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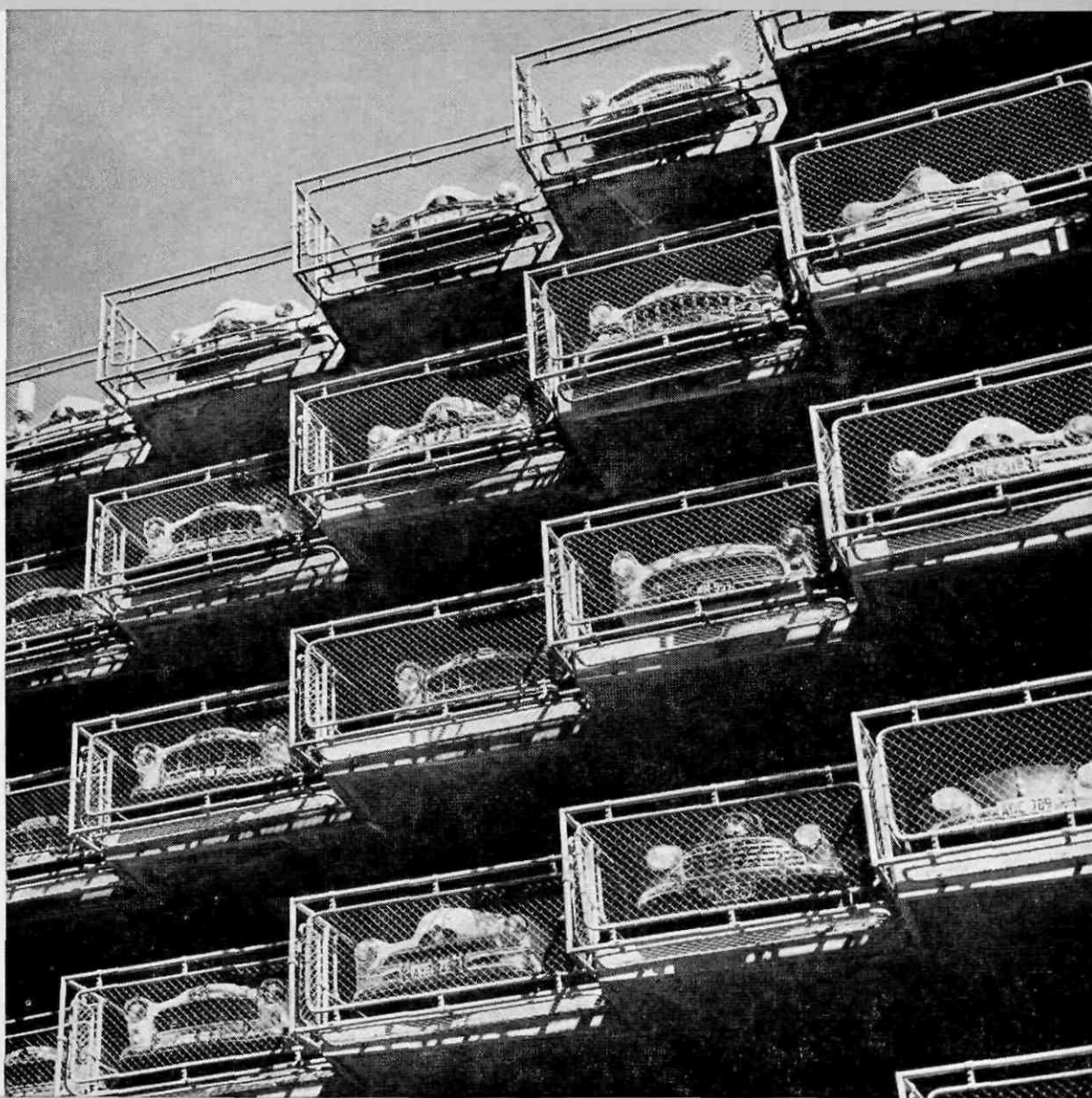
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'Keeping them off the streets'



Monthly Publication of the International Transport Workers' Federation

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Monthly Publication of the ITF

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Forthcoming meetings:

Rotterdam	26 and 27 July 1961,	Seafarers' Section Committee
Paris	11 September 1961,	Railwaymen's Section Committee
Paris	12 to 15 September 1961,	Railwaymen's Section Conference
Vienna	16 October 1961,	Road Transport Section Committee
Vienna	17 to 20 October 1961,	Road Transport Section Conference

Automation and unemployment

BEHIND THE ALTERNATE PEAKS and troughs of the unemployment figures which have accompanied the alternate recessions and recoveries of the post-war business cycle it is possible to distinguish an increasing measure of long-term unemployment. In other words, more and more workers who are laid off in a slack period fail to be reabsorbed by industry when things pick up again. The increased productivity made possible by technological advances enables absolutely fewer workers to produce absolutely more. The main danger in this trend is that we shall come to accept this measure of so-called 'structural employment' as an inevitable consequence of economic progress. We should be firm on this point. 'Structural' unemployment is a social evil. Even if the majority have never had it so good, even if the community can afford (as with rising productivity it can afford) to pay adequate unemployment relief to the unfortunate minority, it is still true that no foreseeable amount of unemployment relief is going to compensate for the loss of self-respect that must follow from being regarded as unemployed.

There is no easy overall solution. In certain industries, where the outlook is set fair, there is room for an expansion of the labour force in spite of increased productivity, and these industries can even absorb some of the workers displaced in the depressed sectors of the economy. But labour is not absolutely mobile. Workers are human beings, many of them bound to particular jobs by kinship, age and a combination of inclination, talent and experience which has hitherto managed to get them a reasonable living. Is it so unreasonable to suggest that an affluent society which is by its own admission getting steadily richer, can afford to take account of these circumstances and to assure these people the life they could expect when times were not so good?

The long-term solution to the 'problem' of increased productivity is obviously to stimulate demand to keep pace with output, or rather to distribute the world's economic production in such a way as to satisfy a demand that is already there. To start with, there are the hungry two-thirds of the world, the plight of the underdeveloped nations which has scarcely begun to be tackled. As long as that problem remains, it will be nonsense to talk of 'over-production'.

A new look for regional activities

by PIETER DE VRIES, General Secretary



Panamanian seamen demonstrate in support of their demands for greater security of employment. The ITF has intervened successfully in a number of disputes in which its Latin American affiliates have been involved, both with governments and private employers

AT THE INVITATION of the General Federation of Jewish Labour in Israel (Histadrut), the Executive Committee held its first meeting of this year in Tel-Aviv from 12 to 14 April. As has become customary, the Regional Affairs Committee also held a one-day meeting immediately prior to the discussions of the full Executive Committee. Following the conclusion of the Executive's business, members were the guests of Histadrut, which arranged a very extensive trip throughout the country that provided an extremely valuable insight into the development of the new State, the problems which it is tackling and is likely to face in the immediate future. The fact that the tour also gave ample opportunity for discussions with officials of Histadrut, both in Tel-Aviv and other centres, meant that the Executive Committee was in an excellent position to see the Israeli trade union movement at work and to ask a very large number of questions - some of them, as we are sure our Israeli friends would agree, extremely searching - on its structure and the methods which it uses to achieve its aims.

Among the towns and cities visited by the Executive Committee were Tel-Aviv itself, Haifa, Eilat, Jerusalem, Nazareth and Tiberias. In all these centres visits were made to union headquarters and facilities, industrial and port installations, or agricultural and fishing settlements. Some impressions of the tour and of the Israeli trade union movement will be found in other articles in this issue.

The principal decisions taken by the Executive Committee during its meeting have already been given in the English version of the ITF Press Report dated 4 May. For that reason, we would like to deal here at somewhat greater length with one or two of the more important aspects of the Committee's work, particularly

those connected with regional activities.

We make no apology for returning to the latter theme, because the urgency of the trade union movement's task in the regions and the need for a greatly expanded programme of ITF activities is so clear that it no longer requires lengthy explanations of its purpose. The ITF was, it is true, one of the first international trade union organizations not only to see the need for this type of work but to do something concrete about it, but that does not mean that we have any intention of resting on the laurels of our past achievements or even that we are in any way complacent about what we have already been able to do. We know only too well how enormous the job is which we are

tackling and how pitifully inadequate our resources sometimes appear to us by comparison.

That is why we are constantly trying not only to get the very best results with our limited means but also to step up our activities whenever and wherever possible. Our first concern during the last few months has been, of course, to make good the break in the continuity of ITF representation in both Africa and Latin America which came about through circumstances over which we had no control. Our new representative in Latin America and the Caribbean, Bro. Azaña, has now been working out of Lima for a little over six months and perhaps the best indication of the energetic way in which he is tackling his job is the fact that of the eleven new affiliates approved by the Tel-Aviv meeting, no fewer than seven were from Latin American countries. So far as Africa is concerned, Bro. Emile Laflamme, a bilingual American railway trade unionist, is already in Lagos (Nigeria) where he will both assist the ITF's Nigerian affiliates in conjunction with the ICFTU/ITS/TUC (N) programme for Nigeria and also undertake missions to the French and English-speaking countries of West Africa.

These appointments have restored ITF representation in the Regions to its original strength, but we are certainly not going to stop there. Our present regional representatives are extremely capable and talented men, but the areas which they are expected to cover are too vast for one man alone. Our representatives are very often overworked; they need assistance to relieve them of the burden of clerical and office duties and release them for the really important work of helping to organize the workers in their areas, assisting in the settlement of industrial disputes, visiting and encouraging existing affiliates and



Bro. Joe Soares (extreme right of picture), here seen attending this year's Convention of the ITF-affiliated Philippine Transport & General Workers' Organization, has for several years been acting as the ITF's Asian representative and has done excellent work

bringing new unions into the ITF family. That type of relief has been taken care of as a matter of urgency in the regional activities programme approved by our Tel-Aviv meeting.

A proper office with secretarial assistants will now be set up in Lima in order that Bro. Azaña has a proper base to work from and can travel freely throughout the Latin American and Caribbean Area in the knowledge that routine correspondence and similar matters can be dealt with efficiently during his absence.

