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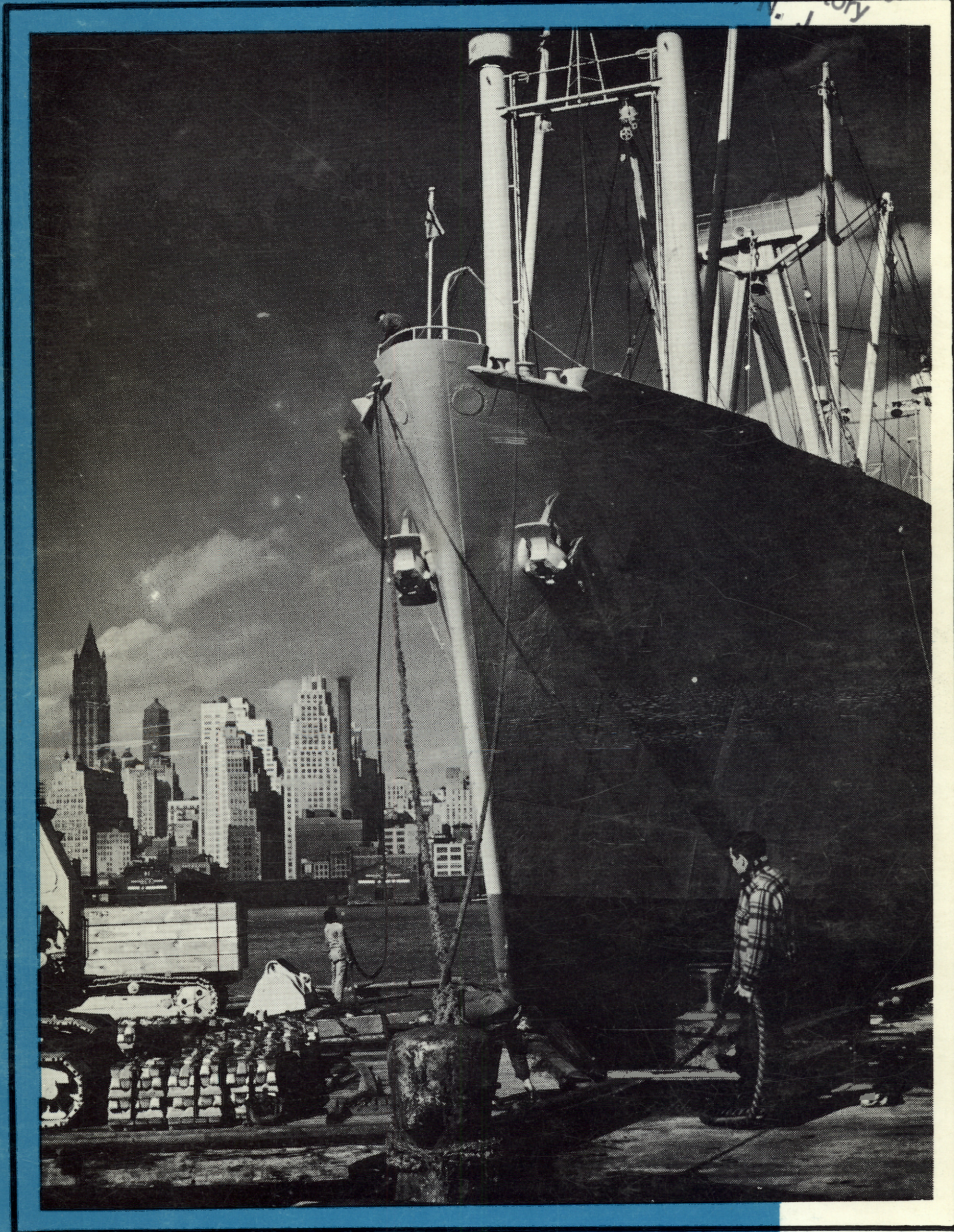
1962-1963

# ANNUAL REPORT

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**WATERFRONT COMMISSION  
OF NEW YORK HARBOR**

**ANNUAL REPORT OF  
THE WATERFRONT COMMISSION  
OF NEW YORK HARBOR**

for the year ending June 30, 1963

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*To the Honorable Nelson A. Rockefeller, Governor,*

*and the Legislature of the State of New York*

*To the Honorable Richard J. Hughes, Governor,*

*and the Legislature of the State of New Jersey*

The Waterfront Commission of New York Harbor continues to perform its designated responsibilities under the interstate Compact with particular concern for the improvement of the overall economy and the general well-being of the Port of New York. This has been done by the stabilization and regularization of employment of longshore workers, by the prevention of criminal elements from dominating and preying on waterfront workers and employers, and by the development of positive programs for improving the protection of property, passengers and personnel on the docks of New York Harbor under Commission jurisdiction.

The Port of New York continues to grow and improve principally because of its abundant and natural endowments as an ocean gateway. It retains its traditional position as our nation's leading deepwater port despite changes in indus-

trial production patterns, shifts in population and development of new foreign markets which have enabled newer ports to share in the expanding foreign commerce.

In 1962 import-export general cargo tonnages for the Port of New York which provides most of the work for the 27,000 longshoremen and checkers registered by this agency, rose to 13.9-million, an increase of seven and one-half percent over the prior year. Dollar values climbed over six percent to \$9.9 billion.

The annual income of longshoremen and checkers has continued to rise as a result of wage contracts revisions, regularization of employment and elimination of part-time workers. For the year ending September 30, 1962, annual earnings averaged \$5,364 without fringe benefits. Almost 7,500—or 27%—of the registrants are earning in excess of \$7,000 annually.



ERRATUM

Annual Report, 1962-1963, Waterfront Commission of New York Harbor

On page 6 the last paragraph should begin with:

The Commission set up a medical



## WATERFRONT PROTECTION

In all ports of the world security of cargo is a serious and complex problem. The New York State Crime Commission in 1953 described pier protection in the Port of New York as ineffectual. It found docks antiquated and dilapidated. It characterized the port watchmen as tragic figures who found themselves in an impossible situation because they would be reprimanded by union officials for reporting a thief, threatened or assaulted for making an arrest, and even removed from post for reporting smoking on the piers. Though they were employed to protect cargo, they received no support from their employers. The Crime Commission because of a lack of adequate statistics conservatively estimated that pilferage losses for the years 1948, 1949 and 1950 averaged almost five million dollars per year.

With full realization of the effect continued high losses would have on the economy of the port, the legislatures of New York and New Jersey sought to improve port security by requiring the licensing of port watchmen and empowering the Waterfront Commission to establish standards for physical and mental fitness of port watchmen.

Port security in New York Harbor means the protection of millions of dollars of property from pilferage and fire as it moves across the docks. It means, too, the employment of properly trained and qualified pier guards under competent supervision, with adequate powers and support, the appropriate physical construction of piers for cargo protection, including adequate fencing, scales and guarded gates, suitable controls of access to piers and accurate accounting for cargo received and discharged from the piers.

In its Annual Report for the year ending June 30, 1955, the Commission stated in referring to the docks:

"It is anomalous that such an area to which many thousands of people have daily access should be without the usual

police protection or its equivalent... The Commission has informally suggested to representatives of N. Y. S. A. (Ed. note: New York State Shipping Association) that it consider the advisability of having a single force of watchmen for the entire Port headed and disciplined by an outstanding veteran of law enforcement work. The Commission intends to pursue this matter further and hopes that a solution will be evolved."

A survey of port watchmen conducted in 1955 and the early part of 1956 showed that of 3,162 applicants, sixty-seven per cent were over the age of 50, and many were 70 years of age or over. Moreover, a large number, because of physical limitations or defects such as inadequate vision, impaired hearing, loss of limbs and heart conditions, were unable to perform their duties. On December 1, 1956, the Commission put into effect new regulations specifically intended to upgrade the port watchmen force. New applicants were required to be between the ages of 21 and 55 years. Moreover, hearing and vision standards were established for all port watchmen. The Commission also required that each applicant "be free of any condition, illness, disease or deformity which by its nature would make him unable or potentially unable to perform the duties of a port watchman or which might cause his presence upon the waterfront to be hazardous to himself or to endanger the life and property of others."

examination program to screen port watchmen for these requirements. By June, 1957, the Commission had found that almost forty-five percent, or 1,062 out of 2,401, of those applicants taking the physical examination failed to meet the age, physical or mental standards established. Those unable to meet the physical standards, when appropriate, were advised to secure medical treatment from their personal physicians. All who were able to correct these conditions were subsequently issued permanent licenses by the Commission.

