policy relating to the scheme, including the adjustment of the size of the register to the labour requirements of the port.

Constitution of Register.—Port workers employed in or associated with the handling of cargo of every description, both on quays and aboard, would be eligible for registration. The Registration Committee would agree upon a list of men recognised by them as being *bona fide* port workers genuinely seeking and physically capable of performing dock work, and this list would constitute the register.

Employment Record Books.—Each port worker accepted for registration would be provided with an employment record book, which would be the token of registration. The book would record the holder's name, address, age, registration number and unemployment book number. The employer would collect the employment record book of each man at the time when he is engaged, stamp it with an official stamp in respect of each day's employment, and retain it until the termination of the employment. The employment record books would be exchanged in March and September of each year. The Registration Committee would decide on the question of re-issue in individual cases where, according to the record of employment, the holder has not obtained a reasonable amount of work during the period—the percentage of employment to be determined by the Committee. The Committee would review the register and determine whether or not changes should be made in the number of men on the register, and would also have the power to suspend or withdraw the employment record book of any man at any time.

Engagement of Labour.—All labour to be engaged in accordance with existing arrangements or such modifications thereof as may be determined upon by the representatives of the industry from time to time. Employers undertake not to engage any man unless he holds a current employment record book, except that if at any time there is a shortage of suitable registered men an employer may engage non-registered men on a daily basis until registered men are available.

54. The scheme of 29th November, 1933, does not contain a provision for the establishment of central call-stands—a provision which the Union has long advocated as an essential first step towards the regularisation of labour engagement at the port. The employers, however, in their oral evidence, stated that they now are prepared to agree to the setting-up of a central call-stand or, as might be arranged, two central call-stands, one for work on coal and another for work on general cargo. Again the provisions in the scheme with regard to the constitution of the register would render eligible for registration all port workers whether they were or were not members of the Union. But the employers in their oral evidence make it plain that they are prepared to accept the existing list of members of the Union as constituting the register at the date of the establishment of the register and, as regards future recruitment, to adopt the principle that all men admitted to the register shall be, or become, members of the Union. Thus the register, at the date of its constitution and thereafter from year to year, would be identical with the list of members of the Union. The employers, in view of the admission of 80 new members to the Union since the beginning of 1936, do not maintain that at the present time the number of Union members is inadequate to meet the normal requirements of the port. But they contend that the Union, in admitting men to its membership, does not have due regard to the suitability and fitness of the men admitted. They do not dispute that the Union has a right to determine the persons who are to be admitted to the Union. But they claim that they, having a direct concern in the quality and suitability of the men whom they employ, should be told by the Union the names of the men whom the Union proposes to admit; that they should have an opportunity of making representations to the Union regarding the suitability of these men; and that such representations could be appropriately considered and discussed by the proposed joint committee. In short, the employers claim a right to make representations as to the suitability of men whom the Union proposes to admit to its membership but do not claim a right of veto.

55. The employers complain of loss and inconvenience being caused to them by men leaving a time-work job "prematurely," that is, before the job is finished, if a piece-work job becomes available. The difficulties alleged in this respect arise mainly from uncertainty as to the duration of the engagement undertaken. Under the written Wage Agreement the minimum engagement is for a "half-day," that is, four hours. But there appears to be a custom—and custom plays an important part in dock arrangements—that a man engaged on the morning of a given day is engaged for that day, that is, for eight hours, and that, if the loading or unloading of the ship is not finished on that day, he is to be taken on on the following day. The practice of interpreting the written rules in the light of alleged customs

not infrequently results in misunderstandings between the parties as to the duration of an engagement and the time of its termination. Such misunderstandings and the difficulties and friction arising from time to time with regard to "premature leaving," can be removed by the parties, in the written working agreement, setting out in plain terms the period for which an engagement is made in the absence of express stipulation on the matter when the engagement is entered into. The working agreements between the parties are independent of, and not affected by, the scheme of 29th November, 1933.

The Workmen's Attitude to Registration Schemes.

56. The members of the Aberdeen Branch of the Transport and General Workers' Union (Dockers' Section) have opposed the registration schemes—including the scheme of 29th November, 1933—put forward at Aberdeen, although these schemes have been in accord with the policy advocated by the Transport and General Workers' Union and by the National Joint Council for Dock Labour—a Council in which the Transport and General Workers' Union is one of the organisations represented. They, entertaining a belief that the application by the National Joint Council for Dock Labour to the Minister of Labour for the appointment of a Board of Inquiry into the position at Aberdeen was made with the object of imposing upon them a registration scheme on the pattern approved by that Council, declined to participate in the proceedings at this Inquiry. Hence at the first two sittings of the Board in Aberdeen no evidence was adduced on behalf of the Aberdeen Branch of the Union. At these sittings the National (Docks) Organiser for the Transport and General Workers' Union represented the Executive of that Union and stated that he would welcome any help the Board might be able to give in removing misunderstandings on the part of the members of the Aberdeen Branch of the Union. The Secretary of the Aberdeen Branch, who appeared at all the sittings of the Board in Aberdeen, made explanatory statements as to the position in Aberdeen and took part in the examination of witnesses; but he made it plain that, in view of the attitude taken up by the members of the Aberdeen Branch of the Union, he, at the first two sittings, was not in a position to give evidence. After the first two sittings of the Board in Aberdeen it was intimated to us that the Aberdeen Branch of the Union, at a full meeting, had decided, out of courtesy to the Board, that they would give evidence if a further opportunity was given them. We gladly afforded them such further opportunity, and at our third sitting in Aberdeen we heard very full evidence from the President and other members of the Aberdeen Branch of the Union.

57. At the conference on 29th November, 1933, between the Employers' Association, the Branch Committee of the Union and representatives of the Standing Advisory Committee, it

appears that a statement was made to the effect that, in the event of the employers and workmen at Aberdeen continuing to reject registration, the Government might take upon itself power to enforce a scheme. That statement was regarded by the members of the Union as a "threat" and seems to have strengthened their antagonism to registration. All the parties concerned are well aware that, under the existing law, the Minister of Labour has no power to enforce a registration scheme; and it would appear that the statement made at the joint conference had reference to the fact that the Royal Commission on Unemployment Insurance in their Report, dated December, 1932, recommended (para. 601) that the Minister of Labour should be given powers to enable him to institute and control, in the absence of approved voluntary schemes, measures for the decasualisation and regularisation of employment applying to one industry or to several industries—one of the measures suggested being to schedule industries with a view to the application of a registration scheme with the object of controlling the volume of labour available for casual work. The witnesses who gave evidence on behalf of the Aberdeen Branch of the Union made it plain that they recognised the value and importance of joint voluntary action by employers and workmen in questions affecting the industry and that they viewed with repugnance the suggestion that, in the event of the employers and workmen not agreeing on a voluntary scheme, the volume of labour at the docks in Aberdeen might be brought under State regulation and control.