A similar decision was taken with regard to the Singapore Office, which will be enlarged to include sufficient assistance to remove the burden of administrative tasks, to assist in the issuing of an improved ITF Asian publication, and to meet special requests from affiliates in the field of technical assistance. Two additional staff members are provided for — one an experienced trade unionist and the other an office assistant with experience of publications work. It is, incidentally, also anticipated that it will be possible to issue a new ITF African publication from the base in Lagos.

However, even if all this is done, our regional representatives still need help with their own job. Too often, they are prevented by lack of time or sheer distance from spending any length of time in countries which are far removed from their bases. They themselves would be only too glad to do so because they realize the need only too well, but it is quite impossible for them on anything approaching a regular basis.

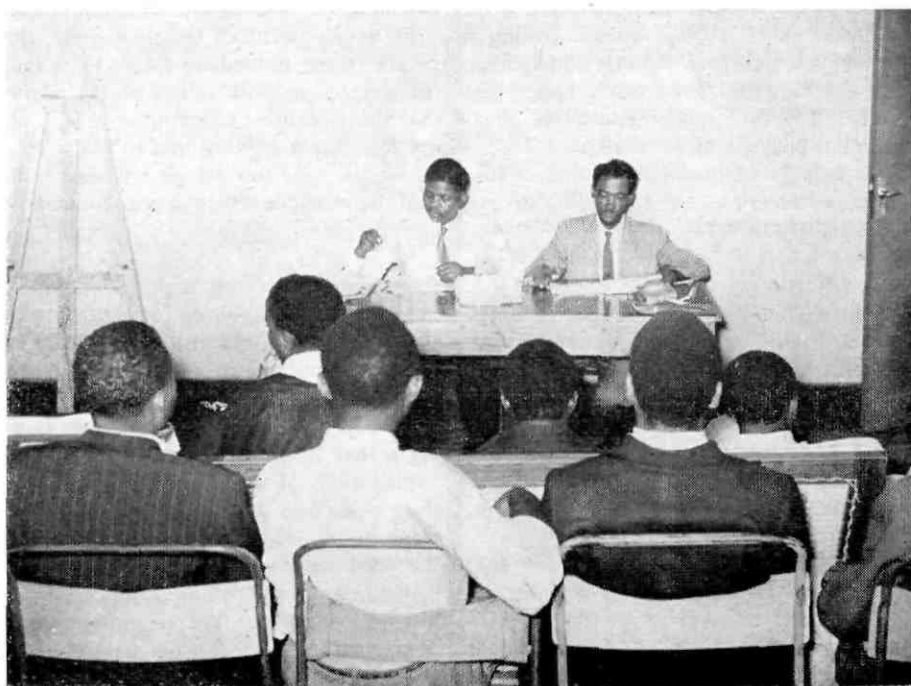
Measures to overcome this problem are also included in the ITF's expanded programme. By the end of this year, the Federation hopes to have a further representative in Latin America and an additional roving representative to assist Bro. Soares in the Asian Region, so that long-term missions can be undertaken to countries such as India, Pakistan, Burma, Korea

and Indonesia. In Africa, too, provision is made for two more permanent representatives. Initially, one of these will work from East Africa and the other from a base in French-speaking Africa. Temporary missions are also planned for the Congo, the Sudan, Central Africa and North Africa.

In general, the main feature of the ITF's programme is the placing of qualified representatives in the field for extended periods, devoting themselves intensively to the problems of a limited area. The key to success in regional activities is without any doubt the man on the spot, or rather the man who is able to move about from country to country as and when his services are required. Unfortunately, although such men are absolutely vital to our programme, they are not all that easy to find. They need, after all, to be a rather special type of man. In addition to having a solid trade union background, they also require a detailed knowledge of political, social


and economic conditions in their areas; very often too they have to be bi-lingual or at the very least to have a good knowledge of a particular language. They must also be good speakers, able to explain and spread trade union ideas in terms which will be easily understood by those whom they are trying to help. At the same time, however, they must avoid any suspicion that they are talking down to or patronising the relatively inexperienced trade unionists with whom they will be in contact. They must also be something of a diplomat and finally, of course, they must be extremely hardworking and willing to devote a great deal of their free time to the job.

Since it is obvious that such men can only be recruited from within the trade union movement itself, the ITF has already circularized its affiliates asking for their cooperation in this work. We have asked for three types of assistance: (a) advance information on regional travels by



East African transport workers are here seen meeting in conference. The ITF's new programme for the Regions, which was approved by the Tel Aviv Executive Committee meeting, includes provision for greatly expanded activity in both East and West Africa

Promised land - land of promise

 IT HAS LONG BEEN THE DREAM OF THE JEWISH PEOPLE to return to the country which they were forced to leave some 2,000 years ago. The dream was, however, given practical shape towards the end of the last century, when Theodore Herzl, the founder of modern Zionism, first put forward his proposals for the creation of a Jewish National Home. The first Jewish settlers arrived in what was then known as Palestine when it was still under Turkish rule and founded the communal agricultural settlements which were to become the fore-runners of the modern kibbutzim in present-day Israel. Many of the original settlers were refugees from the savage pogroms which were still common in Tsarist Russia and in Eastern Europe generally.

Although there was a fairly regular inflow of Jewish immigrants in the years following the first settlement, the real impetus and urgency of establishing a national home came with the new barbarism of Nazism and its Fascist satellites, all of whom used anti-Semitism in its most terrible forms as a conscious weapon of political strategy. The twisted outlook of the madman was elevated to State policy, was organized as never before in history, and opened the way for the horrors of the so-called 'Final Solution', the two cold words which found their expression in a fearful nightmare of degradation, torture and mass murder inflicted on the men,

women and children of the European Jewish communities.

The State of Israel has not been spared the trials which the Jewish people as a whole have had to suffer through the ages. Both its pioneers and the new State have faced innumerable difficulties, involving successively a fight against Nature itself, an underground struggle against the form-

er Mandatory authorities, civil war within the country, and finally so-called 'ordinary' war fought both on Israeli territory and that of its neighbours. The events of this troubled period are of such recent date that they do not need to be recounted here. Nor do we wish to comment on the rights or wrongs of the dispute between Israel and her Arab neighbours. The problems involved here are purely political in nature and are not the concern of a trade union organization like the ITF although, of course, we sincerely hope that a settlement which will benefit all the peoples of the Middle East will soon be reached. Our interest lies in the country itself - which is now a fact - in the progress which it has made in its brief years of independence, the position which its

(Continued from page 135)

President of the Canadian Congress of Labour.

The fact that his union has recently broadened its scope and changed its name to the Brotherhood of Railway, Transport and General Workers is a reflection of one of Brother Smith's most fundamental beliefs - that trade unions should be large enough to be able to provide good services to their members, such as research and educational facilities. His belief, too, that unions within the railway industry should combine in negotiations has resulted in such successful collaboration.

Brother Smith is reserved in speech and manner, but when the occasion demands he can speak both clearly and forcefully. He is a man of great energy and industry, with a background of experience, both as a railway employee and as a field organizer for the union, which keeps him conscious of the needs of the workers he represents.



Degania, now a flourishing modern agricultural community, was the very first kibbutz to be established by Zionist settlers from Russia a few years before the First World War. Once it was a wilderness. The mountains seen in the background are in Syria

which demonstrates its confidence in the future in a variety of ways.

Further to the north, but still within comparatively easy reach of Eilat by road, you will find one of the really pioneering type of kibbutzim at Yotvata. Here a small group of young men and women live an isolated life in a small valley some two to three miles from the Jordanian border, raising vegetables and date palms with the help of underground springs which they have discovered in the area and even supplying milk and eggs to the population of Eilat. Some of the difficulties of raising produce in this area in which the soil (read sand) is chock-full of chemicals deadly to plant-life, can be illustrated by a single story. A few years ago, the farmers of Yotvata started a plantation of date palms. They grew well at first, but at the end of two years they stopped making any further progress. Investigation revealed that the reason was very simple – the roots had struck a layer of solid rock well below the sand and could go no further. The answer? The people of Yotvata used dynamite to blast

individual holes for each palm – and they're still growing!

A kibbutz with a history

Yotvata is one of the newer kibbutzim, still in its formative stage. It can be contrasted with Degania which was the very first Jewish settlement established in Palestine exactly fifty years ago in the valley where the River Jordan flows out of the lake of Galilee. It began with twelve Russian Jews, ten men and two women. The founder of Degania (the name means 'cornflower'), Joseph Baratz, has described what it was like in those early days in the following words:

'There were no trees, only burnt grass and a few shrubs . . . The air buzzed with mosquitoes and it lay heavy and close between the hills. The flat valley was like a hot plate, the heat pressed on it. Everything was burnt brown. The river was a trickle. But when the rains came, it flooded the land and when the waters withdrew they left swamps and mud. For months on end we were cut off by mud. It sucked the boots off your feet and no cart could get through it, and the swamps bred fevers.'

Today, that unpromising valley described by Baratz houses a flourishing, self-contained community living on strictly communal lines and which in fact is a small township with its own living quarters, recreational centre, library and educational facilities which are there for all to use. Money is almost the only thing which is not used, except in the form of a very tiny annual pocket money allowance which can be used for the purchase of special personal needs. Everything else: clothing, furniture, accommodation, food, cigarettes and other commodities and facilities is provided by the community, which also governs itself on a completely democratic basis by means of a central committee or secretariat, assisted by specialized committees dealing for example with economic activities, building, housing, kitchen and educational facilities, and job allocations.

Since those early days before the First



A general view of Haifa showing the modern residential area of the city and part of Haifa Bay. In the top right-hand corner can be seen the new oil refinery installations

1. *The extent to which the Port of Haifa has been developed by the new state can be seen from this view of the main basin. A number of the ships to be seen in the port are operated by Zim, the Israeli shipping company which was largely built up by Histadrut*

2. *Tourists look down on Tiberias and the Lake of Galilee, which is some 600 feet below sea level. In the background are some of the agricultural settlements of the Jordan Valley and behind them are the mountains of Syria*

3. *'And the desert shall bring forth fruit' could almost serve as the caption to this picture, which shows wheat being harvested by tractor and combine harvester in the very middle of the Negev*

4. *A view of modern Jerusalem, currently the scene of the Eichmann trial. The border between Israel and Jordan runs right through the city and is still under United Nations supervisions as can be from the white-painted UN patrol truck in the foreground*

War, many children have been born and grown up in Degania. Some are still living there today as adults; others have gone out into the world and now spend the greater part of their life away from Degania. One of the first to be born there, incidentally, was a little boy named Moshe Dayan, who today is Israel's chief of staff. The children can be educated up to a high standard within Degania itself and can then go on to the Agricultural or Technical High Schools in the valley. If they have special aptitudes or interests they are sent – at the community's expense, of course – to the University or a Training School outside the valley.