### COMPARISON OF EARNINGS OF PORT WATCHMEN

	1954	1961 <sup>a</sup>	1962 <sup>a</sup>
\$7,000 and over .....	5	112	162
\$6,000 to \$7,000 .....	21	369	360
\$5,000 to \$6,000 .....	137	380	328
\$4,000 to \$5,000 .....	735	214	162
\$3,000 to \$4,000 .....	546	146	131
Under \$3,000 .....	1,977	595	517
<hr/>			
Total Reported .....	3,421	1,816	1,660
Total Earnings .....	\$7,707,271	\$7,589,818	\$7,250,000
Total Hours Worked .....	4,400,903	3,174,142	2,997,933
% Hours Overtime .....	29.14	29.8	29.8
Average Annual Wage* .....	\$2,252	\$4,179	\$4,367

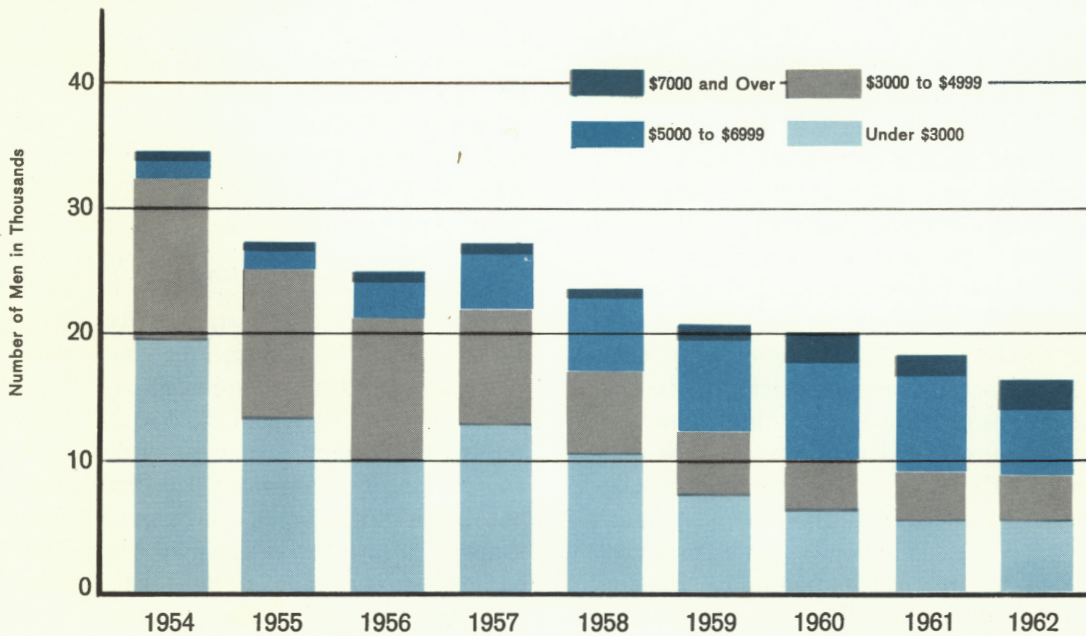
\*Does not include fringe benefits

a) Figures include supervisory security personnel required to be licensed under Waterfront Commission regulations effective January 1, 1960.

Wages increased from \$11.18 per day in 1954 to \$16.48 per day in 1962. This is an increase of 47%. The average annual wage for port watchmen as indicated above shows an increase of 94%.

Source: New York Shipping Association for fiscal year ending September 30, 1962.

### COMPARISON OF EARNINGS OF PORT WATCHMEN



The Commission also required port watchmen to attend an approved course of training as to port watchmen duties and responsibilities before receiving a license.

In its Annual Report for the year ending June 30, 1957, the Commission observed that the regulations would result in an improvement over the haphazard situation of the past. They were not the final answers, however, to the important and complicated problem of port security, for elimination of the physically unfit port watchman force alone could not solve other problems of cargo losses.

The Commission in its Annual Report for 1957-1958 once again declared, "If improvement is not forthcoming from within industry itself, the Commission may be obliged to adopt broader regulations, or to recommend measures that will provide a more thorough system of protection."

In 1959 the Commission conducted public hearings to evaluate current security conditions in the port and determine what corrective measures could be adopted. In an attempt to obtain loss statistics, it conducted a survey of the steamship companies operating in the port. It found a complete lack of specific information as to the losses and thefts, since no records were kept by the terminal operator, the steamship company or the insurance company which even approximately reflected the amount of cargo stolen from the piers in the Port of New York.

As a result of these public hearings and further staff study, the Commission adopted regulations intended to obtain accurate statistical information as to the losses. The objective was to determine the amount and location of cargo losses and the underlying causes so that such losses could be reduced or eliminated. The Commission required supervisors and security officers to report immediately to the Commission any thefts of cargo. It also

required pier superintendents to furnish the Commission quarterly reports of all thefts and losses of waterborne freight missing under suspicious circumstances.

The Commission also required a refresher course of training for each port watchman during the three-year licensing period; required port watchmen to wear their caps and badges while on duty and keep a memorandum book in which they enter an accurate account of their tours of duty, including any unusual occurrences. The Commission established standards of conduct which required the port watchman to submit to his superior reports of thefts or attempted thefts, to remain at his assigned post unless otherwise authorized by his superior, to report for duty in a sober condition, to refrain from drinking and to remain awake while on duty.

The reporting under these regulations has been less than complete or accurate. Items of small value, such as candy bars, are reported but only meager reports are received concerning theft of significant items.

The Commission has, in fact, recovered goods valued at thousands of dollars that had been stolen from the piers which had gone unreported and were listed as not landed. This was clearly demonstrated in an investigation undertaken by the Commission. During a period of a few months the Commission recovered merchandise with a retail value exceeding one quarter of a million dollars stolen by pier personnel and their accomplices from thirteen piers in the Port of New York. (See **Commission Investigations, P. 20**)

This investigation showed that the cargo protection system and procedures were completely inadequate.

Further indication of inaccurate theft reporting by pier personnel is found in the volume of complaints from importers with substantial losses of imported shoes, liquor, radio sets, television consoles, cameras and woolens. The losses cannot be measured solely by the value of the

stolen cargo. Importers are concerned about the detrimental effect these thefts have on the success of their business ventures. They point out that losses of popular sizes in ladies shoes make the remainder of the shipment of little value. Thefts of particular seasonal woolens result in cancellation of contracts and loss of customers. Failures to deliver certain consumer items means missing a seasonal market.

Cargo was still stolen as a result of collusion between checkers and truck drivers; cargo was still reported as not landed when, in fact, it had been stolen in this port; large areas of piers were still completely unguarded; fences and crib areas were still in a state of disrepair and afforded easy access to cargo; terminal operators still failed to report thefts, and, port watchmen were still subject to intimidation in the performance of their duties.

The Commission concluded that the primary defects in port security, aside from the question of security personnel, were the complete lack of an adequate check of vehicles entering and leaving piers and terminals, and the failure of pier and terminal operators to assume their proper responsibilities as normal bailees of property.

Again in 1963, the Commission sought to cope with the problem by adopting regulations requiring each pier to maintain certain records. Every pier guard upon entering or leaving the pier or terminal is required to keep in a log book, furnished or approved by the Commission, his name, Commission license number, time reporting in and time leaving his post and other pertinent information. The log books must be available for inspection by the Commission at any time to assure complete information as to the status



*Unloading bananas at an East River pier*

of the security force on duty on each pier at all times.

The function of the log book is to determine immediately the number and identity of each pier guard on duty, the post assigned to each, the specific hours of duty and the identity of his replacement. This provides information for investigation of cargo losses on any particular pier as well as necessary information to evaluate the adequacy of the pier protection for the particular conditions.

Every pier guard assigned as a gateman, or to guard the entrance or exit to any pier, is required to maintain a gate vehicle book furnished or approved by the Commission showing the license plate and gate pass numbers of all vehicles entering or leaving the dock, other than pier vehicles and official cars. This gate book provides a control and record of all trucks which visit a pier.

Experience has shown that all significant pier thefts are accomplished through the collusion of truck drivers and pier personnel either by overloading vehicles properly on the pier or by the use of trucks specifically on the pier for that purpose. Clearly thefts of fifty bags of coffee, large television consoles, bales of woollens, ingots of tin and other similar cargo cannot be accomplished without use of trucks. Control devices such as the log book and gate vehicle book, have been established by the Commission to tighten security in a continuing effort to reduce pilferage.

It is regrettable that such elementary security standards must be established by governmental action of the Commission rather than industry initiative. The public, however, which ultimately pays the costs of such pier thefts is entitled to this protection. In the absence of a regeneration of respect for law and property and the assumption of proper responsibilities, the Commission is obligated to exercise its present powers to the fullest and to recommend to the legislatures such additional powers as may be necessary to protect the

public interest. Obviously, one possible approach to be considered is the use of a governmental port-wide security force such as is utilized in some foreign ports.

The Commission is continuing its study of this problem which has such serious consequences on the future well-being of the Port of New York. In the meantime, it is considering such additional steps as more intensive training of pier guards, a further reduction in the maximum age of pier guards, more detailed reporting and record keeping and closer supervision of licensees of the Commission, particularly those in overall control of a pier or terminal. Whether such regulatory steps can effectively substitute for competent enforcement through a governmental, uniformed and disciplined security force while questionable as shown by the past record, can only be determined by experience.



*Longshoremen being hired to work on fruit ships.*

## WATERFRONT HIRING PROCEDURES

The legislative investigations conducted a decade ago concerning waterfront conditions in the Port of New York demonstrated that the "shapeup" was not only an archaic and degrading hiring process for dock workers but contributed substantially to the evils on the piers. The surplus of manpower, over 51,000 men seeking 20,000 jobs daily, created chaotic conditions such as preferential hiring, kickbacks, favoritism, loansharking and gambling.

With the advent of the Commission the "shapeup" was replaced by a system of supervised Employment Information Centers throughout the Port of New York in which hiring was conducted in public view by Commission-licensed hiring agents under the supervision of Commission personnel. To expedite the employment of dock workers, Commission regulations permitted employers to hire pier workers from lists of employees filed with the Commission. Through this regulation over ninety per cent of the men employed daily report directly to work.

The Commission also instituted a gang hiring system which permits pier workers to be hired as a unit. This, not only expedites the hiring procedures, but provides the employers with an efficient working unit composed of men who choose to work together in the loading and discharging of cargo.