58. The Union deplors the fact that from day to day many members of the Union are unemployed while non-Union men are being engaged in considerable numbers. The Union has long advocated, and continues to advocate, the establishment of a central call-stand as a means—and the only effective means—of rendering more real the right of priority of engagement possessed by its members and of remedying the under-employment experienced by its members. It is recognised by the Union that the right of priority of engagement possessed by its members carries with it a duty on the part of the Union to be vigilant in taking measures to ensure that its members are sufficient in number, and adequate in fitness and suitability, for the prompt and efficient performance of the work normally required at the dock. The Union maintains that its membership, which, as we have stated, has been increased by the addition of 80 new members since the beginning of 1936, is at the present time entirely adequate both in number and in quality. It strongly repudiates the contention that, in recruiting members, it has failed to exercise due care in ascertaining the suitability of the individual men admitted to the membership. The President of the Aberdeen Branch of the Union described to us in detail the methods adopted by the Branch to secure that the

80 men added to the membership since the beginning of 1936 were men in all respects suitable for admission. They made it a condition that no man younger than 21 or older than 40 should be admitted. A Committee scrutinised the applications and interviewed applicants. That Committee drew up a list of men who, to the personal knowledge of the members of the Committee, had experience of work on the dock and were fit for such work—a list which was submitted to the members of the Union and voted on by them. Complaints made by employers regarding conduct or discipline are referred through the Joint Negotiating Committee to the Union and are examined and dealt with by the Union. If the complaint is ascertained to be well-founded the delinquent may be censured and warned, or fined or deprived of his badge.

59. The members of the Union do not oppose, but are in entire accord with, the aim sought to be attained by registration schemes, to wit, the regulation of the supply of labour for dock work by granting preference of employment to selected workers whose number is to be adjusted from time to time in accordance with the normal labour requirements of the port. Their contention is that that fundamental aim has been realised in Aberdeen, and that the conditions—in particular, the haphazard conditions attendant on shipside engagement—which have hampered the operation of the existing system of preference can be removed by mutual co-operation between the Union and the Employers' Association without having recourse to the drastic changes contemplated in the registration scheme proposed by the employers. The objections stated by the members of the Union to the proposals contained in that scheme closely resemble those stated by the Glasgow dockers to the registration scheme proposed by the Glasgow employers (see paras. 28 and 38). They consider it to be vitally important that the existing rights of the Union, won by trade union organisation and long established in the port, should be maintained, and they refuse to surrender to a joint committee functions and powers now exercised by the Union, or to assent to any proposals which would have the effect of giving the Employers' Association an equal voice with the Union in the exercise of these functions and powers. The members of the Union are resolutely opposed to the proposal to introduce employment record books in substitution for the Union badge as the token of preference. They contend that, under existing conditions at Aberdeen, the use of employment record books is entirely unnecessary. They do not dispute that, in order to secure a proper adjustment from time to time between the labour supply and the labour requirements, information is necessary as to the amount of employment obtained by individual men and as to the volume of work at the port. Their contention is that,

as regards the extent of employment obtained by individuals, the information provided by the cards U.I. 543 and recorded on the claim forms at the Employment Exchange is, or can by co-operative action be made, sufficient for the purpose of regularising employment at the dock; and that, as regards the volume of work in the port from day to day, the records kept by the employers can be made available and would provide with sufficient accuracy the information needed. They regard employment record books, used in the manner, and for the purposes, set out in the scheme of 29th November, 1933, as part and parcel of a machinery designed to bring the workers under a system of rigid supervision and control, which would restrict the freedom of choice which they now have in their search for work suitable to their individual skill and experience and would be in the nature of " industrial conscription ".

Endeavours towards Adjustment of Differences.

60. In view of the evidence adduced and the statements made on the one side and the other, it was obvious that the points of disagreement between the parties had been considerably narrowed. It is no longer in dispute that at the present time the effective members of the Union are sufficient in number to perform the normal work of the port. The evidence as to the methods adopted by the Union since the beginning of 1936 shows, in our opinion, that the Union is exercising reasonable diligence to secure that the men admitted to its roll of members are men who are physically fit for dock work and who mean consistently to follow dock work. As regards future admission to the Union the position taken up by the employers, as explained by the Vice-President of the Employers' Association, is that all the employers ask is that a list of the names of the men to be admitted to the Union should be submitted to the employers and that the employers should have an opportunity of stating whether there are any objections taken by them to particular individuals included in that list. There is unanimous testimony that the standard of efficiency among the dockers at Aberdeen compares favourably with that found in other ports and that the dock work in Aberdeen has been, and is being, effectively and promptly carried out. For many years amicable relations have continued to prevail between the employers and the workpeople and no serious dispute, involving a dislocation of work, has occurred. While certain individual workmen have had grievances in respect of particular proceedings of foremen or employers, there is no evidence of distrust or suspicion on the one side or on the other. The Joint Negotiating Committee has been very serviceable in the adjustment of differences and difficulties. The principle that the supply of labour for dock work is to be regulated by granting preference of employment to selected workers—the principle upon which registration schemes are based and which they seek to realise and apply—

has long been firmly established in Aberdeen and it is now common ground between the parties that these selected workers are to be members of the Union and that their number is to be adjusted from time to time in accordance with the normal labour requirements of the port. It is also recognised by both the parties that the existing practice of "ship-side" engagement is defective and wasteful and tends to obstruct and defeat the operation of the preference system. Both parties are now willing to co-operate in the centralisation and co-ordination of the arrangements for the engagement of labour under joint control. The main matters still in controversy are concerned with employment record books. The reasons submitted in Aberdeen for and against the introduction of these books were substantially similar to those submitted in Glasgow; and in previous paragraphs of this Report (paragraphs 39 and 40) we have stated the grounds upon which we have come to the conclusion that, under existing conditions, procedure, alternative to employment record books, could be adopted for collecting information sufficient for the purpose of regularising employment on the docks. We think that at Aberdeen the local records available can, by co-operation between the Employers' Association, the Union and the Employment Exchange, be made to afford with approximate accuracy the information required for this purpose.