The basis of Degania's life, however, is still agriculture. Dairy and chicken farming is practised on a huge scale. Crops include wheat, barley, vegetables, banan-



One of Israel's biggest crops for export is citrus fruit. Huge groves of orange and lemon trees are to be seen everywhere in the northern part of the country and Israeli fruit is now marketed throughout the world

as, grapes, grape-fruit (something for which Degania is known throughout Israel), olives and alfalfa grass for cattle fodder (eight separate bumper crops a year!). A comparatively new development is fish rearing – mainly carp raised in artificial ponds. Although there is no other industry but agriculture within Degania itself, the community holds shares with other kibbutzim in a factory making composition material for building and some of its people also work there. The inhabitants of Degania, incidentally, come from almost every corner of the globe; you will find there Europeans, Americans, people from the Middle Eastern countries and even from Asia.

Tel Aviv's dynamic growth

In a curious way, the development of Degania – originally a tiny farm settlement – closely follows that of Israel's largest city, Tel Aviv. Two years before Degania was established, sixty Jewish families left the old city of Jaffa (or Yafo

– the present city is officially known as Tel-Aviv-Yafo) and decided to create a new home a few miles away among the sand-dunes of the Mediterranean coast. The few houses which they built have now grown into a bustling modern metropolis with a population of over 400,000 which has almost exactly doubled itself during the last twelve years alone. Jaffa, the city from which the first settlers came, is now the older part of Tel-Aviv-Yafo, but paradoxically enough its inhabitants are almost exclusively new Jewish immigrants while the older citizens of Tel-Aviv live in what is now considered as the new part of the city. The city authorities, by the way, claim to be able produce at least one citizen speaking any language you care to mention from among the population of Yafo.

A few figures will perhaps illustrate more graphically than anything else the tremendous rate of expansion which has taken place in Tel-Aviv since the creation of the State in Israel in 1948. The area covered by the municipality has just about doubled, the number of housing units has gone up from 104,000 to 234,000, the number of pupils in municipal schools has more than trebled while the number of classrooms available has increased well over four times. There are now 290 km. of paved roads where only 70 km. existed in 1948; the number of shops, workshops and plants has risen from 26,000 to 53,000. Small wonder then that the city's ordinary budget has gone up from a mere IL 3.8 million to the present huge figure of IL 60 million, with a development budget which is now eighteen times larger than it was in 1948.

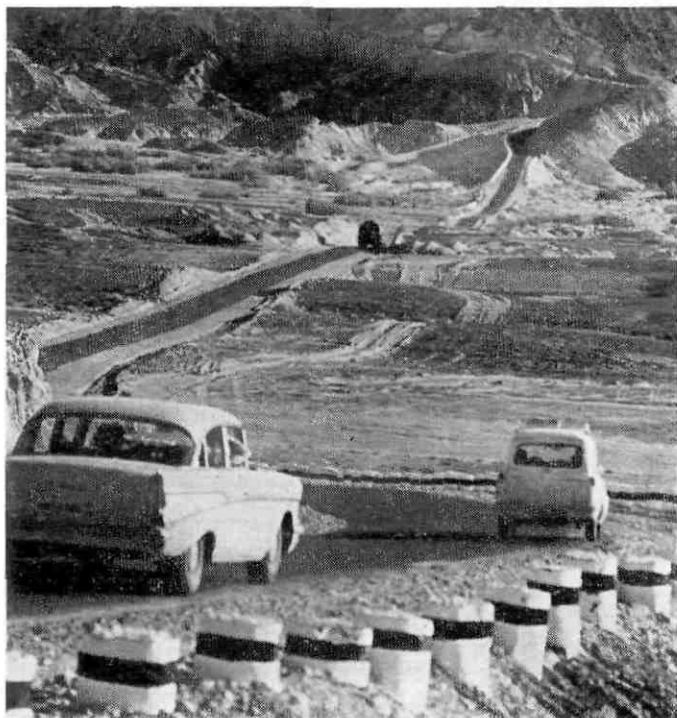
A city designed for workers

Haifa, Israel's second largest city, is the workers' city. Its Mayor, Mr. Aba Khoushi, a former docker, who attended the ITC's Copenhagen Congress in 1935 takes genuine pride in ensuring that his city and its worker-population enjoy better facilities and a more enlightened administration than anywhere else in the country. We do not know whether the

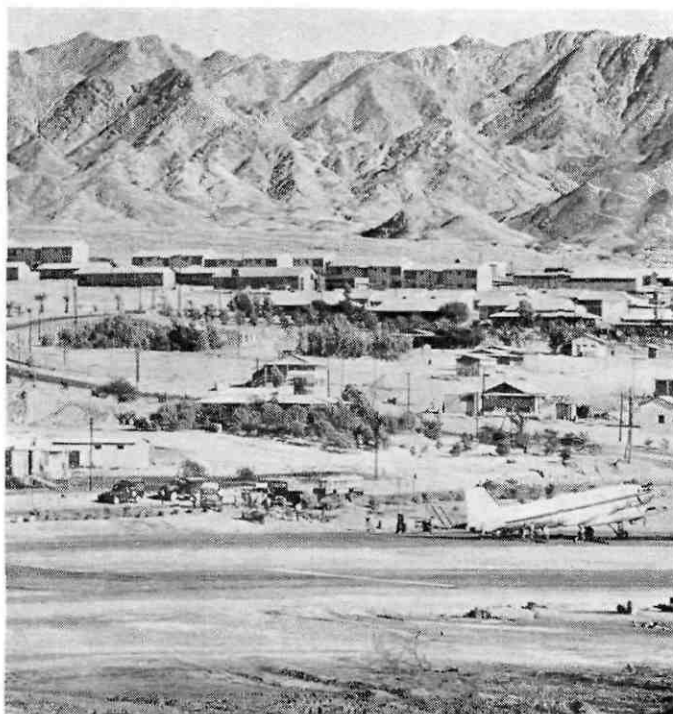
city motto is 'What Haifa does today, Tel-Aviv does tomorrow', but certainly the citizens of Haifa seem to have the same sense of pride in achievement that characterizes those of Manchester. Aba Khoushi started life as a worker and is a pioneer member of the Israel trade union movement. His main ambition as Mayor has been to ensure that Haifa is not only a good place to work in, but an excellent place to relax in as well. Unnecessary noise after working hours has practically been banished from the city. Aba Khoushi says: "The workers of Haifa hear enough noise while they are on the job. After hours they have the right to relax and enjoy themselves in peace." And a whole host of recreational and cultural facilities has been provided by the city authorities as a more concrete aid to relaxation. Haifa is also famous in Israel for its cleanliness and the discipline of its traffic – including pedestrians!

Haifa is, of course, best known as a port and since 1948 tremendous and extremely successful efforts have transformed it into a first-class centre of maritime trade, equipped with the most modern cargo-handling facilities – floating

1. *A marvel of modern road engineering is the motor highway which links the northern part of the country with Eilat, the new port in the extreme south. The highway goes straight through the Negev Desert (well, perhaps not quite straight!)*
2. *A general view of part of the town of Eilat, which is developing at a tremendous pace. In the foreground is the airport, which is served by Arkia, Israel's internal air line (flying time from Tel Aviv one hour by DC3)*
3. *Sight-seeing boats at the Eilat jetty. An attraction for tourists because their glass bottoms enable one to see far down into the clear depths of the Red Sea. The port, however, already accommodates much larger vessels than these with its new facilities*
4. *A fine new residential area in Israel's largest city, Tel-Aviv. Once just a stretch of sand-dunes outside the city of Jaffa, Tel-Aviv has doubled its population since the State of Israel was created in 1948*



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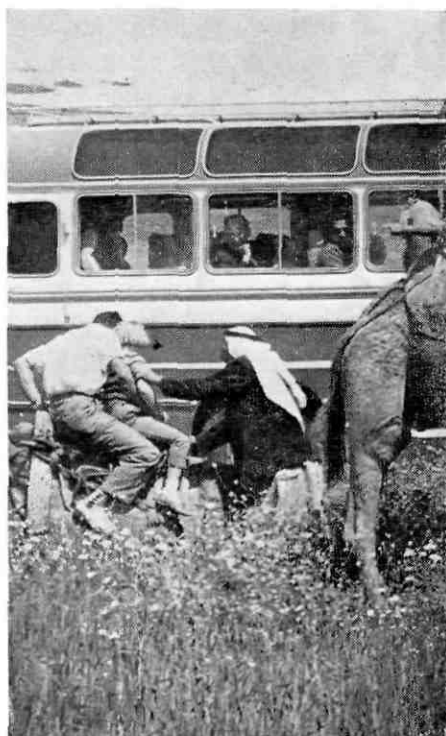
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During a roadside stop Bros. Hauge (Norway) and Laurent (France) of the ITF Executive Committee watch a local Arab helping a Jewish Israeli and his daughter to mount one of his camels. They did get up eventually as can be seen from the accompanying shot!



cranes, forklift trucks, tractors, pallets, conveyors, silos – and with a highly-skilled labour force. But the city is also Israel's main industrial centre, with the industries centred in Haifa Bay and including an electric power station, an oil refinery, cement works, a car assembly plant, foundries, steel mills, steel tube works, chemical and fertilizer plants, glass works, textile mills, canning and ice factories, ship repair facilities, etc., etc. It is certainly an unusual city in that it demonstrates quite clearly that it is possible to have a centre of industry not only in beautiful surroundings but also to house its workers under clean, restful and attractive conditions.

One could, of course, go on for page after page, detailing the progress which Israel has made during its thirteen years of statehood and the many surprises – most of them pleasant – which await the traveller there. The beauty of the country is perhaps one of the most striking and unexpected feature of even the briefest visit, not to mention the strangeness of seeing a modern society growing visibly among the many reminders of past civilizations and the Bible story.