The Commission operates a total of fifteen Employment Information Centers throughout the Port of New York located close to places of employment. The Centers and the Commission's offices are kept open daily during the regular work week from 7 a.m. to 7:30 p.m. and such additional times as the work loads require.

The Commission continually reviews the location of its Centers and the necessity for the establishment of additional facilities. During the past year because of the increased employment along the Brooklyn waterfront, the Commission

established an additional Center to serve the dock area between the 20th Street and 39th Street piers. Both management and labor had requested the additional Center. It now serves more than 2,000 men and reduces appreciably travel time between the hiring site and the docks served.

The Commission is presently studying the possibility of relocating Employment Information Center No. 3 on Manhattan's West Side, Center No. 4-5 in lower Manhattan and Center No. 6 in the Greenpoint area of Brooklyn for added convenience to the longshoremen and better service to the piers affected.

Currently the Commission is preparing new longshoremen identification cards adaptable to electronic data processing. These will be used to establish the longshoreman's eligibility to accept work as a longshoreman and will certify his seniority status. The new identification



*New Employment Information Center,  
Brooklyn.*

cards for longshoremen, checkers and port watchmen include a full color photograph of the man, identification information and data for machine processing by industry and the Commission. The new card also includes the color coded seniority classification thereby eliminating the need for a longshoreman to carry two cards and the opportunity to exchange seniority designations.

The Commission continues its efforts towards expediting hiring and exchange of employment information among Centers. For this purpose the Commission has a public address system in each Center to disseminate job information and platforms for hiring agents. The Commission maintains procedures for the posting of job applications on dock lists, exchanges of job information among Centers and designates areas for seniority hirings within the Centers.

The Commission has revised its pier guard hiring procedures and designated its headquarters at 15 Park Row as Center No. 15 through which all pier guard hiring will be conducted. Through these procedures employers report each Tuesday all pier guards employed the previous week from lists previously filed with the Commission. In addition to employees from these lists they may also hire extra guards through this Center.

During the past ten years the operation of hiring Centers throughout the Port has been well recognized along the waterfront as a fair and objective method of hiring without coercion, fear or kickbacks. Complaints of unfair hiring practices, discrimination and unfair seniority treatment are considered upon the basis of the objective, accurate and impartial records maintained by the Commission. The dock workers in this port today look to the Commission for fair and objective consideration and protection of their employment rights.

For these reasons the Commission has found and determined that public necessity exists for the continued registration of longshoremen, continued licensing of

the occupations as required by the Waterfront Commission Compact and continued operation of Employment Information Centers as provided in Article XII of the Compact. Continuation of these measures is deemed necessary to maintain the well-being of the vital Port of New York and achieve the objectives of the Compact.

## NEW HIRING REGULATIONS

Since 1953 the Commission has encouraged labor and industry to adopt a hiring system based upon objective standards. In the 1957 Annual Report of the Commission it was stated:

"The Commission believes it essential that management and labor amplify the collective bargaining agreement by clarifying each man's right to preference in hiring. Preference and seniority rights of every man on the waterfront should be set forth clearly and in writing, under a system based on objective standards, whose operations are open and public so that all concerned can see that the preference and seniority rights of each worker are honored at all times. The Commission has conferred with, and urged such action by management and labor. It is to be hoped that they will act expeditiously. The Commission stands ready to take appropriate action to make such a program effective."

Labor and management formally recognized the "principle of seniority" in the contract which ended the industry-wide strike of February, 1957. A joint sub-committee was then appointed by the parties to work out the terms of a seniority system with the understanding that disputed issues would be submitted to an arbitrator.

The New York Shipping Association-International Longshoremen's Association sub-committee began its negotiations and worked until it reached an impasse eighteen months later which had to be resolved

by an arbitrator. The lengthy, detailed and complex provisions of the seniority agreement are set forth fully in the 1959-60 Annual Report of the Commission (page 28).

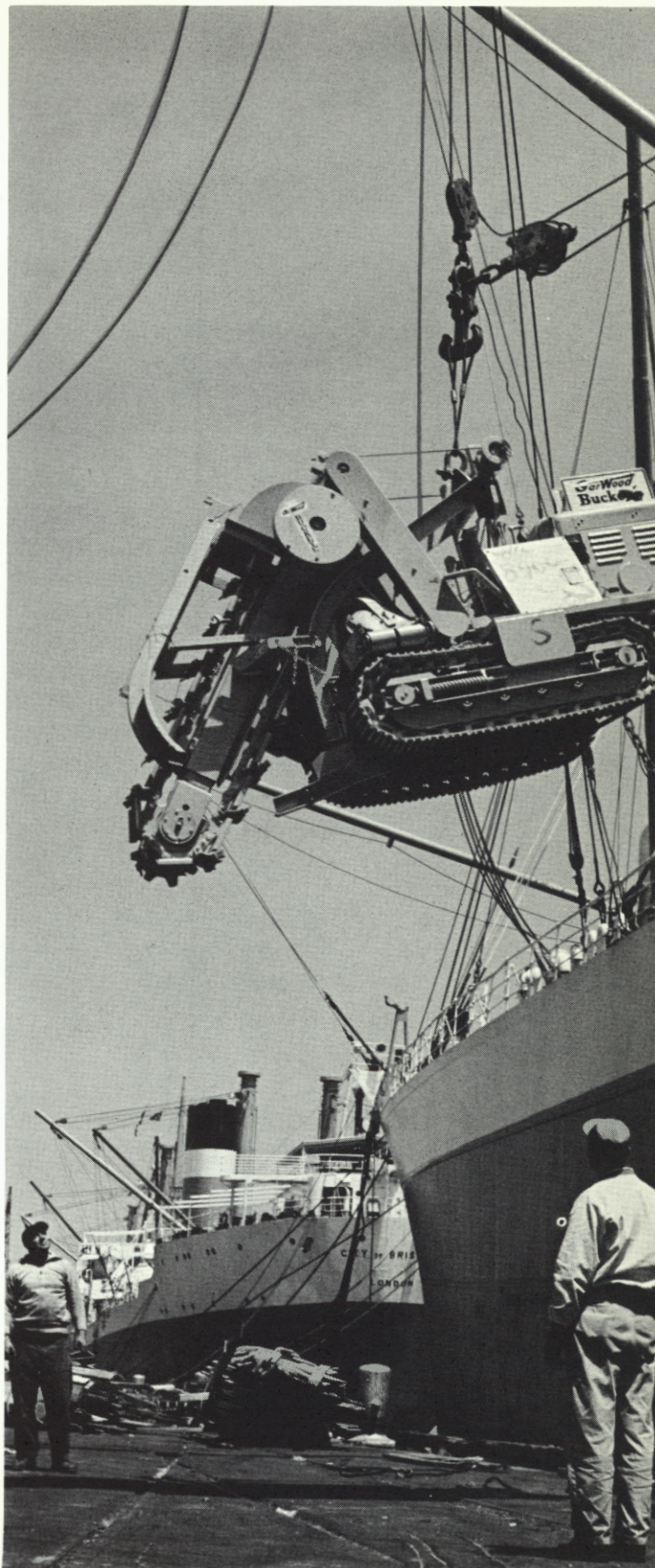
Since the initiation of the seniority hiring the Commission's policy has been to cooperate fully with the parties to enable them to establish the seniority program. Although the Compact guarantees the rights of the parties to agree upon a system of seniority hiring, at the same time it requires that all hiring be conducted through Employment Information Centers.

The substantive provisions of the seniority agreement itself are a matter of collective bargaining, but the procedural application, however, is under Commission jurisdiction in the administration of the hiring through the Employment Information Centers. Accordingly, the Commission is obliged to implement through its hiring facilities the employment priorities of that agreement.

Seniority hiring was initiated progressively through various Centers. The Commission waived certain of its hiring regulations to permit this transition and gave full cooperation to the establishment of the complex hiring procedures.

For over three years the Commission observed and studied the seniority hiring in its Centers. Because of the complexity of the system, the lack of understanding of its mechanics, or the indifference of the parties, seniority hiring was not, in fact, observed in practice.

Each employer is obliged under the seniority agreement to give preference in obtaining daily fill-ins for absentees to those identified with their pier. In actual practice the employers selected new persons with no pier affiliation whatsoever and by-passed people entitled to first priority of employment. In addition, contract priorities required for filling vacancies on permanent job lists were rendered meaningless by the absence of notice informing men with such priorities of the job oppor-



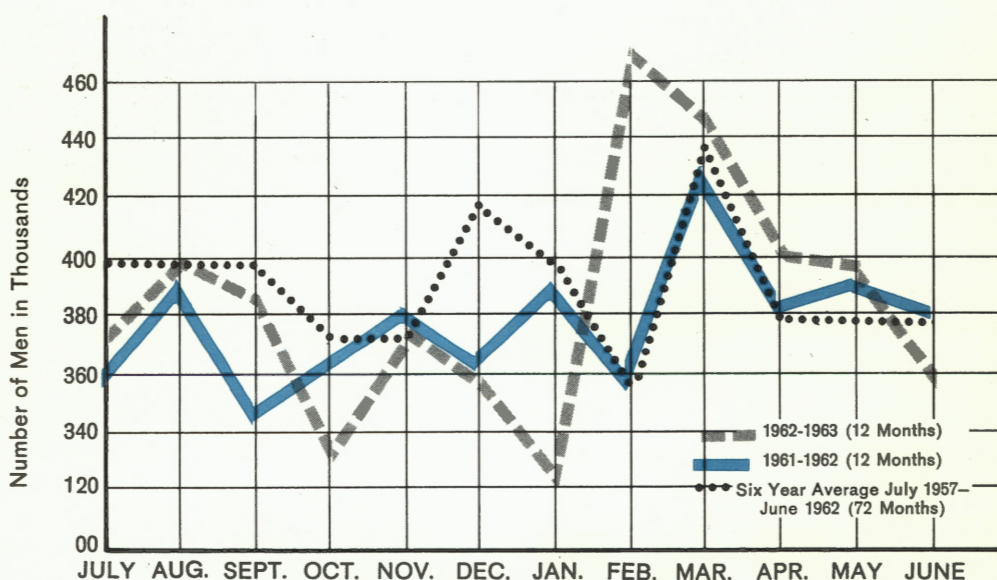
tunities. Thus, men who had the required seniority for permanent jobs lost out because they were not notified of such opportunities. As a result, the employer, more often than not, hired men with little or no seniority on the basis that no person with higher seniority was available for the job. This procedure excluded many thousands of persons from permanent jobs to which they were entitled.