61. At the sittings in Aberdeen, Mr. D. Hillman, representing the Executive of the Transport and General Workers' Union, indicated in outline aims which that Union is seeking to achieve with a view to bettering the conditions of dock workers—aims which included schemes for giving financial assistance to old men unable to work, and for providing holidays with pay; and he stressed the importance of statistical information, obtainable through employment record books, regarding the extent of employment got by individual men, as a basis for such further developments in the industry. There has not been submitted to us information as to the structure or provisions of any scheme in contemplation to give effect to these aims. Under our terms of reference we are directed to examine and report on the circumstances giving rise to difficulties in the operation of a scheme for promoting greater regularity of employment in the port transport industry in the ports of Glasgow and Aberdeen. Accordingly we have to deal not with hypothetical circumstances and conditions which may come into existence at some future time but with the circumstances and conditions now existing at these two ports. We, as we have stated in a previous paragraph of this Report (paragraph 41), do not consider that the possibility that at some future time a scheme, or schemes, for pensions and/or holidays with pay may be formulated can be reckoned as a circumstance now affecting the operation of a scheme for promoting greater regularity of employment. We appreciate that developments on the lines indi-

cated by Mr. Hillman are highly desirable. An agreement between the parties to co-operate in certain arrangements which are plainly needed at the present time to promote greater regularity of employment would be a foundation for, and a necessary first step towards, further measures for the betterment of the dock workers, and, if subsequently the parties should decide to develop and extend the arrangements made under that agreement, appropriate methods and machinery can be devised to effect such developments and extensions.

62. It being common ground between the parties that regularity of employment for the dock workers at Aberdeen could be promoted by the adoption of certain new methods of procedure, it appeared to us that both parties might be able to agree on methods in which they would be willing to co-operate. We considered that it would be helpful for that purpose to confer separately with the representatives of the Employers' Association and with the representatives of the Union. Accordingly, before concluding our sittings at Aberdeen, we held these separate conferences, and subsequently, at our final sitting, intimated that we would communicate to the parties proposals which, in our judgment, would, if accepted by both the parties, improve the employment position at the docks at Aberdeen and ensure a supply of competent labour sufficient to meet normal requirements.

The proposals submitted by us to the Port of Aberdeen Labour Employers' Association and the Aberdeen Branch of the Transport and General Workers' Union (Dockers' Section) are set out in Appendix V.

Review of Present Position.

63. On 17th June, 1937, the Port of Aberdeen Labour Employers' Association transmitted to us a Statement, dated 19th May, 1937, received by them from the Standing Advisory Committee, and intimated to us that they adopted that Statement as the reply of the Employers' Association to the proposals submitted by the Board. That Statement, which bears that it was issued in respect of a request from the Employers' Association for advice, is to the effect that the proposals submitted by the Board do not provide for what the Standing Advisory Committee consider to be cardinal principles of schemes for promoting greater regularity of employment among dock workers; that the Standing Advisory Committee would not be prepared to recommend these proposals to the National Joint Council for Dock Labour or to the Minister of Labour as constituting a scheme for promoting greater regularity of employment for dock workers in the port of Aberdeen; and that these proposals do not, in the opinion of the Standing Advisory Committee, comply with the Ministry's requirements

for the provision of Departmental assistance and could not be recommended to the Department for such assistance.

We were well aware, and are well aware, that our proposals do not in certain respects conform to the pattern of registration schemes advocated by the Standing Advisory Committee—in particular, in respect of the constitution and recruitment of the list of “ preference men ” and employment record books. As regards the constitution and recruitment of the list of preference men—the proposals submitted by us are based on, and in accord with, the representations made to us on that matter by the witnesses on behalf of the employers. We are not prepared to assume that, under the “ guidance ” of the Standing Advisory Committee, the opinions of the Employers’ Association, as voiced by the witnesses adduced by them at this Inquiry, have entirely changed and that the Employers’ Association will now refuse to assent to, and co-operate in, methods and measures which their witnesses stated were acceptable to the Association and appropriate in the circumstances. As regards employment record books—we, in previous paragraphs of this Report (paras. 39, 40 and 60) have stated the grounds upon which we have come to the conclusion that methods, alternative to employment record books and sufficient for the purpose of regularisation of employment, can be adopted for collecting information as to the normal labour requirements and as to the extent of the employment obtained by individual preference men and that, under existing conditions, insistence on the introduction of employment record books would wreck any prospect of voluntary agreement and co-operation between the parties. We also have pointed out that, in the case of a large majority of the dockers included in the registration schemes now operative in Great Britain, employment record books are, in fact, not in use. We find no reason for altering or modifying the proposals which we placed before the parties at Aberdeen with the object of improving the system of labour engagement and distribution at the docks.

PART IV.—GENERAL.

Summary.

64. In the port transport industry the volume of work at a dock—being dependent upon a variety of factors, e.g., the action of tides, the uncertain and irregular arrival of vessels, the necessity for a prompt turn-round of vessels, which are in the main outside the control of those responsible for carrying on the industry—is subject to rapid fluctuations. In consequence of these fluctuations there tends to gather around the dock at any port a body of men who are not regular dock workers but who from time to time obtain employment at the dock and are constantly passing into and out of employment at the dock.