A people who have found themselves again


The most abiding impression which one

takes away from Israel, however, is of a people persecuted for centuries who have found themselves once again as a nation, who are building a new and unique society, and are looking forward with confidence and enthusiasm to the future.

A last picture illustrates that as well as anything. On the eve of the Independence Day celebrations, the members of the ITF Executive Committee paid a visit to one of Tel-Aviv's newer suburbs, Savoniya, to see how a comparatively small community of Israeli citizens drawn from many countries and many different backgrounds were preparing for the next day. There we saw – on a small green by the light of flickering torches – the modest entertainment which these people had arranged: a programme of national songs and dances. The performers, however, were not adults but the young children of Savoniya, most of them between the ages of two and twelve and probably all born in the new State. Looking at these bright, healthy children – many of them, all race theories to the contrary, blond and blue-eyed – one suddenly realized that one was seeing the representatives of a completely new generation of the Jewish people who would grow up as ordinary men and women with a real future, with no personal experience of the prejudice and dis-


crimination which their forefathers knew for so long, and no more a people apart. And one remembered too the young man who had explained that, although he had spent almost the whole of his life in a European country, he could no longer live anywhere but in Israel because there he was just another human being – not a Jew.

Preventing accidents from the ground

 IN ENGLAND tests have successfully been concluded on a new flight safety system combining radar and television in a device which will make accidents such as aircraft collisions impossible in the future. It consists of a new automatic direction finding system which shows an observer on the ground the exact position at any given moment of all aircraft with which he is in radio contact.

The system can be used to verify information given by the pilot concerning his position, to help provide navigational assistance for aircraft with limited radio equipment, and to assist in instructing aircraft in dangerous situations. In the past the usefulness of radar direction finding was limited by the margin of inaccuracy of incoming signals, particularly in cases where two signals were coming in from the same direction and were not clearly distinguishable on the radar screen. This disadvantage has now been overcome by putting together information transmitted from a network of direction finding stations which pick up radio signals from the aircraft within their range. In this way an extremely accurate signal is obtained, which is then combined with an illuminated chart to build up a precise picture of operations in the area and projected on to a closed-circuit television screen. A continuous watch is maintained on this television screen, and should it become apparent that, for instance, a collision might occur, contact can be made with the aircraft concerned and instructions can be given in good time to prevent an accident.

Histadrut - pragmatism instead of dogmatism

 IMAGINE A TRADE UNION MOVEMENT which numbers nearly half the population among its membership, which owns the country's largest publishing house and also publishes the largest-circulation daily newspaper, which operates its own national health insurance scheme covering almost two-thirds of the population, runs its own dispensaries throughout the country, and has its own doctors, nurses, dentists and pharmacists to administer the scheme. Then think of that same trade union movement playing the leading role in the country's affairs, operating huge enterprises within a cooperative movement which has its ramifications throughout every phase of the national life. Think too of a trade union movement which is both employer and representative of the workers, and which numbers within its ranks the self-employed, the professional man, the intellectual, and even housewives.

Imagine all that and a lot more and you have Histadrut — the Jewish Federation of Labour in Israel — which, with its more than 700,000 members, is the largest voluntary association in the country.

Many things about Histadrut will seem unfamiliar to trade unionists from other countries and can only be fully understood against the background of the circumstances in which the movement was created and has since developed. Take, for example, the dual function of Histadrut as employer and workers' organization, which at first sight may appear very strange to those who are used to the traditional struggle between capital and

labour and the rigid organizational separation of the two sides of industry. The explanation, however, is a very simple one. When Histadrut came into being just over forty years ago, the division which we are used to simply did not exist among the Jewish immigrants to Palestine. Private capital did not find the country a particularly attractive proposition for investment, with the result that there just weren't any 'capitalists'. For that matter there were not many workers either in the accepted sense of that word. Most Jewish immigrants at that time had an intellectual or commercial background and became workers by hand only on settling in

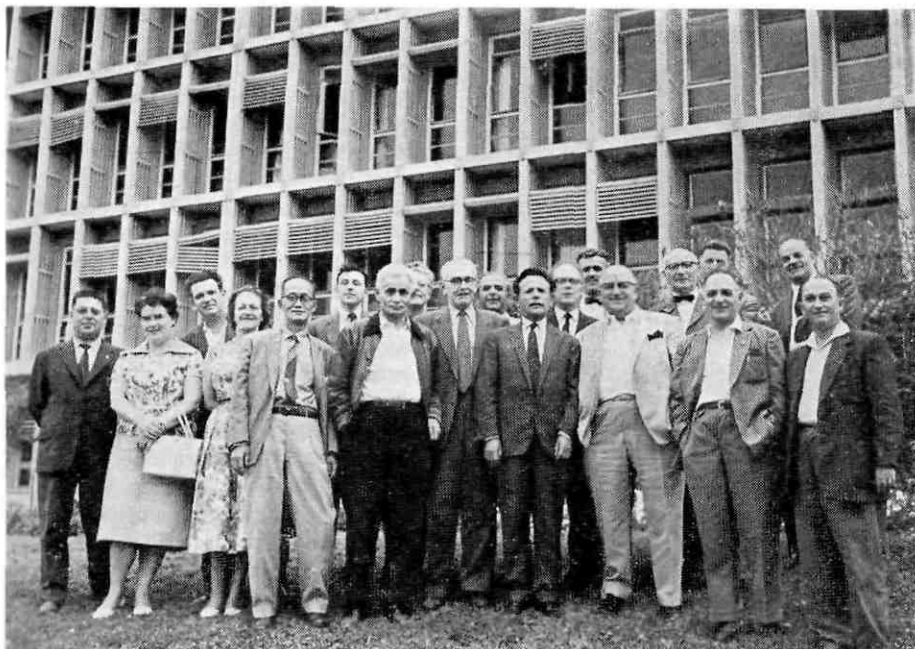
Palestine. And they did that not by working for private employers or for each other, but by working together. This applied not only to cooperative agricultural settlements but to a whole host of other and far less obviously communal activities. Even today, for example, the bus services which operate from one end of Israel to the other are not run on private enterprise lines, but are cooperatives in which the drivers and other staff are at one and the same time workers, partners and shareholders.

Developing a working class

Histadrut had therefore to adapt itself and its structure to a situation in which there were neither employers nor workers in any real sense, and in fact one of its earliest tasks was literally to set about creating and developing a Jewish working class. It is thus an essentially practical expression of an unusual, if not unique, set of circumstances: a movement working in a new type of society based on democratic cooperation and applying new conceptions of the role of a trade union organization which owe little or nothing to tradition. Its pragmatic outlook, its ever-present desire to relate its structure and activities to actual conditions rather than to any preconceived pattern is still a feature of Histadrut today and of its evolution towards tomorrow. Its basic philosophy and outlook is sufficiently flexible to allow easy adaptation and re-orientation whenever this proves necessary.

For instance, its economic activities — which have now reached tremendous proportions — were originally started with two extremely practical purposes in mind: firstly, to provide employment for the existing Jewish labour force in Palestine

The Executive Committee, Mrs. de Vries, Bro. Düby, the ITF's Vice-President, together with Mrs. Düby and their hosts pose for a group photograph outside the Histadrut headquarters. At the extreme right of the front row is Bro. Ze'ev Barash, head of the Histadrut transport workers' department and member of the ITF Executive



The General Secretary, Bro. Dekeyzer, and Bro. Düby, the ITF's Vice-President, together with Bro. Becker and Mrs. Simchone, Secretary of Histadrut's International Department



and secondly – and equally important – to develop the country and its apparently meagre resources in order to provide a basis for further immigration. The second aim was to become more important than ever with the establishment of the State of Israel, and its need for rapid economic expansion and the development of new industries, facilities and services which could cater to the ever-growing population.

Integrating the new immigrant

The same can also be said of Histadrut's educational activities which have both increased and shifted to some extent in their emphasis since the early days. Originally, they were intimately linked with Histadrut's efforts to create a Jewish working class. They were designed not only for the practical training of workers and for the spreading of a new Hebrew culture, but also intended to educate the workers' children for the part which they would later play in the productive life of the community. When the State of Israel came into being a further task was taken on by the Histadrut Educational Department. Hundreds of thousands of new immigrants entered the country, the vast

majority of them from the concentration camps and refugee camps. Many, too, came from the surrounding countries of the Middle East. By far the greater part of the new labour force, then, was drawn from among peoples who had never – or only briefly – had experience of democracy. Few of them had any knowledge of what it was like to be a worker in a free country, to belong to a trade union, or to be able to bargain freely on their wages and working conditions. Some came from relatively backward countries and consequently had very little conception of modern industry or even of modern agricultural methods. It requires very little imagination to visualize the enormous job of education which has been necessary for Histadrut in order to integrate these new workers both into the trade union movement itself and into the economic life of Israel as a whole.

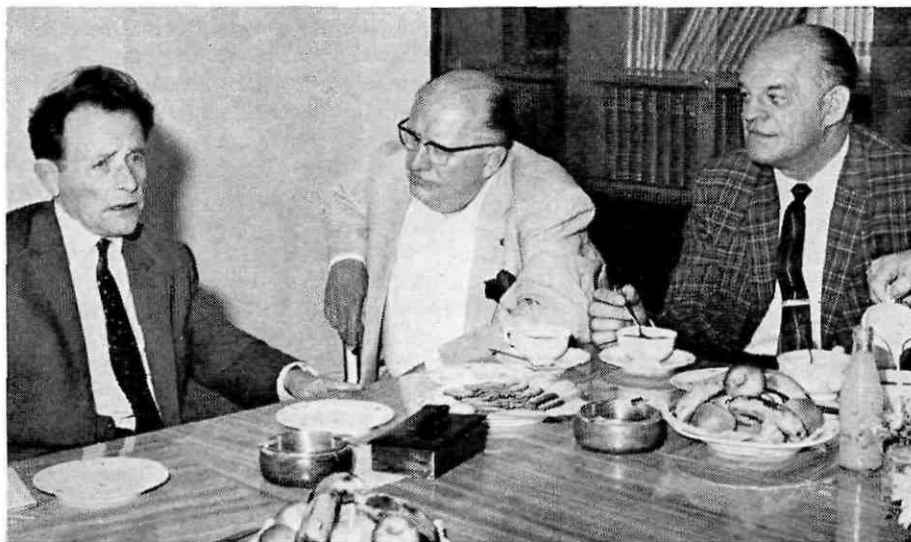
Perhaps the most striking indication of its success in this field is the present composition of its membership. Over half of the members of Histadrut are in fact new immigrants, the vast majority of whom came to Israel during a period of three years – 1949 to 1951. And here again it

must be remembered that – like their predecessors of forty years ago – most of them had not been workers in their original countries.