Although these irregularities were called to the attention of the parties to the seniority agreement on many occasions, little or nothing was done to remedy the situation.

In February, 1963, the Commission circularized its draft of proposed seniority hiring regulations throughout the industry and subsequently held meetings with the NYSA and the ILA to discuss the proposed regulations. Comments and suggestions of labor and management were given considerable weight in preparing the final draft of the new regulations which were adopted on March 26, 1963, to become effective May 6, 1963.

The new hiring regulations, in operation a relatively short time, appear to have been well received by the waterfront workers.

### MONTHLY HEAD COUNT



### REGULARIZATION OF EMPLOYMENT

One of the principal objectives of the Waterfront Commission Act was to remove from employment on the docks all those persons who were not regular workers.

Prior to the 1953 enactment of the Waterfront Commission Act, the number of men seeking longshoremen jobs far exceeded the number of job openings. In

the industry's fiscal year 1951-1952, there were 51,282 longshoremen employed in the port and more than half of these persons earned less than \$1,400 per year.

The competition for jobs was not a normal competition. It was bidding for the favoritism of certain corrupt union officers and corrupt hiring agents. In addition, persons with other principal occupations worked as longshoremen on Saturdays

## COMPARISON OF EARNINGS OF LONGSHOREMEN AND CHECKERS

	1954	1961	1962
\$7,000 and over .....	406	5,765	7,475
\$6,000 to \$7,000 .....	802	4,656	4,935
\$5,000 to \$6,000 .....	2,589	4,920	4,238
\$4,000 to \$5,000 .....	6,330	3,628	2,856
\$3,000 to \$4,000 .....	7,013	2,467	1,916
Under \$3,000 .....	24,193	6,563	5,714
<b>Total Reported .....</b>	<b>41,333</b>	<b>27,999</b>	<b>27,134</b>
<b>Total Earnings .....</b>	<b>\$102,061,108</b>	<b>\$138,727,144</b>	<b>\$145,533,208</b>
<b>Total Hours Worked .....</b>	<b>37,813,991</b>	<b>40,782,901</b>	<b>42,023,133</b>
<b>% Hours Overtime .....</b>	<b>24.3</b>	<b>22.7</b>	<b>23.4</b>
<b>Average Annual Wage* .....</b>	<b>\$2,469</b>	<b>\$4,955</b>	<b>\$5,364</b>

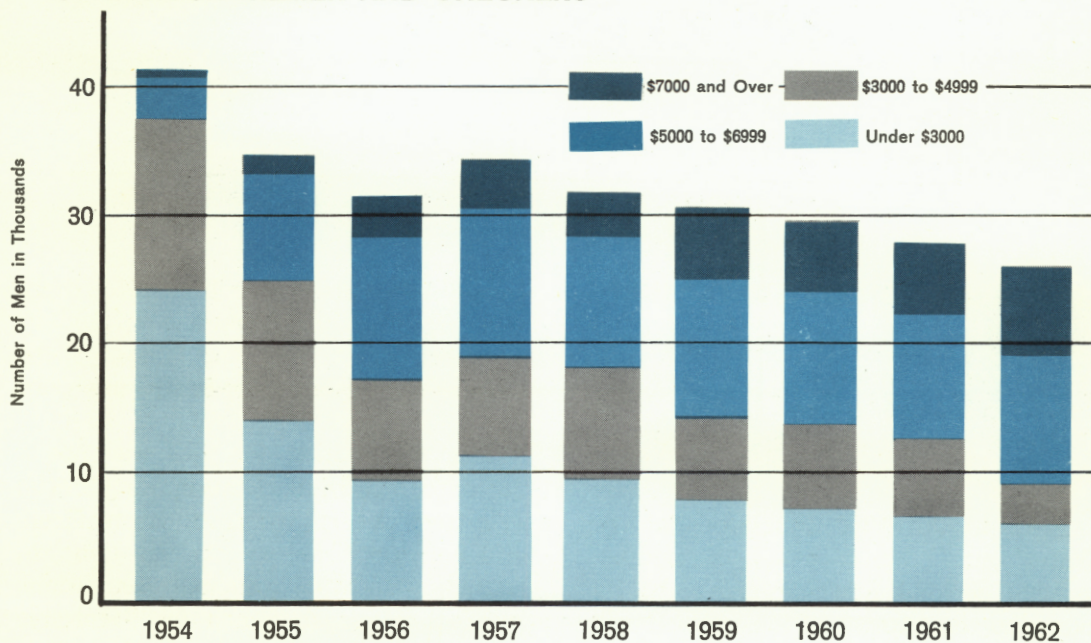
\* Does not include fringe benefits.

Note: This table includes craftsmen such as carpenters, coopers, maintenance men and miscellaneous personnel required to be registered as longshoremen effective May 27, 1957. Similar tables in Annual Reports prior to that of 1957-58 included earnings of longshoremen and checkers only, as reported by the New York Shipping Association whose fiscal year ends September 30.

Source: New York Shipping Association for fiscal year ending September 30, 1962.



## COMPARISON OF EARNINGS OF LONGSHOREMEN AND CHECKERS



and Sundays, and other times when lucrative overtime was paid, thus depriving the regular longshoremen of this opportunity.

To eliminate this condition, Article IX of the Act provides that the Waterfront Commission "shall, at regular intervals, remove from the Longshoremen's Register any person who shall have been registered for at least nine months and who shall have failed during the preceding six calendar months either to have worked as a longshoreman . . . or to have applied for employment as a longshoreman at an employment information center . . . for such minimum number of days as shall have been established by the commission . . ."

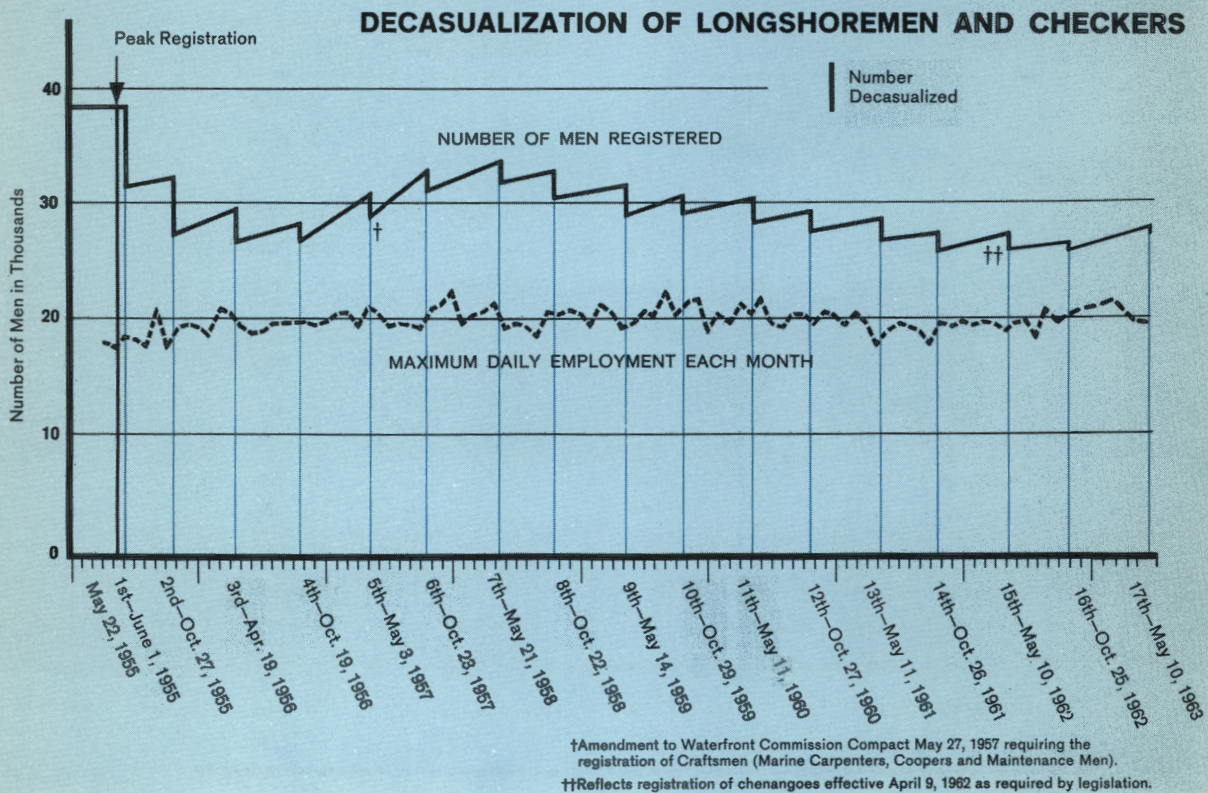
Pursuant to this legislative mandate, the Commission has established standards for removal from the Register which, at present, require longshoremen to apply for work at least eight days a month in five of the six preceding months. Failure to meet this standard without good cause

results in removal from the Longshoremen Register. The decasualization procedure provides for entry of new manpower to replace the 1,500 men who leave the waterfront each year for reasons of retirement, health, or employment in other industries.