It has long been recognised that this influx of workers seeking employment at the docks aggravates the difficulties due to the casual nature of employment in the industry and injuriously affects the employment position of the regular dock workers. Experience has shown that the most effective method of mitigating and counteracting the evils arising from excessive numbers of men seeking employment in dock work is to regulate the supply of labour by granting a preference in port employment to selected workers, whose number is determined on the basis of the local labour requirements. The fundamental aim of registration schemes is to establish such a system of preference and to provide methods of concerted efforts based upon the principle of preference. In Glasgow and in Aberdeen such a system of preference has for many years been firmly established. The evidence led at this Inquiry shows grave defects in the operation of the existing preference systems at Glasgow and at Aberdeen—defects arising mainly from the methods in use for the engagement of labour. The evidence also shows the prevalence at Glasgow of widespread abuses of the Unemployment Fund—abuses attributable in large measure to the fact that the preference system at that port is not working effectively. The question at issue at Glasgow and at Aberdeen is whether greater regularity of employment in the industry can be more effectively attained by establishing at these ports registration schemes embodying certain features which are now represented to us as essential in such schemes or by taking steps to render more efficient the existing systems of preference and labour organisation and to improve other arrangements now obtaining at these ports. We have given very careful consideration to the representations made on behalf of the Standing Advisory Committee at the Inquiry. But we have to deal with the facts of the situation in Glasgow and in Aberdeen. We cannot ignore these facts or pretend that the facts are not what they are. As the law now stands, any organised system for the engagement and distribution of labour at a port is dependent upon the voluntary agreement and co-operation of employers and employed. The evidence makes it plain that the dock workers at Glasgow and Aberdeen will not consent to adopt, or to co-operate in, a registration scheme embodying all the features advocated by the Standing Advisory Committee and involving drastic alterations in the functions now exercised by the Trade Unions under the preference systems in operation at these ports, or any scheme which includes, as part of its machinery, the use of employment record books. We appreciate that at many ports—in particular, at ports where no preference system had previously been established—registration schemes have accomplished much to promote greater regularity of employment. We also appreciate that for certain purposes, e.g., for the purpose of obtaining statistical information on a

comparable basis with regard to the employment position of the workers at the ports of this country, it is desirable that the procedure set up under organised schemes should be of a more or less uniform type. We, however, are of opinion that where, as in Glasgow and in Aberdeen, the fundamental principle of preference for selected workers is firmly established at a port, the machinery and procedure for the application of that principle should be adapted to the local circumstances at the port; and that it is more important that it should be so adapted than that it should conform to a "model". We consider that an insistence on rigid uniformity and on the adoption of particular machinery, e.g., employment record books, as essential to any scheme for promoting greater regularity of employment for dock workers which is to receive Departmental assistance is a policy which, if applied in Glasgow or in Aberdeen, would frustrate any effort to improve by voluntary action the systems of organisation now existing at these ports. We do not underestimate the importance of "machinery" in the administration of a scheme; but we recognise that the maintenance of a co-operative spirit on the part of all concerned is essential to the efficiency of any scheme.

65. The evidence led at this Inquiry has shown very fully and very plainly the difficulties with which employers in the port transport industry are confronted. We appreciate that the employers, and the shipping industry as a whole, have a vital interest in ensuring that the system of labour-organisation and labour-engagement at the docks is such as will provide a sufficient supply of efficient workmen not only to meet normal requirements but also to meet exceptional pressure which may arise from time to time. It is clear to us that, notwithstanding the strong and marked divergence in the views held on the one side and on the other with respect to certain matters, the employers and the workmen, both in Glasgow and in Aberdeen, have in the past made co-operative efforts towards achieving the smooth running of the work of the ports. We feel strongly that the co-operation which has existed should continue and, if possible, be increased; that any steps or measures now to be taken should be such as will encourage and assist co-operation; and that insistence by the one side or by the other on steps or measures which would prevent or impede such co-operation may have results injurious to all concerned. We are convinced that schemes on the lines set out in the next paragraph of this Report (para. 66) represent what, at the present time and under existing conditions, can be accomplished by voluntary agreement towards promoting greater regularity of employment in the industry at Glasgow and at Aberdeen; and that schemes on these lines, if agreed to by the parties, would prove in practice advantageous to the industry at these ports and go far to bring to an end abuses of the Unemployment Fund at these ports.

Conclusions.

66. We, on a consideration of the whole evidence, have reached the conclusions (1) that registration schemes, or other schemes, by whatever name they be called, under which preference in port employment is granted to selected workers whose number is determined on the basis of the local labour requirements and under which proper methods are taken to regulate and co-ordinate the engagement of labour, have proved of great advantage in promoting regularity of employment; (2) that, under existing circumstances, the workmen at the ports of Glasgow and Aberdeen are not prepared to assent to the adoption of any registration scheme which provides that the register of recognised port workers is to be compiled by, and under the sole control of, a joint committee representing the port employers and the dock workers and that the token of registration is to be an employment record book issued by that joint committee to each recognised port worker and withdrawable at any time by that joint committee; and (3) that the defects existing in the operation of the preference systems now obtaining in Glasgow and in Aberdeen—systems which have been long established at these ports and under which preference of employment is granted to members of the Trade Unions representing the workmen at these ports respectively—have arisen mainly from the methods in use for the engagement of labour. We consider that greater regularity of employment at the ports of Glasgow and Aberdeen would be attained by the organisations representing the employers and the organisations representing the workmen at these ports respectively agreeing to schemes on the following lines:—

(1) The Associations representing the employers and the Trade Unions representing the workmen at Glasgow and Aberdeen respectively to establish at each of these ports a joint committee for the purpose of promoting the more convenient engagement and the more regular employment of workmen at the port. The committee to consist of representatives appointed by the Employers' Association and representatives appointed by the Union. The committee to be formed on the basis of balanced panels of employers' and workmen's representatives.

(2) The committee to establish calling-on stances, appropriately distributed throughout the docks, where workmen would assemble for engagement. All workmen seeking engagement at a particular call-time—including workmen who had been previously notified that they would be engaged but are not under a binding engagement—to assemble for engagement at a calling-on stance. The committee may sanction arrangements under which workmen who are already under a binding engagement are not required to attend a calling-on stance during the subsistence

of that binding engagement. The calling-on stances to be as few in number as is practicable, having regard to the layout of the docks and the facilities for men reaching the place of work after engagement. The committee to arrange that all the calling-on stances be in telephonic communication and, as far as practicable, to adopt methods of co-ordination between the calling-on stances with a view to facilitating the effective distribution of the workmen to meet the day-to-day requirements at various points in the port.

(3) The Union to provide the committee with a list of the members of the Union as at the date of the establishment of the committee. That list, which would include weekly-paid men who are members of the Union, to be accepted by the committee as constituting for one year (or such longer period as may be thought desirable to afford experience as to the adequacy of the list to meet the normal requirements of the port) the list or register of recognised preference port workers. After the expiry of a year (or longer period) the committee to consider from time to time whether or not changes should be made in the number of men on the list or register. A decision of the committee that a specified number is to be added to the list shall determine the number of men to be added, and thereupon the Union will determine the individual men who are so to be added to the list and admitted to the membership of the Union. Membership of the Union to be a condition of enrolment on the list. The Union to give due consideration to representations made by the committee as to the suitability of men enrolled on the list or applying for enrolment on the list.