All eligible for membership

Membership in Histadrut, incidentally, is open to 'all men and women workers of eighteen years and above who live on the earnings of their own labour without exploiting the labour of others, and who abide by the discipline of the Histadrut'. As was indicated in our opening paragraph the wives of workers are also eligible for membership even if they only work in their own homes, and they have exactly the same right as anyone else to Histadrut services and facilities despite the fact that there is no obligation on them to pay membership fees. However, even if one leaves the housewives out of the picture – and that would be a mistake since they are extremely active within their own organization – the working membership of Histadrut still accounts for more than three-quarters of the entire Israeli labour force. Even among the working membership, approximately a quarter are women, while self-employed workers and cooperators make up another quarter.

All four aspects of Histadrut activity – trade union action; economic activity; cooperation; and educational work – are closely interlinked and are considered equally important and vital to the structure of the organization. The latter has been described as 'in some ways resembling a general workers' union rather than a national federation of unions'. This is true in the sense that Histadrut consists of a number of national unions which lead their independent lives within the framework of the general lines of policy laid down by the organization as a whole. Membership in Histadrut is personal and direct; it is only after having joined Histadrut that the member is allocated to the appropriate national union. There is thus no collective membership on a union-wide basis. This system again, however, is not



Brother Aaron Becker, General Secretary of the General Federation of Jewish Labour in Israel (Histadrut) explains a point about his organization during an informal reception held in honour of the ITF Executive Committee at Histadrut headquarters in Tel-Aviv

the result of any theory of organization; it is simply a reflection of the circumstances in which Histadrut has developed. Within Histadrut there are both small and large unions, but size here is not a reflection of strength. There are in fact no weak or strong unions in that sense; each union has the same command of the resources of the whole organization should the need arise.

The pragmatism we have already noted is also evident in the form taken by the national unions themselves. The majority are of the industrial type; but that does not mean that there is any theoretical preference for industrial as against craft unions. The approach is again entirely practical. If one looks, for example, at the national unions which make up Histadrut, it will be noticed that while there are separate unions for seamen, port workers and road haulage workers, there is no union catering on a national scale for transport workers as such. This is because a high proportion of transport workers are either independent owners or cooperators. There is, however, a special section within the Histadrut trade union department which handles the interests of hired transport workers.

Organization begins in the workshop

Trade union organization begins in the place of work with the basic Histadrut unit — the works committee — which is elected by the workers themselves on a personal and completely nonpolitical basis, and acts as the direct representative of Histadrut vis-à-vis the individual employer. Then comes the local union: the organization to which all Histadrut members in the same trade or industry in a given locality belong. The secretary of the local union is usually a full-time paid official and he will often also be a member of the Local Labour Council, which co-ordinates all Histadrut activities in a particular area. The local union is thus linked in two ways with the parent organization: with local workers in other industries and, through the appropriate national union, with all workers in its own



The traditional Hebrew toast of 'Lë-chayim' is drunk by ITF Executive Committee members and Histadrut representatives at the close of the meeting held at Histadrut headquarters



The President, Bro. R. Dekeyzer, replies on behalf of the Executive Committee to the welcome extended by the Histadrut representatives during the Committee's first day in Israel



industry. Each national union is governed by its own Council, elected by secret ballot, and the Council in turn elects the full-time national secretary of the union who is located at Histadrut headquarters in Tel Aviv. The emphasis in any national union, however, tends to be on local activity and the national secretaries handle and coordinate local pressures and problems. The main function of the national union secretary is the negotiation of wages and working conditions with the employers.

We referred above to the fact that the works committees are elected on a completely non-political basis. Histadrut has in fact no party allegiance whatsoever and no Histadrut member is required to join or support a particular political party. However, that in turn means that within the organization there are members of many differing political persuasions, and politics consequently do play an important rôle, since the issues facing Histadrut and the formulation of its policy tend to be debated from the points of view of the various parties who compete for the support of the membership. It has therefore been found convenient to base the election of delegates to policy-making organs on the appeal of the different political parties.

Any group which has the support of at least 100 members is entitled to submit a list of candidates to represent it at the Histadrut Convention. The successful candidates are elected on a secret ballot basis by the whole Histadrut membership, and each group or party is represented at the Convention by a number of delegates exactly proportional to the number of votes it receives. When the Convention finally meets therefore it is representative of all shades of opinion within Histadrut and of all sections of the working community.

Reflecting the membership's interests

The Histadrut Council is elected by the Convention and thus also reflects the differing interests and opinions among the membership as a whole. It in turn chooses the Histadrut Executive from among its own members. It is this latter body which carries out the policies formulated by both the Convention and Council and, since it too includes representatives of various tendencies, it operates rather like a coalition government.

In all, there are seven political parties which are active within Histadrut at all levels except that of the works committee. They range from the extreme left to the moderate right, with the three traditional

labour parties having the support of seven times as many of the members as the remaining parties — rightwing, communist and religious — taken together. One party, Mapai, a moderate labour party, has an overall majority.

The collective bargaining process

Right from the beginning, collective bargaining in Israel has been characterized by a high degree of organization on the workers' side, whilst the employers' sector has tended to be comparatively weak and loosely organized. The most representative employers' organization is the Manufacturers' Association, which covers a number of important industries on the national scale. Where possible, collective agreements take the form of national industry-wide contracts but where this cannot be done the unions bargain locally with individual enterprises. Agreements usually follow a regular pattern evolved by the union over the years. Normally, the agreement deals first with wages, giving a detailed list of rates for all trades and skills in the industry covered. After that, it lays down in detail the social benefits and working conditions, which have been broadly standardized throughout the country.

Wages in Israel are composed of four basic elements: the basic wage; cost-of-living allowance; family allowance; and seniority allowance. The cost-of-living allowance, which is a most important factor in determining wages, is laid down by agreement between the Histadrut and the Manufacturers' Association. The agreement thus reached is binding on all employers, whether they belong to the Manufacturers' Association or not, and is applicable to hired workers throughout the country regardless of whether they are employed by private or public concerns. The cost-of-living allowance itself is based on the monthly Cost of Living Index drawn up by the Central Bureau of Statistics; it is revised every six months if the rise in the index reaches an agreed level.

Family allowances ranging from IL 5

to IL 25 per month are stipulated by law, and seniority allowances of from one Israeli Pound up to IL 30 per month are also usual. Both types of allowance are included in the basic wage for the purpose of calculating the cost-of-living allowance. Legally-established maximum working hours are eight per day and 47 per week; all hours in excess of these are paid at overtime rates.

Provision for social security

Over and above the wages laid down in the collective agreement, workers also enjoy a range of social benefits which can be valued at between 20 and 40 per cent of gross wages. All employers, for example, have to provide for sick pay and this is usually done by means of an employer's contribution of 2½ per cent of gross wages to Kupat Holim, the Histadrut-operated Workers' Sick Fund, which in turn pays the worker 80 per cent of wages during sickness, up to a limit of from three to six months. In addition, the employer pays a contribution of three per cent of wages to the sick fund, which together with the worker's own contribution through his payment of Histadrut membership fees, goes towards the maintenance of the health services. Accident insurance and retirement benefits are also covered by separate contributions from both employers and workers.

If we finally turn once again to the question of Histadrut as an employer, we find that approximately 30 per cent of the gainfully employed population of Israel works for enterprises operated under the aegis of Hevrat Ovdim, the General Co-operative Association of Jewish Labour in Israel. How are these workers protected by Histadrut in its dual capacity?

Perhaps the most important thing to know here is that conditions of employment in Histadrut undertakings are laid down in a detailed set of written rules which are binding upon managements of

all such enterprises. *Minimum* standards in any Histadrut enterprise are set at the level of the conditions laid down in union collective agreements for the same type or branch of industry. In other words, union rates and conditions are not only the norm for Histadrut enterprises, but also a starting point. In practice, while wages and salaries are usually the same as in private industry, working conditions and social benefits in Histadrut undertakings are well in advance.

In the event of a dispute in a Histadrut enterprise, the normal trade union machinery would come into play. The matter would be dealt with in the first instance by the Local Labour Council which would consider the dispute in the light of the general interest of the working community as a whole and would base itself on the various rules and agreements applying to the dispute. The decision of the Local Labour Council – whether it be in support of the workers or the management – is binding on both sides. It does occasionally happen that either side may wish to appeal a decision. In that case, the matter goes to the Histadrut Executive Committee, which is in a position to represent both the individual interest involved and the general interest of the

membership. The most likely result is a compromise decision bridging the two views, although in practice there is a tendency for the trade union approach to be dominant in matters of this kind.

Histadrut states that a permanent solution to the problems of industrial relations in a basically labour economy is being sought through workers' participation in management. The view is becoming widely accepted that the Histadrut economy must now pioneer industrial democracy for the rest of the economy. Experiments, still in an early stage, are now being tried along the lines of employees' sharing in responsibility for labour-owned enterprises and, alternatively, sharing in ownership and profits also.

Histadrut, in other words, is still experimenting, is still constantly trying to adapt itself and its all-embracing activities to the situations it is called upon to face in a society which has no exact parallel anywhere else in the world. One may not agree with all its premisses or with the exact form of the solutions which it offers, but it cannot be denied that Histadrut has given a completely new dimension to trade union organization – one which opens up novel and exciting prospects for future development.