The Commission's decasualization program has contributed substantially to the improvement in the earnings of longshoremen. The average annual income for longshoremen for 1962-1963 was almost \$5,400 as compared with \$2,469 for 1954, and the majority of longshoremen in 1962-1963 earned about \$140 a week.

These figures are conservative since they include many men who, for one reason or another, did not work a full year, and do not include fringe benefits.

It is the responsibility of the Waterfront Commission to fix its decasualization standards so as to protect the longshore workers as well as provide a labor force in keeping with the requirements of cargo



tonnages in the Port of New York.

The reports of the New York Shipping Association show that approximately 22,000 longshoremen work at some time during each payroll week. To this figure of 22,000 should be added close to 1,000 men who for one reason or another are not reported to the New York Shipping Association such as chengoes, craftsmen, carpenters, maintenance men and others. In addition to the 23,000 men who work in a given payroll week, there is, of course, a very substantial number who are either sick, injured or on vacation. The present register of 27,000 men, is, therefore, not excessive under the present conditions.

In fact, the Commission records show on occasion there have been shortages of longshoremen, and waterfront jobs go unfilled. Our records have shown that this is not caused by an inadequate Register but rather by the refusal of men to take less

desirable jobs. On Thursdays and Fridays, the busiest days in the port, employers sometimes experience difficulty in filling their requirements notwithstanding that there were 18,000 registrants working out of a Register of 27,000 men.

The demand for labor in the Port of New York is not constant. It has peaks and low points and in order to prevent an over-supply or shortage of labor, both of which lead to abuses and economic distress, the system of regulation must be flexible and expeditious.

The decasualization provisions of the Waterfront Commission Act provide this flexible and effective method of regulating the size of the work force in the Port of New York. This method has in a period of ten years afforded all an equal opportunity to seek work on the waterfront, while avoiding an oversupply of labor and permitting an infusion of needed new workers.

#### DECASUALIZATION OF LONGSHOREMEN AND CHECKERS

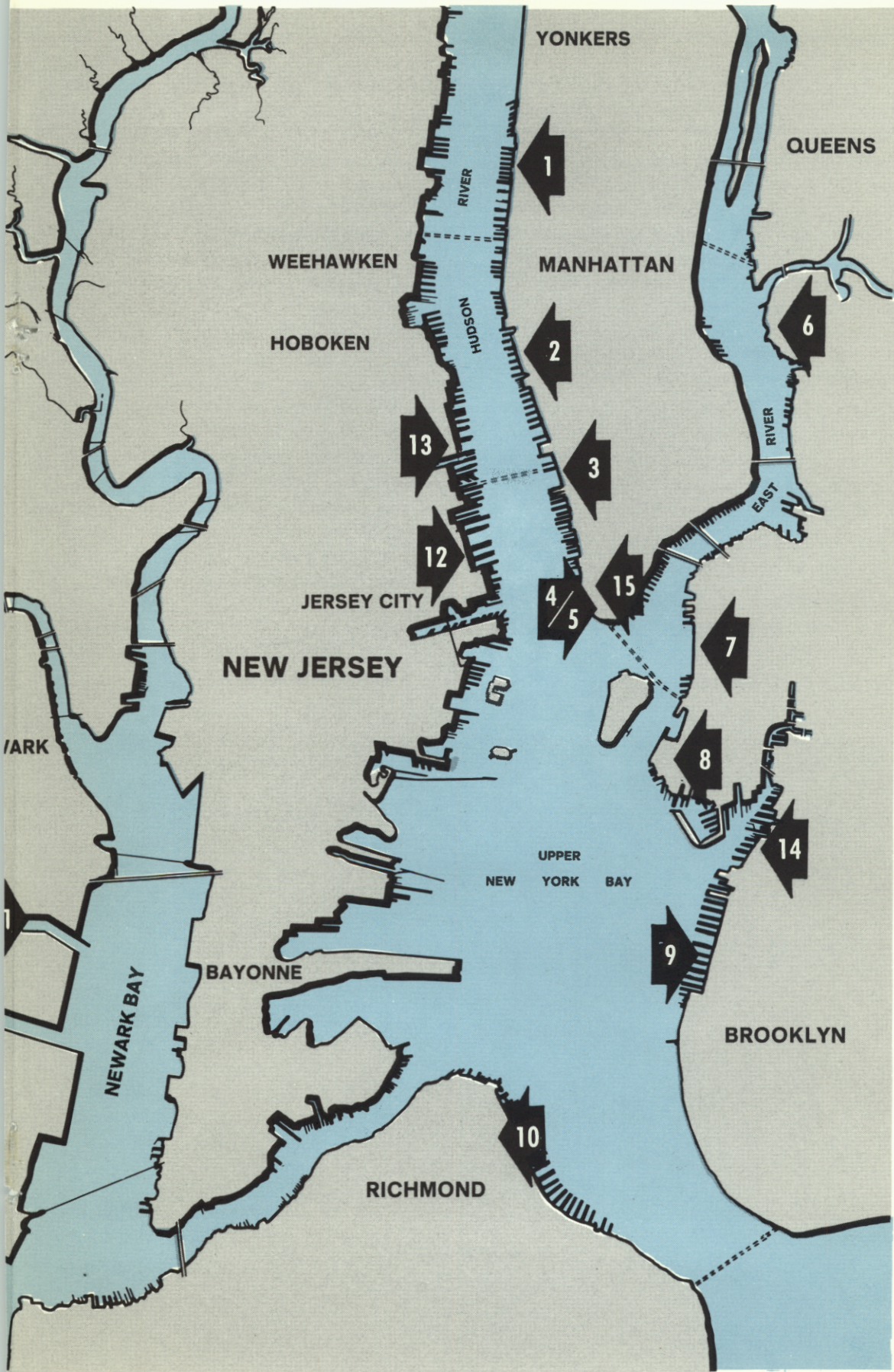
		Number Decasualized	Remaining Registrations
Peak Registration	May 22, 1955	—	38,693*
1st Decasualization	June 1, 1955	7,141	31,574*
2nd Decasualization	Oct. 27, 1955	5,115	27,284*
3rd Decasualization	Apr. 19, 1956	2,938	26,486*
4th Decasualization	Oct. 19, 1956	1,545	26,746*
5th Decasualization	May 3, 1957	1,695	28,928*
6th Decasualization	Oct. 23, 1957	1,775	31,056*
7th Decasualization	May 21, 1958	1,898	31,946*
8th Decasualization	Oct. 22, 1958	2,510	30,364
9th Decasualization	May 14, 1959	2,753	28,886
10th Decasualization	Oct. 29, 1959	1,667	28,928
11th Decasualization	May 11, 1960	1,807	28,355
12th Decasualization	Oct. 27, 1960	1,577	27,535
13th Decasualization	May 11, 1961	1,859	26,920
14th Decasualization	Oct. 26, 1961	1,536	25,754
15th Decasualization	May 10, 1962	1,498	25,758
16th Decasualization	Oct. 25, 1962	1,012	25,843
17th Decasualization	May 10, 1963	1,194	27,194

\*These figures do not include craftsmen who were not required to be registered until May 27, 1957.

## WATERFRONT COMMISSION EMPLOYMENT INFORMATION CENTERS

	Center and Location	Piers and Areas Covered
<b>MANHATTAN</b>		
1	659 11th Avenue, Manhattan	Piers 80-99 North River Yonkers and Irvington
2	455 West 16th Street, Manhattan	Piers 53-78 North River
3	34 Renwick Street, Manhattan	Piers 18-52 North River
4	15 Moore Street, Manhattan	Piers 1-17 North River
5	15 Moore Street, Manhattan	Piers 4-68 East River
15	15 Park Row	New York City Commission Headquarters
<b>BROOKLYN</b>		
6	32 Java Street, Brooklyn	Long Island City, Greenpoint, Williamsburg and Navy Yard areas
7	385 Hicks Street, Brooklyn	Brooklyn Port Authority piers
8	120 Richards Street, Brooklyn	Atlantic and Erie Basins, Breakwater and Gowanus areas
9	5504 Third Avenue, Brooklyn	Bush Docks and Army Base areas
14	37th and Marginal Streets, Brooklyn	20th Street Pier, Green Dock area and 39th Street Pier
<b>STATEN ISLAND</b>		
10	22 Wave Street, Stapleton	Staten Island
<b>NEW JERSEY</b>		
11	117 Tyler Street, Port Newark	Port Newark and Elizabeth Port Authority piers
12	Harborside Building 34 Exchange Place, Jersey City	Jersey City and Bayonne areas
13	60 Hudson Street, Hoboken	Hoboken, Weehawken and Edgewater areas





## COMMISSION INVESTIGATIONS

Investigative activities of the Waterfront Commission since its inception have been important factors in the progress towards elimination of undesirable elements on the waterfront, protection of valuable cargo, private property and persons, and promotion of the overall economic well-being and reputation of the port community. Such activities are concerned with:

1. The conduct of those registered or licensed by this Commission;
2. Reports as to character and integrity of those wishing to be registered, licensed, or seeking to conduct business undertakings within Commission jurisdiction;
3. Inquiries into waterfront practices which affect longshore workers;
4. Surveillance of passenger line piers during arrivals and departures of vessels and
5. Action on reported pilferage of cargo

and circumstances leading to such thefts.