(4) The committee to co-operate with the employers, the Union and the Ministry of Labour in collecting information as to the extent of the employment obtained by individual men enrolled on the list or register. The Union and the committee shall take into consideration the information so collected.

(5) Employers to undertake not to engage any man unless he hold a current Union badge identifying him as being enrolled on the list or register, except that if at any calling-on stance there be a shortage of suitable enrolled men an employer may engage non-enrolled men on a daily basis. Employers to send in to the committee as full particulars as possible of all non-enrolled men employed by them on any day.

(6) There shall be co-ordination and co-operation as far as possible between the committee and the Ministry of Labour officials in the matter of unemployment insurance.

(7) Questions of discipline to continue to be dealt with on the same lines as hitherto.

(8) Any scheme now to be established shall be regarded as experimental and subject to alteration in the light of observation of its operation.

Recommendation.

67. By the Unemployment Insurance Act, 1935, Section 100 (1), the Minister of Labour is empowered, under certain conditions, to assist schemes for promoting greater regularity of employment in any industry. In the event of schemes, on the lines of our proposals, for promoting greater regularity of employment in the port transport industry at Glasgow and at Aberdeen being agreed on by the organisations representing employers and the organisations representing workpeople in that industry at these ports, we recommend that, on joint application by the organisations of employers and workpeople at these ports respectively, these schemes be approved by the Minister and that the Minister assist the administration of the schemes by attaching officers of the Ministry of Labour to help in the administration thereof and by such other means as he thinks fit.

68. We desire to express our appreciation of the assistance rendered to us by the written statements submitted to us and by the witnesses who gave oral evidence. In particular we are indebted to Mr. D. T. John, Secretary of the Standing Advisory Committee, whose extensive knowledge of the problems attending the organisation of dock labour has throughout been placed at our disposal, and to Mr. J. M. Denholm and other members of the staff of the Ministry of Labour. We desire also to thank the organisations of employers and the organisations of workers, both at Glasgow and at Aberdeen, and the representatives who appeared on their behalf, for the information and help they have so generously extended to us.

69. In conclusion, we wish to put on record our warm appreciation of the able and untiring assistance which throughout the Inquiry we have received from our Secretary, Mr. W. Yeardye. By his unfailing industry, his wide knowledge of industrial conditions and his constant helpfulness, he has put us, individually and collectively, under an obligation which it would be difficult to over-estimate.

We have the honour to be,

Sir,

Your obedient Servants,

J. M. IRVINE.

JAMES LEISHMAN.

T. M. TAYLOR.

W. YEARDYE,

Secretary.

18th October, 1937.

APPENDIX I.

LIST OF WITNESSES WHO GAVE ORAL EVIDENCE.

(a) *On behalf of the Glasgow Shipowners' and Dock Labour Employers' Organisation.*

James S. Spencer	...	Representing J. S. Spencer & Co. (Chairman of the Employers' Organisation).
Neil R. White	...	Representing Messrs. Stewart & White, Rothesay Dock.
Peter McLean	...	General Manager, Clyde Shipping Co., Ltd.
James L. Robinson	...	General Manager, Burns & Laird Lines, Ltd.
William H. Bain	...	Representing Messrs. Honeyman & Co.
Capt. James H. Reid	...	Asst. Marine Supt., Donaldson Bros., Ltd., Princes Dock.
James H. McIntyre	...	Manager, Clutha Stevedoring Co., Ltd., Princes Dock.
P. W. Stevens	...	Manager, Caledonia Stevedoring Co., Ltd., Queen's Dock.
James S. Connel	...	Master Superintendent, The City Line, Ltd., Queen's Dock.

(b) *On behalf of the Port of Aberdeen Labour Employers' Association.*

Edward J. Savage	...	Manager, Aberdeen Steam Navigation Co., Ltd. (President of Employers' Association).
Robert A. Fairley	...	Manager in Aberdeen of Coast Lines, Ltd. (Vice-President of Employers' Association).
Alexander Riddell	...	Manager, Aberdeen Coal and Shipping Co., Ltd.
William Porter	...	Representing George Gordon & Co.
John P. Christie	...	Master Stevedore.
Robert Pirie	...	Foreman Stevedore, Aberdeen, Newcastle & Hull Steam Co., Ltd.
John Anderson	...	Foreman Stevedore, Aberdeen Steam Navigation Co.

(c) *On behalf of the Scottish Transport and General Workers' Union (Docks No. 1 Branch).*

Joseph C. MacLean (Secretary).	John McDonald.
Alexander McTavish (Docks Delegate).	Alexander Crawford.
Patrick Ward.	John Green.
Charles Ratcliffe.	Joseph Dorman.

(d) *On behalf of the Transport and General Workers' Union.*

Daniel Hillman (National Docks Organiser).	Robert Ritchie.
Thomas Cooper (Chairman, Aberdeen Branch).	John McDonald.
John P. Thom (Secretary, Aberdeen Branch).	William Johnston.

(e) *As individual non-union workmen who habitually obtained casual work on the docks.*

W. Wilson.	A. T. Flynn.
C. Flynn.	William Fraser.

(f) On behalf of Government Departments.

J. M. Denholm...	...	Deputy Divisional Controller, Scotland Division, Ministry of Labour.
W. Glennie	...	Manager, Aberdeen Employment Exchange.
J. F. Montgomerie	...	Manager, Finnieston Employment Exchange.
M. Hall	...	Manager, Kinning Park Employment Exchange.
A. Morrison	...	Chief Inspector, Department of Health for Scot- land.
H. MacIntyre	...	District Inspector, Department of Health for Scotland.
M. Warburton	...	District Inspector, Department of Health for Scotland.
A. Cree	...	District Officer (Glasgow 1), Unemployment Assistance Board.

(g) On behalf of other Organisations.

C. Cullen	...	National Joint Council for Dock Labour.
J. Evans	...	Port of Liverpool Dock Labour Joint Committee.
D. T. John	...	Standing Advisory Committee, Port Transport Industry.
T. B. Meikle	...	Leith Dock Labour Local Joint Committee.
S. C. Parkin	...	Bristol Port Labour Committee.
E. Quigley	...	Greenock Joint Port Labour Committee.
J. Walker	...	Dundee Port Registration Committee.
J. Wilson	...	Clyde Navigation Trust.

APPENDIX II.