Bro. De Vries address a public meeting of members of the Haifa Labour Council. On his immediate right is the Secretary of the Labour Council, together with Bro. Barash

Labour in North Africa




This photograph shows a small wheat thresh-er being demonstrated in Libya by an agri-culture expert supplied by the Food and Agriculture Organization of the United Nations. The primitive share-cropping system to which most farm workers are still tied is gradually being replaced by modern farming methods throughout North Africa

North Africa takes two main forms: the traditional system which exists almost exclusively to provide subsistence for those who work on the land; and modern agriculture, which operates in the more fertile areas and which has the character of a commercial undertaking. In Egypt, while there is the same contrast between traditional agriculture practised by thousands of small cultivators and large-scale modern mechanized farming units, the former are not entirely self-sufficient because Egypt's economy depends largely on exporting cotton produced in this way and because the small tenant farmers need to sell their produce to pay for the rent of their land. The impetus, in all the countries of the region, is towards greater modernization of farming, not least in order to be able to produce sufficient to feed the rapidly increasing urban populations.

The mining industry is as yet only in the early stages of development, but in Tunisia, Algeria and Morocco ore deposits in the form of phosphate, coal, iron ore, zinc and lead indicate a great potential source of wealth. In all the countries of the region oil is the great hope of the future. Other industries are so far mainly confined to the production for the home market of goods which complement the natural resources of the Country. Manufacturing for export plays a relatively insignificant part in the economy of North Africa, although its role is being steadily developed.

Of the total occupied populations of the countries concerned, between sixty-eight and seventy-five per cent are engaged in agriculture, the remainder being employed in manufacturing, commerce, services, transport and communications, construction, mining and quarrying —

 THE INTERNATIONAL LABOUR ORGANIZATION has recently published a comprehensive survey of labour conditions in the North African countries of Egypt, Libya, Tunisia, Algeria and Morocco, which covers economic and social conditions, technical and vocational training, freedom of association and industrial relations, wages and general conditions of work, social security, labour administration and inspection and the application of international labour standards. The following article is based on material contained in the ILO survey* and deals primarily with the state of the trade union movements in the countries concerned, their rights and obligations and the social conditions under which they operate.

In any assessment of the status and structure of a country's trade union movement, it is essential first of all to understand something of that country's economy and

the distribution of its work force. North Africa's overwhelming dependence on agriculture dominates the whole character of the region and determines its social and economic structure. Outside Egypt, the pattern of agricultural development in

* Labour Survey of North Africa. ILO, Geneva, 1960.

roughly in that order of importance.

These are poor countries and the peoples' standard of living is wretchedly low. In the rural districts poverty and in some cases the nomadic character of the population has meant that over large areas the people live either in tents or in primitive huts constructed out of whatever materials happen to be available. They lack even the most elementary comforts. And in the towns, population increases and developing industrialization, accompanied by an exodus from the countryside, have led to overcrowding in the older districts and the growth of shanty towns in the suburbs. Housing schemes have so far been totally inadequate to cope with this distressing problem.

Extremely low incomes and the consequent widespread malnutrition and under-nutrition have combined with insanitary living conditions to create a serious health problem, particularly in the rural areas where ignorance and the lack of adequate medical facilities and personnel complicate the situation. Naturally the governments of the various countries are attempting to better living conditions as far as their limited resources will allow,



Public transport in Morocco. Most North African countries provide social insurance schemes – family allowances, pensions, sickness, unemployment and death benefits, etc. – but generally these do not give adequate coverage (Photo: Moroccan Tourist Office)

but so far they have been able to effect only marginal improvements.

The one remedy which would really contribute to increasing national wealth and make substantial improvements possible is for the countries of North Africa to speed up industrial development. There is, however, one great obstacle to that end: the shortage of trained technical experts and skilled workers. The illiteracy rates range from seventy per cent in Egypt to eighty-five per cent in Libya and although all the Governments have succeeded in greatly increasing the numbers of children enrolled in primary and secondary schools, the problem is more immediate and the remedies not easy to put into operation. There is a serious lack of experts qualified to give technical and vocational training and employers are often reluctant to participate in apprenticeship and training programmes. Governments have been obliged to provide what are more or less emergency training schools and courses to give unskilled workers an elementary grounding in principles and techniques on which to base their previous and subsequent practical experience. Even so, these schemes, in addition to the limited number of longer and more comprehensive courses available, have been unable by themselves to provide all the skilled workers required to meet the increasing needs of economies in the course of industrialization and modernization.

The scope of labour legislation varies from country to country, but in general provision is made for minimum wage determination, working hours, statutory holidays, paid annual leave, work contracts, etc. In Morocco a model has been laid down for contracts of employment, and legislation in all the countries stipulates what points shall be covered in collective and individual working agreements. The minimum standards laid down in legislation are generally fairly good – annual paid leave is extremely generous in several countries – but they are extended in the main only to workers in industry and commerce, and agricultural



Prospecting for oil in the Libyan desert. Most of the countries of North Africa possess extensive mineral resources which, when fully exploited, will provide a solid basis for further industrialization. Throughout the area oil is the great hope of the future (BP photo)

workers – the majority of the work force – are often left outside the scope of such legislation.

Most of the countries make provision for social insurance of various kinds – workmen's compensation, family allowances, pensions, sickness, disability, unemployment and death benefits, etc. – but from the number of private insurance and aid schemes in operation it is quite dear that national legislation does not yet provide anything like adequate coverage. However, new and more comprehensive social legislation is in preparation and eventually it is hoped to extend good social security benefits to the whole population.

This is the context in which we have to examine the structure and function of trade unions in the countries of North Africa. There is no appreciable uniformity in the development of the trade union movements of the countries covered in the survey. Whereas in some of the countries labour unions have existed for many years, in others the trade union movement did not come into effective existence until after the Second World War. In Egypt the first trade union organizations were set up at the beginning of the twentieth century, developing until in 1930 the movement formed a general confederation which with its affiliates continued to be active, despite government opposition, for ten years. In 1942 freedom of association in trade unions was formally recog-

nized by law, although government employees and agricultural workers were not covered by the provisions of the Act. Further legislation enacted in 1952 and 1959 broadened the scope of trade union activity and gave the movement greater independence. The strength of Egyptian trade unions, both in numbers and influence, has shown a steady increase since the end of the Second World War. Since 1957 there has been an Egyptian Confederation of Labour which includes almost all the organized workers.

In Libya the trade union movement is represented mainly by the Libyan General Workers' Union, which was established in 1959 and with which most of the workers' organizations existing at that time amalgamated, forming special sections within it covering all the main industries. The GWU is a member of the ICFTU. In Tunisia, almost all the workers in commerce, industry, the professions and agriculture belong to the General Federation of Tunisian Workers, (UGTT) formed in 1946 after the previous national centre, had

been banned before the war. The UGTT has been affiliated to the ICFTU since 1951 and consists of twelve national trade union federations covering the main industries.

Since 1954 the trade union movement in Algeria has virtually ceased to be able to play any really constructive part on behalf of the workers it represents, owing to the political situation in the country. There are several national centres, some of which are offshoots of parent bodies in Metropolitan France and some bodies which have close ties with the nationalist independence movements. One of these, the General Federation of Algerian Workers (UGTA) which has FLN (National Liberation Front) sympathies, has been affiliated with the ICFTU since 1956.

The largest and most influential trade union centre in Morocco is the Moroccan Federation of Labour (UMT), formed in 1955 as an alternative to the existing centre which was affiliated to the French Communist-dominated CGT. The UMT is affiliated to the ICFTU and has close links with that part of the Istiqlal party which

recently broke away from the party's former political leadership.

In Tunisia and Algeria the legislation on freedom of association makes no distinction between the various classes of workers. In the other three countries, while there is no distinction on grounds of nationality, race, political opinion or sex, there are distinctions based on occupation. In Morocco trade unions organizing public officials and employees have to communicate their rules and lists of officers to the authorities. In Libya trade union legislation does not generally apply to agricultural and domestic workers, or to public officials and in Egypt too public officials and employees are excluded. The freedom to establish trade union organizations is complete in Tunisia and Algeria, since the authorities have no statutory power to object to their formation; in Libya trade unions must apply to a department of the ministry responsible for labour affairs and are automatically registered unless the authorities make a decision to the contrary within three months. Trade unions wishing to register in Egypt must communicate their rules to the authorities together with a supporting letter from the Egyptian Confederation of Labour. Objections must be notified within 30 days and a further 30 days are allowed for amendments to be made by the union seeking registration. If no satisfactory conclusion is reached by then the matter is settled by a court of law.

In all the countries under review the worker is guaranteed against discrimination in employment because of trade union activities, and in most cases fines or damages are payable by employers found guilty of such discrimination. The right of trade union members to elect their officers and representatives in full freedom is unrestricted, except that in Morocco and Algeria foreign nationals cannot be chosen as trade union officers and in Tunisia the



A young industrial trainee under the watchful eye of an instructor. The serious lack of experts qualified to give vocational training is one of the factors impeding more rapid industrialization in North Africa

Irrigation project in Tunisia. It is only in the towns and cities, where industry and commerce are being gradually expanded, that the trade union movements of North Africa have any really effective strength. Agricultural workers are very often excluded from labour legislation



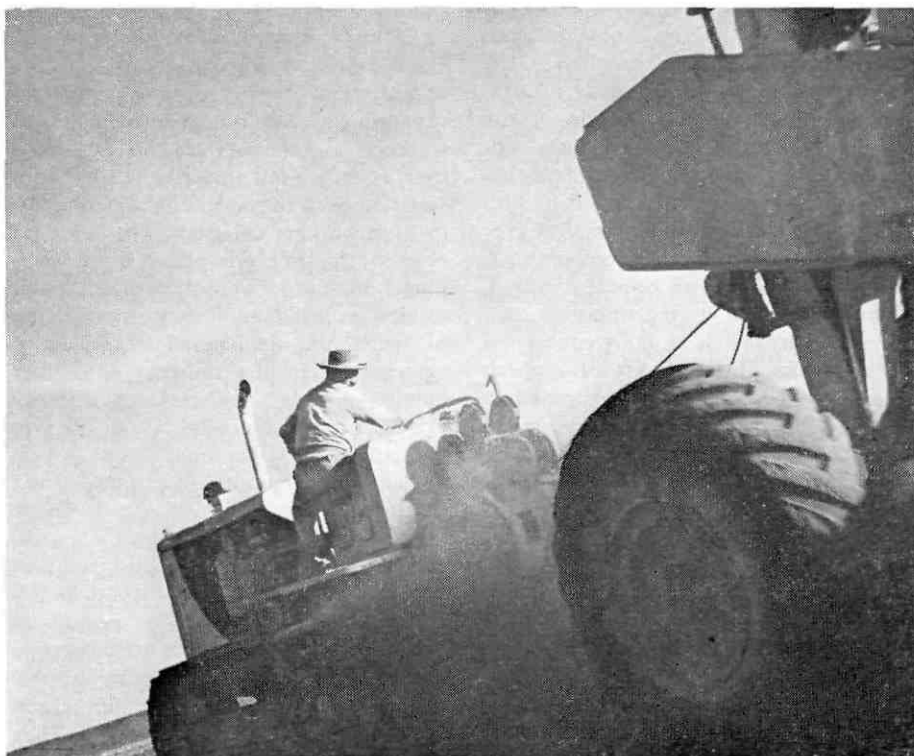
election of foreign nationals to such posts is subject to Government approval.