Of the many investigations conducted during the past year by the Commission four proved to be of major significance. They concerned organized stealing of import cargo from piers in New York and New Jersey, sales of union membership books, shakedown of truck drivers on piers and the requiring of produce merchants to utilize the services of a favored trucking concern.

The Commission has long recognized that substantial amounts of cargo were being stolen from piers in the Port of New York and that most such losses of cargo were reported by terminal operators and stevedoring companies as not having been landed in the Port of New York.

To evaluate the validity of the assertions that the bulk of the cargo reported missing in this port was the result of thefts elsewhere, the Commission embarked on an undercover operation to purchase cargo stolen from local docks. It was necessary to acquire stolen cargo, identify it as being taken improperly from piers or terminals,



*Imported footwear in popular sizes recovered by pilferage squads during a pier search.*

establish the identity of the workers engaged in stealing and the methods they utilized for diverting shipments to illegal purchasers.

A "store"—the A. & R. Trading Company—was set up on the lower East Side and staffed with Commission investigators posing as willing customers. In a period of a few months this "store" purchased stolen cargo with an estimated retail value of \$250,000 from piers in every area of the port, with more available. Although this valuable merchandise—including bales of silk and woolen goods, cases containing transistor radios, typewriters, photographic equipment, imitation pearls, Belgian linens, sport shirts, and even a crate of basoons shipped on special order for a symphony orchestra—had been identified as stolen from the docks and recovered by a law enforcement agency, there was no record or report that any of these goods, with the exception of one bale of woolens, had been landed in this country and stolen from the piers.

Throughout this investigation the Commission received the assistance and co-

operation of the United States Customs Agency Service, the New York Police Department, the New Jersey State Police and the United States Attorney for the Southern District of New York. The operation culminated in the arrest of twenty men—longshoremen, checkers and truckers—for larceny.

The Commission also conducted an investigation into the practice of trucking bananas from vessels berthed in the Port of New York to suburban areas. This inquiry revealed that produce distributors, despite the fact they had their own trucking facilities, could not purchase bananas shipped from South America to local produce merchants unless they engaged a specified company to haul the fruit. Only one banana importer was not involved in this restrictive practice. Evidence obtained by the Commission in this investigation has been turned over to the United States Attorney.

There are also abuses in connection with the trucking of general cargo from the piers. Older piers, because of the limited facilities for servicing trucks usually

### PORT WATCHING UNIT

For Year Ending June 30, 1963

Applications for new Port Watchmen's Licenses	339
Withdrawal of applications	174
Temporary Licenses issued	332
Renewals of applications and Renewal Temporary Licenses issued	1680
Physical Examinations conducted by Waterfront Commission	1420
Initial Training Courses offered	3
New licensees completing Initial Training Course	144
Refresher Courses offered	3
Licensees completing Refresher Course	201
Total of summary hearings held	85
Referred to Legal Division for further action	10
Log Books placed on piers	239

create long lines of trucks waiting to load cargo. Frequently trucks get on the waiting line in the very early morning and stand all day in order to obtain their shipments. To avoid this, truckers sometimes pay dock employees for preferential treatment in the loading of trucks. Investigations by the Commission have resulted in charges against certain dock personnel for such "shakedown", or extortion practices. Total elimination of this practice is extremely difficult for two reasons: First, some truckers encourage the practice by seeking preferential treatment and secondly, truckers are fearful of testifying because of possible reprisals. One truck owner informed the Commission that his tires were slashed when he indicated that he would inform the Commission. Another stated that after he refused to make payments, sand was poured into his gas tanks. This is a matter which the terminal operators can and should control.

The Commission investigations have also revealed that persons seeking to become waterfront checkers have had to pay to certain union officials, under the guise of initiation fees for union member-

ship, amounts varying from \$15 to \$500. The union's books, when examined by Commission accountants, did not reflect receipt of such fees. The only initiation fee recorded during the period from 1959 through 1963 was one for \$500 paid by check. These matters have been referred to the appropriate district attorneys for their consideration.

Another evil on the waterfront very difficult to eradicate is the vicious racket of loansharking. Longshoremen in financial difficulties are easy prey to usurers who charge as much as twenty percent a week interest on the loan. Once enmeshed with a loanshark, the borrower seldom can extricate himself and often steals or commits other crimes in order to meet the exorbitant payments. Though it is difficult to obtain witnesses because of the reluctance of the victims to testify, the Commission over the years has obtained sufficient evidence for the successful prosecution of many waterfront loansharks. At present, no matter how vicious and extensive the loanshark activity, these racketeers can be convicted only of a misdemeanor.



*Part of the \$250,000 worth of stolen goods acquired by Waterfront Commission investigators during an undercover operation.*

The present law is not a sufficient deterrent to this lucrative racket and more severe sanctions should be imposed. Accordingly, it is recommended that the Governors and Legislatures of both states consider the enactment of legislation aimed directly at this loanshark practice and making it a felony offense under certain circumstances.

The presence of Commission pilferage squads, mobile and specialized units of investigators as part of the broad anti-pilferage program of the Commission serves to deter pier thievery because of the irregularity of patrol schedules. The squads have been effective in recovering cargo which has been hidden on parts of the docks awaiting removal without detection, and in making recommendations to tighten pier security throughout the Port.

During the past year the pilferage squads acted and reported on 750 pier thefts, recovered cargo valued at \$594,366, completed forty-two special pier examinations and provided surveillance on seventeen separate occasions upon the request of importers and ship operators for handling of special cargo such as liquor, and electronic equipment. Over 230 registrants were apprehended for pilferage activities.

It is the responsibility of the pilferage squads to report on the conduct of licensed security personnel assigned to piers. Violations of the regulations concerning pier guards last year resulted in eighty-five cases being reported to the Port Watching Unit for summary hearings.

To assure efficiency in the Commission's supervision of the pier guards it licenses, a Port Watching Unit was activated during the past year as part of the Division of Investigation. The work of this group, which includes supervision of the training courses, medical examinations and issuance of licenses, as well as summary hearings for licensees failing to observe the Commission's regulations, has been markedly effective.

## SUBVERSIVES ON THE WATERFRONT

The presence of subversive elements in a port constitutes a serious threat to the national security. Under the Waterfront Commission Act this agency can deny, or revoke, registration or licensing to any person who knowingly, or willingly, advocates the desirability of overthrowing or destroying the government of the United States by force or violence or who shall be a member of a group which advocates such desirability knowing the purposes of such a group includes such advocacy.

As a result of subversive investigations during the past year the Commission removed three men from the Register.

The first removal involved the refusal of a registrant to answer questions concerning involvement and membership in organizations which were either Communist fronts or were listed as subversive by the Attorney General of the United States. Investigation showed that for five years the dock worker was a recruiter for the Communist Party, a union member for the Communist Party and had contributed funds for the support of Communist Party activities.

After invoking his constitutional privilege against self-incrimination in reply to questions concerning this activity, the registrant was granted immunity by the Commission and ordered to answer. His continued refusal resulted in a proceeding to revoke his registration last April.

When interrogated concerning subversive activities, another longshoreman denied having been a Communist, or ever having participated in any Communist activities. Affirmative proof, consisting of testimony from a former Communist Party member, showed that that testimony was false.

In addition, a police laboratory expert established that the longshoreman had signed Communist Party registration forms in 1935 and 1936. Evidence also showed he wrote news releases for the Communist press and had signed a nomi-

nating petition for one of the eleven Communists convicted in New York in 1949 for violation of the Smith Act. This registrant was revoked by the Commission.

The third longshoreman, long suspected of being a Communist, was interrogated under oath by the Commission. He swore that he was never a member of the Communist Party, and that he never recruited people into the Communist Party. A reluctant and hostile witness, who attempted

to avoid testifying, stated under oath at the hearing that he had been recruited by the pier worker to join a club identified as a section of the local Communist Party. It was also testified that the longshoreman was an organizer of the Communist Party on the waterfront, and had recruited four or five other members for the Party. The longshoreman refused to take the stand to deny any of the witnesses' statements. His registration was revoked.



*Discharging bananas at Port Newark*

## COMMISSION LITIGATION

During 1962-1963, some of the important questions before the courts involved the validity of certain Commission regulations; the power of the Commission to investigate irregularities in the handling of ILA funds; contempt proceedings against witnesses who refused to testify despite grants of immunity from prosecution; and the effect of federal search and seizure principles on the conduct of state proceedings where federal, rather than state officers, conducted the alleged illegal search and seizure. Several Commission determinations revoking and suspending waterfront licenses were also challenged.

The Court of Appeals in *Bradley v. Waterfront Commission* 12 N.Y. 2d 276 (1963) passed upon the validity of a 1961 amendment to Section 8 of the Waterfront Commission Act. The amendment extended the prohibition against the collection of union dues by waterfront labor organizations which had an officer, agent or employee convicted of a felony or other crimes. The New York Court of Appeals upheld the amendment against contentions that it conflicted with the National Labor Relations Act and the Reporting and Disclosure Act.