LIST OF WRITTEN STATEMENTS AND DOCUMENTS SUBMITTED TO THE BOARD.

<i>Reference Number.</i>	<i>Source.</i>	<i>Description.</i>
1.	Scottish Transport and General Workers' Union (Docks No. 1 Branch).	Statement dated 13th January, 1937.
2.	Transport and General Workers' Union (D. Hillman).	Printed booklet containing " Rules " of the Union.
3.	Glasgow Shipowners' and Dock Labour Employers' Organisation.	Statement dated 14th January, 1937.
4.	Port of Aberdeen Labour Employers' Association.	Statement dated 30th January, 1937.
5.	Ministry of Labour	Statement on the position in the Port Transport Industry at Aberdeen, January, 1937.
6.	Ministry of Labour	Statement, dated January, 1937, on the relation between the Ministry and Registration Schemes.
7.	Ministry of Labour	Statement on the position in the Port Transport Industry at Glasgow.
8.	Standing Advisory Committee, National Joint Council for Dock Labour.	Statement on the position at Aberdeen, dated 15th April, 1936.
9.	Standing Advisory Committee, National Joint Council for Dock Labour.	Statement on the position at Glasgow, dated 15th April, 1936.
10.	Standing Advisory Committee, National Joint Council for Dock Labour.	Memorandum on the History of Registration Schemes for Dock Workers, dated December, 1936.
11.	Standing Advisory Committee, National Joint Council for Dock Labour.	Statistics showing number of casual dock workers at Glasgow (a) employed, and (b) proving unemployment, 1934-1936.
12.	Standing Advisory Committee, National Joint Council for Dock Labour.	Statistics showing employment and unemployment of dock workers at Aberdeen during 12 weeks ended 14th November, 1936.
13.	Port of Aberdeen Labour Employers' Association (A. Riddell).	Booklet showing Tariffs and rates for piecework applicable to Aberdeen docks.
14.	Bristol Port Labour Committee	Memorandum of Evidence, dated January, 1937.
15.	National Joint Council for Dock Labour.	General Note on Registration and Decasualisation, dated January, 1937.
16.	Messrs. J. S. Spencer & Co., Glasgow.	Statistics showing percentage of non-union men included in total number employed at Queen's and Princes Docks, Shieldhall and Yorkhill.
17.	Messrs. J. S. Spencer & Co., Glasgow.	Summary of statistics given in No. 16.
18.	Scottish Transport and General Workers' Union (Docks No. 1 Branch).	Printed " list of dockers' sons," used for recruitment into the Union.

<i>Reference Number.</i>	<i>Source.</i>	<i>Description.</i>
19.	Glasgow Shipowners' and Dock Labour Employers' Organisation.	Report of Court of Inquiry on Dock Labour, held in 1920 under the Chairmanship of Lord Shaw.
20.	Neil R. White	Statistics showing Union and non-union men employed at Rothesay Dock during the period 22nd December, 1936 to 25th January, 1937
21.	Messrs. Burns & Laird Lines, Ltd.	Statistics showing Union and non-union men employed during week ended 23rd January, 1937.
22.	Ministry of Labour (J. M. Denholm).	Specimen Port Workers' Attendance Card (U.I. 543).
23.	Port of Liverpool Dock Labour Joint Committee (Joseph Evans).	Statement regarding the Port of Liverpool Dock Labour Clearing House Scheme, dated 2nd February, 1937.
24.	Ministry of Labour (J. M. Denholm).	Specimen Receipt for Unemployment Book (U.I. 40).
25.	Port of Liverpool Dock Labour Joint Committee (Joseph Evans).	Map of Liverpool Docks.
26.	Bristol Port Labour Committee (S. C. Parkin).	Statement dated February, 1937, giving statistics regarding employment obtained by registered men at Bristol, 1934-1936.
27.	Greenock Joint Port Labour Committee (J. Quigley).	Specimen Record Book used for recording amounts of employment obtained.
28.	Finnieston Employment Exchange (J. F. Montgomerie).	Statistics concerning Emergency Books issued during 1936.
29.	Kinning Park Employment Exchange (M. Hall).	Statistics concerning Emergency Books issued during 1936.
30.	Kinning Park Employment Exchange (M. Hall).	Specimen Registration Card used for applicants not claiming benefit (E.D. 24).
31.	Glasgow Shipowners' and Dock Labour Employers' Organisation.	List of Members as at 28th January, 1937.
32.	Messrs. George Gordon & Co., Aberdeen (W. Porter).	Statistics showing Union and non-union men employed.
33.	Leith Dock Labour Local Joint Committee (T. B. Meikle).	Specimen Employment Record Book used at Leith.
34.	Dundee Port Registration Committee (J. Walker).	Statistics showing percentage of employment obtained by dockers at Dundee in 1936.
35.	Scottish Transport & General Workers' Union (Glasgow Docks No. 1 Branch).	Specimen membership card issued to members of the Anti-registration League.
36.	Scottish Transport & General Workers' Union (Glasgow Docks No. 1 Branch).	Booklet containing the "Constitution and Rules" of the Union.
37.	Ministry of Labour (J. M. Denholm).	Statistics showing issue of Emergency Books from Finnieston Employment Exchange during period 5th January to 27th March, 1937.
38.	Ministry of Labour (J. M. Denholm).	Statistics showing issue of Emergency Books from Kinning Park Employment Exchange during quarter ended 31st March, 1937

APPENDIX III.

"MODEL" REGISTRATION SCHEME PREPARED BY THE STANDING ADVISORY COMMITTEE.

PORT TRANSPORT INDUSTRY.

(See para. 6.)

This *Draft Scheme* has been prepared by The Standing Advisory Committee as a basis for discussion at the Joint Conference.

Note.—The name of the Port to be inserted at*

* PORT REGISTRATION COMMITTEE.

*Registration Scheme.**1. Object of Registration Scheme.*

(1) To carry out the recommendations of the Committee of Inquiry into Port Labour 1930-31, by instituting a voluntary scheme for the purpose of regularising port employment, to be accomplished by maintaining a register of recognised port transport workers and confining employment as far as possible to registered men.

(2) The parties to this Scheme are (i) the * Port Labour Employers' Association as representing the Port Employers and (ii) the Union(s) as representing the port workers.

2. Administration.

(1) The Association of Port Employers and the Union(s) agree to appoint a Committee to be known as the * "Port Registration Committee," the Secretary of which shall be provided by the

(2) The Committee shall consist of representatives appointed by the Employers' Association and appointed by the Union(s).