In all five countries, lawfully established trade unions may freely organize their administration and activities and formulate their programme. However, in Libya each union must annually submit its accounts to the registering authority, and in that country once a dispute has been referred to a conciliation board or an arbitration commission, strikes and lock-outs are prohibited and subject to fines or – in the case of public services – imprisonment. Egyptian trade unions are forbidden to 'concern themselves with political questions', and if a union takes a decision involving stoppage of work by persons employed in the public service, the competent Minister may apply to a court of law for dissolution of the union. In Algeria, although the legislation in force contains no provision permitting interference in the activities of trade unions, there have been complaints to the ILO Freedom of Association Committee alleging infringements of trade union rights. Some of these allegations related to the withdrawal of representative status from the three principal trade union centres, and others to the arrest or expulsion of trade union leaders and militants. The French government claimed that such action as had been taken was due to activities of a political and subversive character and not to trade union activities as such.

After examining the complaints the ILO informed the French Government that while the decision to withdraw representative status might 'be explained a certain extent by the political activities of the organizations concerned, it would nevertheless be desirable, in order to avoid any possibility of abuse and of giving grounds for criticism, that decisions having such consequences should be taken in all cases in accordance with a procedure offering every guarantee of impartiality'. The Government's attention was also drawn to 'the importance (attached) to the principle that when trade unionists are accused of political or criminal offences which a government considers to be outside the scope of their trade union activities they should be charged promptly by an impartial and judicial authority'. The legislation on freedom of association in

Egypt, Tunisia, Algeria and Morocco prevents the suspension or dissolution of an organization by administrative action; in case of an unlawful act by the union, only a judicial authority may declare it dissolved. In Libya the administrative authority may order a union's activity to be entirely or partly suspended until the court of law issues its judgment on dissolution of the union.

In most of the countries concerned, legislation on the settlement of labour disputes makes strikes and lockouts illegal during conciliation and arbitration or after these procedures have been set in motion, infringement being punishable by a fine or imprisonment. All the emphasis is on negotiation, which must continue until there is no further possibility of reaching agreement, when conciliation or arbitration procedures are brought into



Construction worker in Morocco. The exodus from the countryside of agricultural workers trying to find better paid jobs in industry has led to a serious problem in the towns, where people are crowded together in almost primitive conditions. (Photograph by courtesy of ILO)

action. In Egypt, Algeria, and Libya, conciliation officers or representatives of the administrative authorities are required to bring the parties together to attempt to reach an agreed solution to the dispute, and only after this has failed does the dispute go to arbitration. Conciliation and arbitration machinery has been established in all the countries; conciliation boards are composed of equal representatives of workers' and employers' organizations, with the addition, in Egypt and Algeria, of representatives of the public authorities. In Tunisia, although no formal machinery exists for conciliation and arbitration, the gap is filled by the Labour Inspection Services which seek to settle by conciliation any dispute which may arise. It has not been found necessary to resort to formal arbitration proceedings. In Algeria and Morocco the conciliation procedure is compulsory and if it fails to settle the dispute, arbitration normally follows. In Egypt, however, if the employer concerned has more than 50 employees, the dispute may be referred directly to arbitration without the intervention of the conciliation board, provided that both parties request this, and the conciliation stage may also be omitted in Libya with the agreement of the two parties. In Egypt the arbitration council is composed of judges of the Court of Appeal and high officials appointed by the ministers concerned. Awards made by it are considered as judgments of the Court of Appeal, either party being entitled to appeal further to Court of Cassation. Three judges of the Court of Appeal make up the arbitration commission in Libya, and their awards are enforceable by law. In Algeria and Morocco there is a Superior Court of Arbitration which considers appeals against arbitration awards on charges of infringement of statutory provisions or action *ultra vires*. The Court is composed of magistrates and high officials, and if it rescinds an arbitration award the parties to the dispute can appoint another arbitrator. However, if a second award is rescinded, the Superior Court of Arbitration must issue an award itself.

In most of the North African countries, action of various kinds has been taken to promote consultation and collaboration between employers and workers at the level of the undertaking on matters of common interest not covered by collective bargaining or by other procedures for determining conditions of employment. Legislation in Egypt provides for the establishment, in every industrial undertaking employing 50 or more people, of a six-member advisory committee, half representing the employer and half the workers. The latter's delegates are elected annually by ballot from among the employees. This committee is entitled to advise on organization of work; improvement of working conditions; accident prevention; policy on vocational training; and the organization of relations between employer and staff.

In Tunisia the possibility has recently been studied of setting up works councils to promote cooperation between employers and workers on such questions as the organization of work, improvement and expansion of output and development of workers' welfare services. So far, however, in only a few undertakings has consultation been introduced by the appointment of workers' delegates. The latter are able to transmit grievances to the employer and put forward the workers' point of view on health and safety, organization of work and application of collective agreements. In the railways and other public transport undertakings disputes arising out of the application of staff regulations must be submitted to a permanent joint committee of employers' and employees' representatives.

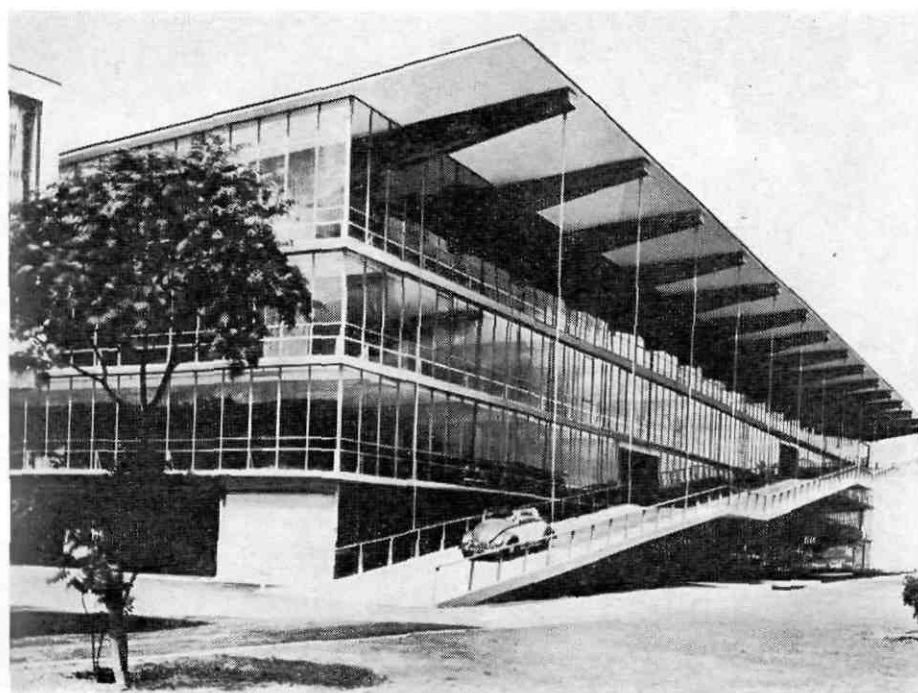
In Algeria the law provides that workers' delegates must be established in all undertakings employing not less than 500 persons in commerce or fifty persons in industry. These committees are composed of the employer, the manager responsible for safety questions, a medical officer, and three representatives of the workers. They are empowered to investigate serious accidents or occupational disease; give an opinion on rules regarding safety and


health and ensure their application; instruct firefighting and safety teams; and develop safety-mindedness by all appropriate means. Works committees have been set up in all undertakings in industry, commerce and the professions where at least 50 persons are employed. This committee cooperates with the management in improving working conditions and is responsible for all welfare schemes in the undertaking. It must be consulted on any management suggestions regarding administration or output; it must be informed of the profits made and may make suggestions on the use to which they are put. In Morocco the position of workers' delegates, who must be appointed in all industrial, commercial and agricultural establishments where more than fifty persons are employed, resemble those in force in Algeria and Tunisia.

In all the countries under review there are provisions for the establishment of other joint bodies whose duties vary from working out policies for wages and vocational training in a particular industry to supervising the application of health and safety regulations and the operation of social security schemes.

Although it appears from the foregoing that workers' rights are satisfactorily guaranteed, and that the trade unions have sufficient freedom of action to enable them to look after their members' interests over a broad field, it should not be overlooked that the real strength of the trade union movements in these North African countries lies in the towns and cities, in industry and commerce. The agricultural workers are to a large extent excluded from the guarantees applying to other employees and the almost feudal system of share-cropping from which most of them get their livelihood provides them with few opportunities of attaining a decent standard of living. Only when industrialization and modern methods of farming have been appreciably extended will these people have a chance to share with their colleagues in more prosperous nations a life relieved of perennial insecurity and poverty.

Keep them off the streets



 THE RELIEF OF URBAN TRAFFIC CONGESTION is fast becoming one of the most urgent social problems of our time. As the automobile factories spew out ever-increasing quantities of private cars, the harassed, prestige-hungry citizen of the machine age is bullied, cajoled or otherwise persuaded to transform himself from mere man into that godlike creature, a motorist. The desire to possess a motor car, to master its power, to cherish and care for it, appears now to be almost universal. The 'civilized' world has evidently embarked upon a mass love affair with the internal combustion engine and as yet shows no signs of growing tired of its delights.