In *Cleary v. Bolger*, 371 U.S. 392 (1963) the Supreme Court of the United States considered the question of whether a Commission investigator present during the questioning by United States Customs officials of a hiring agent licensed by the Commission could be enjoined from testifying or producing evidence in a state court or Commission administrative proceeding where the detention of the hiring agent was allegedly illegal. Previously, the Federal District Court [189 F. Supp. 237 (S.D.N.Y. 1960)] had enjoined the investigator from so testifying or producing evidence, and the Court of Appeals had affirmed the decision by a two-to-one vote [293 F.2d 368 (2nd Cir. 1961)].

Because of the importance and novelty of the question presented, the Commission petitioned the Supreme Court for a

writ of certiorari, which was granted (368 U.S. 984). By a six-to-three vote, the United States Supreme Court reversed the decision below and held that any violations of the hiring agent's constitutional rights should properly be asserted before the state courts and did not justify the interference of the federal courts.

In *Connolly v. O'Malley*, 17 A.D. 2d 411 (1st Dept. 1962), an ILA local sought to restrain the Commission from permitting non-registered persons to work on the piers pursuant to a Commission regulation authorizing the use of such persons, under strict conditions, "to meet special or emergency needs for the protection of the public health or safety." The Appellate Division of the New York Supreme Court unanimously held that the regulation constituted "a reasonable and valid exercise of the rule-making powers of the Commission."

The extended contempt proceedings in the case of *Waterfront Commission v. Moody* and *Waterfront Commission v. Murphy*, 39 N.J. 436 (1936) continued. The New Jersey Supreme Court affirmed a judgment of civil contempt against two waterfront union officials for failure to testify at a Commission investigation into a waterfront work stoppage. The Court reversed judgments of criminal contempt also imposed against these officials because they had been exposed to criminal punishment without an opportunity to present evidence in their defense. Retrial of the criminal contempt charges was stayed pending outcome of petitions for certiorari by the officials before the United States Supreme Court. Certiorari was granted by the Court on October 14, 1963.

In *Buoncuore v. Waterfront Commission*, 39, N.J. 20 (1962) the Supreme Court of New Jersey confirmed the broad scope of the Commission's investigatory powers in holding that alleged misappropriations of union trust fund monies was a "waterfront practice" within the scope of such investigatory powers.

## ADMINISTRATION OF THE WATERFRONT COMMISSION

The rate of assessment on the longshore payrolls of the shipping industry in the Port of New York was reduced from 1.45 per cent to 1.25 per cent, effective April 1, 1963, and was continued for the fiscal year commencing July 1, 1963.

The new budget of \$2,172,000, \$94,000 less than the 1962-63 one of \$2,266,527 was achieved despite increased costs and improved services to the shipping industry.

As in previous years, investigators of the Waterfront Commission attended the Law Enforcement Officers Training School of the United States Treasury Department. This enables our specialists in investigation to acquire broadened knowledge in theory and techniques of law enforcement.

During the past year personnel of the Commission were offered an opportunity to participate in the New York State Employees Retirement System. This, in addition to the existing insurance program, provides employees in both states with benefits similar to those available to similar agencies.

On August 6, 1962, Joseph Kaitz was sworn in as Commissioner for New York to replace Harold R. Tyler, Jr., who resigned to accept a Presidential appointment as a federal judge.

Recorded with regret are the deaths of George P. McParland and Charles Beakey, both members of the Division of Investigation.

Respectfully submitted,

David C. Thompson  
*Commissioner for New Jersey*

Joseph Kaitz  
*Commissioner for New York*

## RESUME OF LITIGATION

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In the matter of the Application of the *Waterfront Commission of New York Harbor* to punish *John Moody, Sr.* for failure to obey a subpoena,

and

In the matter of the Application of the *Waterfront Commission of New York Harbor* to punish *William Murphy* for failure to obey a subpoena,

39 N.J. 436 (1963)

After the Superior Court of New Jersey held two ILA officials in criminal and civil contempt for refusal to testify before a Commission investigation into a work stoppage following a grant of immunity, the Supreme Court of New Jersey confirmed the judgment of civil contempt and reversed that of criminal contempt. In reversing the criminal contempt conviction the Supreme Court held that the court below had not afforded the defendants an opportunity to present evidence in their defense.

On May 20, 1963 the defendants served their petitions for writs of certiorari in their appeal to the Supreme Court of the United States. The Superior Court of New Jersey stayed further civil proceedings pending the final appeal.

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*Charles Buoncuore v. Waterfront Commission*, 39 N.J. 20 (1962)

The Superior Court of New Jersey denied motion by an ILA officer to quash a subpoena in an investigation of irregularities in the handling of certain union funds. The New Jersey Supreme Court held that the Waterfront Commission had jurisdiction to investigate alleged misappropriations of trust funds held for the benefit of longshoremen and other registered personnel since any such misappropriation would be an evil "waterfront practice" within the meaning of the Waterfront Commission Act.

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*Bowers v. Waterfront Commission*, Supreme Court of New York, New York County, Special Term, Part I. See *New York Law Journal*, July 11, 1963, Page 6, Column 4.

Action to enjoin the Commission from taking certain identification photographs of persons registered or licensed by the Commission. The Court held that the taking of such photographs did not usurp NYSA-ILA seniority board functions and denied the injunctive relief.

*Connolly v. O'Malley* 17 A.D. 2d 411  
(1st Dep't 1962)

An action to restrain the Commission from permitting unlicensed and unregistered employees to perform longshore work on the piers for their employers where a special emergency exists affecting the public health or safety and a declaratory action to invalidate a Commission regulation authorizing the use of such personnel. The Appellate Division, modifying the order of the Supreme Court, Special Term, 32 Misc. 2d 282 (S.Ct. N.Y. Co. 1961) held that the Commission regulation permitting the use of such personnel by an employer was valid and granted the Commission's motion for summary judgment.

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*Waterfront Commission of New York Harbor v. Cunard Steamship Company*,  
18 A.D. 2d 620 (1st Dep't 1962)

An action by the Commission against the shipowner to restrain the use of non-registered employees for the loading of passengers' baggage on steamships berthed at piers in New York Harbor. The Appellate Division held that the Commission had the right to maintain an action and confirmed the temporary injunction previously ordered by the Supreme Court. In this case the employer sought permission from the Commission to use such personnel and it was denied since no special emergency existed.

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*Bradley v. Waterfront Commission of New York Harbor*, 12 N.Y. 2d 276 (1963)

This was the final adjudication of the action by union officials to declare unconstitutional certain amendments enacted in New York to Section 8 of the Waterfront Commission Act.

A previous appeal had been dismissed by the Court of Appeals, followed by a subsequent appeal in the Appellate Division. In the present appeal the Court of Appeals passed on the validity of the Waterfront Commission Act amendments and upheld them as not contrary to any Federal statute.

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*Bowers v. French Line*, Supreme Court of New York, New York County, Special Term, Part I. See New York Law Journal, January 18, 1963, Page 16, Column 1.

Motion to enjoin shipping lines from using pier superintendents to perform longshoremen's work. The Waterfront Commission was a party to this action, which was dismissed.

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*Application of Lynch*, Supreme Court, Special Term, New York County, Part I, 37 Misc. 2d 442 (1962)

The issue involved in *Lynch* was substantially the same as that in *Buoncuore*. In this case the director of the New York Shipping Association-International Longshoremen's Association Medical Center moved to quash the Commission's subpoena *duces tecum* served in connection with an investigation of the alleged misuse of certain union medical and clinical service funds. The motion was in all respects denied.

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*Cleary v. Bolger*, 371 U.S. 392 (1963)

The United States Supreme Court reversed the Court of Appeals judgment and held that a Federal injunction would not issue to bar a State official from testifying in State proceedings as to statements made by plaintiff during a purportedly illegal detention by Federal officers or from producing any property allegedly illegally seized. The State official had not been a participant in the Federal investigation and his conduct, held the Court, did not violate the Federal Rules of Criminal Procedure.

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*Cascone v. Waterfront Commission*, Supreme Court of New York, New York County. See New York Law Journal, August 21, 1963, Page 6, Column 8.

Motion to vacate a subpoena on the thesis that the Commission's investigatory power does not permit inquiry into whether labor officials, whose union represents waterfront workers registered or licensed by the Commission, are receiving payments directly or indirectly from the employers of such waterfront workers. The motion was denied.

## COMMISSION DETERMINATIONS

	APPLICATIONS			Revoked with Leave to Reapply	REVOCATIONS			TOTALS
	Denied	Granted	Revoked		Sus- pended	Repri- manded	Sus- pended	
							Hearing	
Longshoremen	97	14	31	36	25	5	23	231
Checkers	6	1	5	4	4	—	7	27
Hiring Agents	—	—	1	1	4	1	—	7
Pier Superintendents	1	—	1	—	1	—	—	3
Port Watchmen	2	—	4	2	1	2	3	14
Stevedores	1	7	—	—	—	—	—	8
<b>TOTALS</b>	<b>107</b>	<b>22</b>	<b>42</b>	<b>43</b>	<b>35</b>	<b>8</b>	<b>33</b>	<b>290</b>
Summary Proceedings								171

## REGISTRATIONS AND LICENSES

	in effect June 30, 1963									
	1954	1955	1956	1957	1958	1959	1960	1961	1962	1963
Longshoremen	35,117	31,639	27,050	27,537 <sup>a</sup>	27,948	24,967	24,182	22,661	22,079	22,691
Checkers				4,062	4,381	4,173	4,268	4,140	4,095	4,503
Hiring Agents	612	592	597	618	645	630	622	589	607	609
Pier Superintendents	355	365	379	380	407	408	411	392	403	438
Port Watchmen	2,796	3,009	3,010	2,319	2,414	2,218	2,021 <sup>b</sup>	2,047 <sup>b</sup>	1,961 <sup>b</sup>	1,756 <sup>b</sup>
Stevedores	54	52	48	45	46	45	39	36	33	29
<b>TOTALS</b>	<b>38,934</b>	<b>35,657</b>	<b>31,084</b>	<b>34,961</b>	<b>35,841</b>	<b>32,441</b>	<b>31,543</b>	<b>29,865</b>	<b>29,178</b>	<b>30,026</b>

(a) Craftsmen required to register as longshorement and checkers registered separately under Waterfront Commission regulations effective May 27, 1957.