(3) The Registration Committee with the assistance of the Secretary will be responsible for the compilation and maintenance of the register; they will determine any matters of general policy relating to the scheme and its administration, including the adjustment of the size of the register to the labour requirements of the port.

3. Constitution of the Register.

(1) All employers who are recognised as being engaged in port transport work within the Port of * shall be eligible for inclusion within the scheme.

(2) Port workers employed in or associated with the handling of cargo of every description, both on quays and aboard (as may be determined by the Registration Committee) and recognised as such by the Committee, shall be eligible for registration.

4. Method of Compiling the Register.

(1) One register to be compiled for all grades of men engaged in port transport work.

(2) The Registration Committee shall agree upon a list of men recognised by them as being bona-fide port transport workers genuinely seeking and physically capable of performing dock work, and this list shall constitute the register.

(3) Each port worker applying for registration under the scheme shall submit upon an approved Form of Application such particulars as may be required by the Registration Committee. Any applicant for registration may be required to attend in person before the Committee or any duly appointed Sub-Committee.

5. *Evidence of Registration.*

Each port worker accepted for registration under the scheme shall be provided with a Registration or Employment Record Book which shall be the token of registration; the book will record the holder's name, address, age, registration number and unemployment insurance book number.

6. *Engagement of Labour.*

(1) All labour to be engaged in accordance with existing arrangements or such modifications thereof as may be determined upon from time to time by the representatives of the industry. All registered men shall be available for employment in accordance with such arrangements.

(2) Employers undertake not to engage any man unless he holds a current Registration or Employment Record Book issued under the auspices of the Committee responsible for the administration of this Scheme, except that if at any time there is a shortage of suitable registered men an employer may engage non-registered men on a daily basis until registered men are available.

7. *Collection, Retention and Stamping of Registration or Record Books.*

The employer or his representative shall collect the Registration or Employment Record Book of each man at the time when he is engaged and stamp thereon in the appropriate space with an official stamp in respect of each day's employment; the Book will be retained by the employer until the termination of the engagement.

8. *Breach of Regulations.*

(1) In the case of any man being dismissed by his employer for any reason, the employer shall notify the Secretary who shall duly report the matter to the Committee.

(2) Any breach of the Regulations, including the employment of non-registered men, to be reported to the Secretary of the Committee for consideration by that body.

9. *Transference of Registration or Employment Record Books.*

The Registration or Employment Record Book is the property of the Registration Committee. Any man transferring his book or fraudulently obtaining work by the use of a book to which he is not entitled will be reported to and dealt with by the Registration Committee.

10. *Re-issue of Registration or Employment Record Books.*

(1) The Registration or Employment Record Book of each eligible man will be exchanged for a new book in March and September of each year.

(2) The Registration Committee will decide on the question of re-issue in individual cases where, according to the record of employment, the holder has not obtained a reasonable amount of work during the period, the percentage of employment to be determined by the Committee. The Committee will also review the register and determine whether or not changes should be made in the number of men on the register.

(3) The Committee have the power to suspend or withdraw the Registration or Employment Record Book of any man at any time.

11. *Loss of Registration or Employment Record Book.*

Any man or employer losing a Registration or Employment Record Book shall immediately report the fact to the Secretary of the Committee and, with the concurrence of the man's usual employer, a new book shall be issued on the payment of one shilling.

12. *Meetings of the Committee.*

(1) The Committee shall, if necessary, meet regularly in the _____ week in each month.

(2) A Standing Sub-Committee shall be appointed annually and be responsible for the exchange of Registration or Employment Record Books.

13. *Date of Operation.*

This Scheme shall come into operation on and as from the _____ day of _____, 193 .

APPENDIX IV.

PROPOSALS PUT BY THE BOARD BEFORE THE EMPLOYERS' AND WORKMEN'S ORGANISATIONS AT GLASGOW.

(See para. 30.)

(1) That the Glasgow Dock Labour Joint Committee, under the power conferred on them in Article 1 (e) of the Agreement of 29th November, 1922, to deal with any question relating to the employment of dock labour in the Port, should appoint a Committee for the purpose of promoting the more convenient engagement and the more regular employment of workers in the Port. That Committee—which, it was suggested, might be called the Employment of Labour Committee—is hereinafter referred to as “the Committee.”

(2) The Committee to consist of.....members nominated by the Glasgow Shipowners' and Dock Labour Employers' Organisation and of.....members nominated by the Scottish Transport and General Workers' Union. Nominations by these respective bodies to be submitted annually to the Glasgow Dock Labour Joint Committee who shall appoint the members of the Committee from these nominations. The Committee to be formed on the basis of balanced panels of employers' and workmen's representatives. The Committee to have power, as and when occasion requires, (a) to appoint a neutral Chairman who shall have a casting vote, or to invite the Minister of Labour to appoint an Independent Chairman, who shall have a casting vote, and (b) to appoint sub-committees for specified purposes.

(3) The Committee to establish “calling-on stances” appropriately distributed throughout the docks, where workmen would assemble for engagement. The calling-on stances to be as few in number as is practicable, having regard to the geographical lay-out of the Port and the facilities for men reaching the place of work after engagement. The Committee to arrange that all the calling-on stances should be in telephonic communication and, as far as practicable, to adopt methods of co-ordination between the calling-on stances with a view to facilitating the effective distribution of the workmen to meet the day to day requirements at various points in the port. The actual methods to be adopted in carrying out such co-ordination and in rendering surplus labour at a particular stance available for employment at other stances where there are shortages of labour—whether, for example, by transfer of workmen from a stance where there is a surplus to other stances where there are shortages, or by foremen travelling to a stance where there is a surplus and there engaging the men required—are matters of practical organisation dependent on, and varying with, the particular local circumstances.

(4) The Board of Inquiry is prepared to recommend that the Minister of Labour, in exercise of the power conferred on him by Section 100 (1) of the Unemployment Insurance Act, 1935, should, on the joint application

of the organisations representing employers and workpeople, make arrangements for (a) the attendance of an officer of the Ministry of Labour at each of the calling-on stances to take proof, on the spot, of unemployment and to assist in co-ordination and distribution of labour between stances, and (b) the provision of office accommodation and secretarial and clerical assistance to the Committee.

