(3) Recognizing that agreement by the parties is preferable to recommended settlements, Emergency Boards should, whenever possible, refrain from specific substantive recommendations and instead suggest procedures which would lead the parties themselves to resolve the issues.

The Board further recommends that carriers and unions, in cooperation with the National Mediation Board and the Department of Labor, give greater attention to the methods for achieving speedier and more effective settlement of disputes submitted to Emergency Boards.

IV. THE ISSUES

The organizations originally raised nine issues; subsequent proposals from the carriers raised an additional ten issues.[5] None of these 19 issues was resolved by negotiation or mediation. Each party withdrew one proposal, thus leaving 17 outstanding issues on which material was supplied for the record.

During the hearings it became apparent that there were two aspects to the general wage issue, namely, the amount of any across-the-board increase and the establishment of greater differentials between the skilled and unskilled in the several crafts within the industry and, at the same time, the establishment of comparability between wages of the shop crafts and wages for similar work outside the railroad industry.

This Board has carefully considered each unresolved issue.

V. THE GENERAL WAGE INCREASE

The organizations seek a general wage increase of at least 6 percent for all employees for the year beginning January 1, 1967. The carriers, having settled on a 5 percent basis with nearly 65 percent of railroad employees, urge that the 5 percent pattern be retained.

Area of Agreement

On the general wage rate issue the broad area of agreement between the parties is heartening and impressive. The formal demand of the organizations for a 20 percent general increase was reduced to 7 percent during the hearings and further adjusted in the Brief for the Employees submitted to the Board. Both parties cited and relied on the 1967 Annual Report and earlier reports of the President's Council of Economic Advisers. Both parties agreed that wage increases should be geared not to productivity gains in particular industries but to the trend productivity of the national economy. Most

[5] See Appendices B and C.