(b) Includes supervisory personnel required to be licensed under Waterfront Commission regulations effective January 1, 1960.

## APPLICATIONS RECEIVED AND PROCESSED DURING FISCAL YEARS INDICATED

	1953-54*	54-55	55-56	56-57	57-58	58-59	59-60	60-61	61-62	62-63
Longshoremen	36,272	5,196	3,681	7,296 <sup>a</sup>	5,940	3,491	3,983	2,926	2,142	3,189
Checkers	—	—	—	4,077 <sup>a</sup>	618	320	398	265	134	613
Port Watchmen <sup>(b)</sup>	2,890	458	265	2,893	573	350	2,415	335	168	321
Pier Superintendents	457	88	87	69	81	59	88	73	84	176
Hiring Agents	787	147	103	129	102	77	127	107	119	103
Stevedore Companies <sup>(c)</sup>	77	7	54	4	45	4	45	—	36	1
<b>TOTALS</b>	<b>40,483</b>	<b>5,896</b>	<b>4,190</b>	<b>14,468</b>	<b>7,359</b>	<b>4,301</b>	<b>7,056</b>	<b>3,706</b>	<b>2,683</b>	<b>4,403</b>

\* Initial year of Commission operations.

(a) Craftsmen required to register as longshoremen and checkers registered separately under Waterfront Commission regulations effective May 27, 1957.

(b) Port Watchmen are required to renew licenses every third year.

(c) Stevedores are required to renew licenses every second year.

**PETITIONS**

	Denied	Granted	TOTALS
Petitions for Leave to Reapply	25	22	47
Petitions for Rehearing	2	—	2
Petitions to Withdraw	—	5	5
Petitions to Remove Ineligibility by reason of Criminal Conviction	—	17	17
<b>TOTALS</b>	<b>27</b>	<b>44</b>	<b>71</b>

**DIVISION OF INVESTIGATION**

Fiscal Year 1962-1963

Investigations conducted	5,801
Active Waterfront Commission registrants or licensees arrested by other law enforcement agencies	255
Arrests by Waterfront Commission Investigators:	
for theft or pilferage	71
for gambling	34
for other offenses	19

**DIVISION OF LAW**

Fiscal Year 1962-1963

Applications investigated and processed	854
(The above figure includes applications for registration or license as longshoreman, checker, hiring agent, pier superintendent, port watchman and stevedore.)	
Formal hearings conducted and completed	251
Petitions for removal of ineligibility investigated and completed	20
Petitions for reconsideration investigated and completed	62
Investigations conducted and completed	415
Recent arrests investigated and completed	305
Probationary cases investigated and completed	90
Hearings ordered	271
Withdrawal, Legal Hold and Decasualization cases	662
Witnesses questioned	3,685

**PRICE WATERHOUSE & CO.**

60 BROAD STREET  
NEW YORK 4  
JULY 15, 1963

Waterfront Commission of New York Harbor  
New York, New York

In our opinion, the accompanying statement presents fairly the cash receipts and cash disbursements of the Waterfront Commission of New York Harbor for the year ended June 30, 1963 and is presented on a basis consistent with that of the preceding year. Our examination of this statement was made in accordance with generally accepted auditing standards and accordingly included such tests of the accounting records and such other auditing procedures as we considered necessary in the circumstances.

The accounts of the Commission are maintained on the basis of cash receipts and disbursements and accordingly do not reflect expenses incurred but not paid, comprising principally payroll taxes, totaling approximately \$13,500 at June 30, 1963.

*Price Waterhouse Co.*

## FINANCIAL REPORT

### WATERFRONT COMMISSION OF NEW YORK HARBOR STATEMENT OF CASH RECEIPTS AND DISBURSEMENTS FOR THE YEAR ENDED JUNE 30, 1963

Cash balance, June 30, 1962.....		\$ 78,714.81
Receipts:		
Assessments on employers of persons registered or licensed by the Commission.....	\$2,324,925.82	
Interest received on United States Treasury bills.....	6,144.26	
Court fines and penalties.....	1,000.00	
Interest received on badge deposit savings account....	389.10	
		2,332,459.18
		2,411,173.99
Disbursements:		
Salaries .....	1,524,487.26	
Rentals .....	201,092.51	
Retirement, group insurance and social security taxes..	93,294.75*	
Special services and expense.....	57,549.46	
Communication .....	41,878.02	
Seniority plan costs.....	40,352.74	
Carfares, auto expense, travel.....	40,696.84	
Furniture, fixtures and equipment.....	30,385.90	
General office expenses.....	24,971.35	
Repairs and maintenance.....	24,240.38	
Hearing officers, auditing and consultant fees.....	22,511.96	
Printing .....	19,736.35	
Miscellaneous overtime expenses.....	17,959.95	
Insurance .....	16,684.18	
Light, heat and power.....	15,676.09	
Leasehold alterations .....	1,006.00	
Badge deposits returned (net).....	321.50	
		2,172,845.24
Excess of receipts over disbursements to June 30, 1963 represented by balances as below.....		\$ 238,328.75*
Cash (net of \$40,282.39 taxes and other deductions withheld from employees).....	\$ 30,337.75	
United States Treasury bills, at cost.....	198,536.00	
Special badge deposit account.....	9,455.00	
	\$ 238,328.75	

\*Payroll taxes of approximately \$13,500 applicable to the period prior to June 30, 1963 had not been paid as of that date.

## AREA SURVEY OF WATERFRONT HIRINGS

(for year ending June 30, 1963)

Piers and Areas	Hirings		% Change	% Share of Port Employment	
	1961-62	1962-63		1961-62	1962-63
Piers 80-99 North River Yonkers and Irvington	398,624	366,532	-8.0	8.8	8.3
Piers 53-78 North River	521,270	508,707	-2.4	11.5	11.5
Piers 18-52 North River	166,096	218,994	+24.1	3.7	4.9
Piers 1-17 North River	176,318	166,634	-5.5	3.9	3.8
Piers 4-68 East River	146,191	87,803	-39.9	3.2	2.0
<b>TOTAL - MANHATTAN</b>	<b>1,408,499</b>	<b>1,348,670</b>	<b>-4.3</b>	<b>31.1</b>	<b>30.5</b>
Long Island City Greenpoint, Williamsburg and Navy Yard areas	71,675	92,752	+22.7	1.6	2.1
Brooklyn Port Authority piers	436,524	414,821	-4.8	9.6	9.3
Atlantic and Erie basins, Breakwater and Gowanus areas	774,217	607,056	-21.6	17.0	13.7
Bush Docks and Army Base areas	822,138	628,112	-23.6	18.1	14.2
20th Street Pier, Green Dock area and 39th Street Pier	-	273,426	-	-	6.2
<b>TOTAL - BROOKLYN</b>	<b>2,104,554</b>	<b>2,016,157</b>	<b>-4.2</b>	<b>46.3</b>	<b>45.5</b>
Staten Island	87,902	103,225	+14.8	1.9	2.4
<b>TOTAL - STATEN ISLAND</b>	<b>87,902</b>	<b>103,225</b>	<b>+14.8</b>	<b>1.9</b>	<b>2.4</b>
Port Newark and Elizabeth Port Authority piers	393,004	441,750	+11.0	8.6	9.9
Jersey City and Bayonne areas	168,070	158,580	-5.9	3.7	3.6
Hoboken, Weehawken and Edgewater areas	382,339	356,636	-6.7	8.4	8.1
<b>TOTAL - NEW JERSEY</b>	<b>943,413</b>	<b>956,966</b>	<b>+1.4</b>	<b>20.7</b>	<b>21.6</b>
<b>PORTWIDE TOTALS</b>	<b>4,544,368</b>	<b>4,425,028</b>	<b>-2.6</b>	<b>100.0</b>	<b>100.00</b>



**THE WATERFRONT COMMISSION  
OF NEW YORK HARBOR — 1962-1963**

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**DAVID C. THOMPSON**  
*Commissioner for New Jersey*

**JOSEPH KAITZ**  
*Commissioner for New York*

**MYLES J. AMBROSE\***  
*Executive Director*

**WILLIAM P. SIRIGNANO**  
*General Counsel*

**CHARLES E. MCGEE**  
*Secretary to the Commission*

**JESSE O. LANGSTON**  
*Director of Employment Information Centers and Licensing*

**THOMAS F. JONES**  
*Chief Investigator*

**JAMES J. DAVITT**  
*Assistant to the Executive Director*

**ANTHONY ANGELICO**  
*Comptroller*

**SAMUEL P. LISMAN**  
*Chief Accountant*

*\*Succeeded by Howard E. Finney, October 1, 1963*

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THE WATERFRONT COMMISSION OF NEW YORK HARBOR  
15 Park Row, New York 38, New York



**WATERFRONT COMMISSION OF NEW YORK HARBOR**