(5) The Scottish Transport and General Workers' Union to submit to the Committee a list of its members as at the date of the establishment of the Committee. That list, which would include weekly-paid men who are members of the Union, to be accepted by the Committee as constituting for one year (or such longer period as may be thought desirable to afford experience as to the adequacy of the list to meet the normal requirements at the port) the list or register of recognised preference port workers. After the expiry of a year (or longer period) the Committee would consider from time to time whether or not changes should be made in the number of men in the list or register. A decision of the Committee to add to, or reduce, the numbers on that list not to be operative until sanctioned by the existing Joint Committee. A decision of the Committee that a specified number is to be added to the list shall, on being sanctioned by the existing Joint Committee, determine the number of men to be added and thereupon the Scottish Transport and General Workers' Union will determine the individual men who are so to be added to the list and admitted to the membership of the Union. Membership of the Scottish Transport and General Workers' Union to be a condition of enrolment in the list or register.

(6) There shall be issued by the Committee to each workman enrolled in the list or register an employment record book, recording the workman's name, address, age, enrolment number and unemployment insurance book number. The employer or his representative shall collect the employment record book of each man at the time when he is engaged and stamp thereon in the appropriate space an official stamp in respect of each day's employment, and the book will be retained by the employer until the termination of the engagement. The Committee to have power to suspend or withdraw the employment record book of any man at any time.

(7) Employers to undertake not to engage any man unless he holds a current employment record book issued by the Committee, except that if at any calling-on stance there be a shortage of suitable enrolled men an employer may engage non-enrolled men on a daily basis until enrolled men are available. Employers to send in to the Committee as full particulars as possible of all non-enrolled men employed by them on any day.

(8) There should be co-ordination and co-operation as far as possible between the Committee and the Ministry of Labour officials in the matter of Unemployment Insurance. The Committee on its part and the Departmental officials on their part would possess information which would be mutually complementary and afford means of reducing difficulties and checking irregularities in the application and administration of the Unemployment Insurance Act.

(9) Questions of discipline are dealt with in paragraphs 10 and 20 of the Agreement of 29th November, 1922. The Glasgow Dock Labour Joint Committee will continue to deal with cases of discipline on the same lines as hitherto, and the Union will continue to exercise the disciplinary powers which it possesses.

(10) Any scheme now to be established should be regarded as experimental and subject to alteration in the light of observation of its operation.

APPENDIX V.

PROPOSALS PUT BY THE BOARD BEFORE THE EMPLOYERS' AND WORKMEN'S ORGANISATIONS AT ABERDEEN.

(See para. 62.)

(1) That the Port of Aberdeen Labour Employers' Association and the Transport and General Workers' Union, Aberdeen (Dockers' Section) agree to appoint a Committee for the purpose of promoting the more convenient engagement and the more regular employment of workmen in the Port.

(2) The Committee to consist of . . . representatives appointed by the Employers' Association and of . . . representatives appointed by the Union. The Committee to be formed on the basis of balanced panels of employers' and workmen's representatives. The Committee to have power (a) to appoint a neutral chairman who shall have a casting vote and (b) to appoint sub-committees for specified purposes.

(3) That the Committee establish a calling-on stance—or, if they so decide, two calling-on stances (one for general cargo workers and one for coal workers)—where workmen would assemble for engagement. The Committee to fix the call-times at the stance (or stances) so that men engaged at the stance (or stances) can arrive at their work by the time that work is due to begin. All workmen seeking engagement at a particular call-time—including workmen who had been previously notified that they would be engaged but are not under a binding engagement—would assemble for engagement at the calling-on stance (or stances). (The Committee may sanction arrangements under which workmen who already are under a binding engagement for the shift or day or for a job until the job is finished are not required to attend the calling-on stance at any call-time after the call-time at which they were engaged.) The calling-on stances (if there be more than one) to be in immediate communication and co-ordinated so that, if there be a surplus of labour at one stance and a shortage at the other, the surplus at the one stance should be rendered available for engagement at the other stance.

(4) The Board of Inquiry is prepared to recommend that the Minister of Labour, in exercise of the power conferred on him by Section 100 (1) of the Unemployment Insurance Act, 1935, should, on the joint application of the organisations representing employers and workpeople, make arrangements for (a) the attendance of an officer of the Ministry of Labour at the calling-on stance (or stances) to take proof, on the spot, of unemployment and (b) the provision of office accommodation and secretarial assistance to the Committee.

(5) The Transport and General Workers' Union, Aberdeen (Dockers' Section) to provide the Committee with a list of its members as at the date of the establishment of the Committee. That list to be accepted by the Committee as constituting for one year (or for such longer period as may be thought desirable) the list of recognised port workers to be given "first preference" in the engagement of labour. After the expiry of a year (or longer period) the Committee to consider from time to time whether or not changes should be made in the number on the list of "first preference" men. A decision of the Committee that a specified number is to be added to the list shall determine the number of men to be added and thereupon the Transport and General Workers' Union, Aberdeen (Dockers' Section) will submit to the Committee the names of the individual men proposed by the Union as suitable persons to be added to the list and admitted to the membership of the Union. Membership of the Transport and General Workers' Union, Aberdeen (Dockers' Section) to be a condition of enrolment on the list. In submitting names for addition to the list, the Union to give fair consideration to applications

made by non-Union men who have been in use to obtain a substantial amount of work on the docks and have shown themselves suitable for the work. Any member or members of the Committee to have the right of making representations to the Union regarding the suitability of individuals whose names are submitted by the Union for addition to the list, and the Union to undertake to give due consideration to such representations.

(6) There shall be issued to each workman enrolled on the list a badge or card to enable foremen to identify the workman as being a "first preference" man. Employers to undertake not to engage any man unless he holds such a token of enrolment, except that if at the calling-on stance (or stances) there be a shortage of suitable enrolled men an employer may engage non-enrolled men on a half-day (four hours) basis until enrolled men are available. If there are to be two stances, a foreman is not to engage non-enrolled men at one of these stances if he is timeously notified that enrolled men are available for engagement at the other stance. Employers to send to the Secretary of the Committee as full particulars as possible—e.g., name, unemployment book number, etc.—of all non-enrolled men employed by them on any day.

(7) The Union to take into consideration in what manner records can be kept for their own information showing the extent to which enrolled men are obtaining work at the docks.

(8) The adoption of the foregoing suggestions is not to interfere with, or alter, any existing agreements as to conditions of employment in the Port.