Meanwhile the streets of our cities, which in many cases were built for less frantic days, are becoming clogged with these demanding products of man's ingenuity. It is clear now that unless the turgid streams of traffic can be thinned out, the increase in the numbers of privately owned cars during the next few years will jam the streets totally and irremediably. Before this happens we have to learn to accommodate the monster, since we apparently cannot check its growth.

A faint breath of sanity is beginning to clear the stifling atmosphere as governments slowly realize that private vehicles must somehow be kept off the streets in city centres. The chief offender is once again that universal scapegoat, the com-

muter, who wants to park his car all day outside his office. These rows of cars sleeping between nine and five each weekday along the kerbs of main streets, and the thousands of their fellows who spend periods of up to an hour roaming around in search of parking space, make life increasingly impossible for those whose livelihood depends on a reasonably clear run — the drivers of buses, taxis, lorries and commercial vehicles of all kinds.

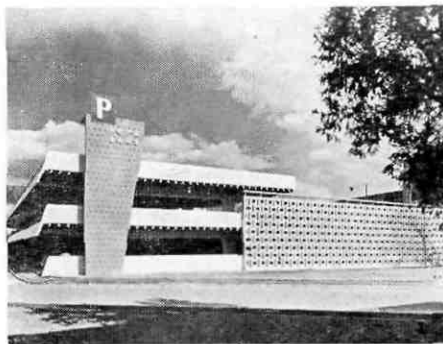
Short of imposing a total ban on private motoring in central areas, the solution seems to be the provision of adequate off-street parking facilities. Since land is scarce and expensive in the areas where parking space is most necessary, the trend

Four-storey garage in Düsseldorf, Germany. An entry and exit ramp is suspended along the main façades on each side of the building. There are service and repair shops on the ground floor and there is parking space on the upper floors to accommodate 600 cars

is towards the erection of multi-storey parking structures, linked with prohibitive charges for long-term street parking.

Multi-storey parking is still to a large extent in the experimental stage, particularly as regards the mechanical handling of cars. One solution to the problem of limited space is the provision of underground several level parking stations. The disadvantages of this method are that building down into the ground costs quite a bit more than building upwards, and there is a risk that town parks and gardens, which provide the most convenient sites for underground parking arrangements, may be marred or destroyed in the process.

As far as above-ground parking is concerned, there are two basic types: the mechanical and the non-mechanical, i.e. those where cars are stowed under their own power and those which use hoists and conveyors. The mechanical types cost more per car space but make better use of expensive land, whilst non-mechanical or ramp car parks must leave room for backing and turning. The simplest and cheapest form of multi-storey car parks are stacks of open platforms with ramps



This ramp-type parking structure at Augsburg, Germany, has three storeys, two above ground level and one below, with room for 333 cars. Here motorists park their own cars

1. Owned and operated by the city, this circular ramp garage in Pittsburgh, USA, provides 867 car spaces on seven floors (one underground). It takes in 200 cars per hour during a normal weekday and discharges about 250 per hour at the peak period

2. Roof-top car park on the covered market in Coventry, England. The roof is reached by a two-way ramp. Coventry has made full-scale plans for its new car parking facilities, which will include roof-top parking, multi-storey garages and a ground level car park

3. Ramp-type garage in Stuttgart, Germany. This is privately owned and operated and has two storeys above ground level and two below. It can accommodate 311 cars, which are parked by the customers. An excellent example of what can be done to accommodate many cars in a small space

4. This garage in San Francisco provides a total of 1,374 car spaces on eleven floors, including basement and roof. Access is by way of two concentric ramps, one each for 'up' and 'down' traffic. The garage can take in 20 cars a minute and discharge 25 a minute



1



2



3




4

Signing a new agreement for Korean railwaymen which has brought substantial improvements in their pay and working conditions. This remarkable success is the result of determined efforts by the union, strongly backed up by the solidarity of its members

connecting the different levels. Parking can be done either by attendants or by car owners. Of mechanical car parks, the least complicated provides a simple lift between floors. Cars are driven on to it, then driven off and parked in the upper reaches. There are also fully-automatic storage structures which generally consist of a hoist which can move horizontally as well as vertically. This hoist moves up, down and sideways in a central gallery, delivering and collecting cars from racks on either side. These car parks can be so arranged that a coin placed in a slot activates the whole operation.

Provided that enough of these off-street parking structures can be erected to keep pace with the increasing volume of private cars on the roads, and that stringent measures are taken to compel motorists to make use of them, it is probable that town centres will be left free for the really necessary vehicles. The passenger transport services, which at the moment are carrying all the blame for irregularity and discomfort caused by traffic congestion, will at last be given a fair chance to prove their real value; lorry-drivers will be spared the nightmare of negotiating impossibly crowded town centres; and even the pedestrian will be able to cross the road in relative safety and comfort.

Korean railwaymen's notable achievements


 THE ALL-KOREAN FEDERATION OF RAILWAY WORKERS' UNION — an ITF affiliate — has recently had remarkable success with its claims for wage increases and better working conditions. The claims were first put before the state transport authority towards the end of last year, and were at first turned down flat. However, the union was not put off by this setback and, convinced of the justice of its claims, decided to call its members out on strike in January. This strike demonstrated the total solidarity of the railwaymen and so impressed on the government and the transport authority their determination to



pursue their demands that an emergency cabinet meeting was held at which it was decided to meet the claims.


As a result of this decision an agreement was signed by the union's president, Lee Ki Chull and the Minister of Transport, the terms of which are as follows: (a) an increase of 28 per cent in basic pay; (b) an increase of 72 per cent in the accident allowance; (c) an increase of 20 per cent in the allowance paid for travel expenses; (d) a reduction of monthly working hours for locomotive staff from 192 to 156; and (e) the establishment of a special pay structure for railway employees.

Singapore taxi crisis

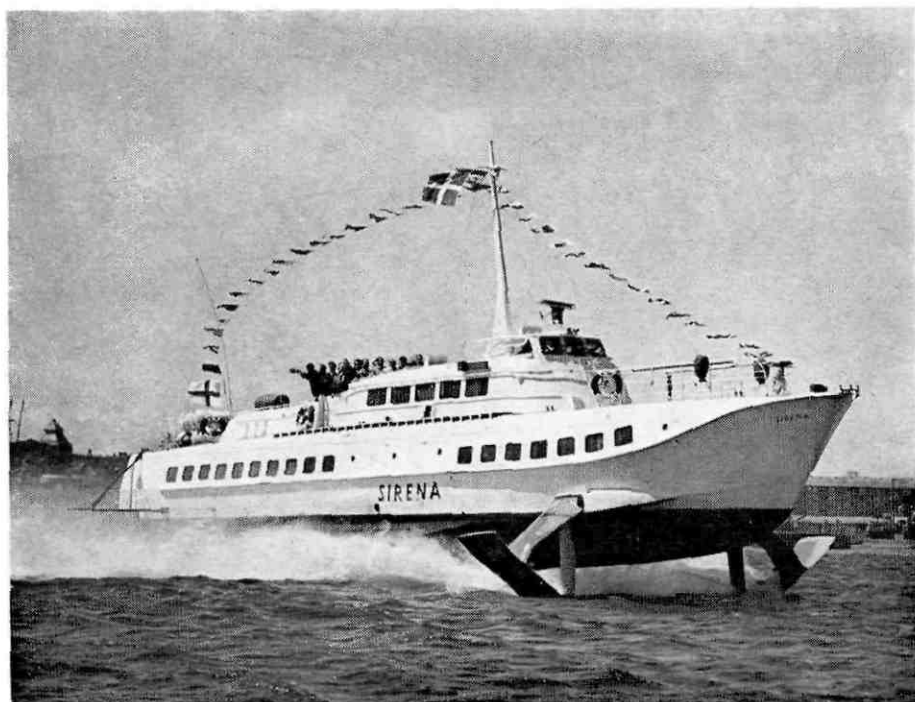
 THE SINGAPORE GOVERNMENT has called a halt to the licensing of new taxis for the time being. Since April 1957 when the City Council did away with the ceiling on the number of taxis permitted on the roads, that number has more than doubled and today Singapore has more than 3,200 licensed taxis operated by 11,000 drivers. The new restrictions on

the licensing of vehicles follow up those on the issue of new driver's licenses which were introduced in the summer of 1960 and which are still in force. The official statement announcing the suspension of new vehicle licences pointed out that Singapore's taxi drivers were already finding it difficult to make a living. Competition was so great that drivers often accepted fares below the authorized rate of 40 cents a mile.


New nautical college for Greece

 TO COPE WITH THE FAST-GROWING PERSONNEL requirements of the Greek merchant fleet, the government has decided to set up a new nautical college — the fourth in Greece — on the Island of Syros in the Cyclades (Aegean) for the training of deck officers. The other three government-run colleges already functioning are at Aspropyrgos in the Bay of Salmis near Athens, and on the Islands of Euboea and Hydra. The new school on Syros will be housed in a state-owned building which will be adapted for the purpose.

Hydrofoil craft - a recent development



The Sirena — a hydrofoil craft in use in Scandinavian waters. She carries 95 passengers and her Daimler-Benz marine engines develop 1,200 hp. At her top speed of 40 knots her hull rises clear of the water and the boat rides on the hydrofoil. Nautical circles throughout the world are taking a lively interest in hydrofoil craft developments

 THE NEWS THAT a PT-50 hydrofoil, capable of carrying 100 passengers, was ordered some time ago by the Greek shipping company and is due shortly to operate a regular service between Piraeus and the Greek islands, (the first of its kind in Greece) come as reminder of the increasing popularity of this form of water transport, especially in ferry services and short sea passages. In Norway, a hydrofoil service between Bergen and Stavanger was operated in the summer of 1960 and extensions are also planned linking the towns of Oslo, Horten, Tjøme and Hvasser, whilst the 95-passenger *Sirena* has for some months been operating regularly between Copenhagen and Malmö after an initial 'try-out' between Stockholm and Marienhamn on the Finnish Åland Islands. The hydrofoil craft *Shellcoil*, capable of carrying 60 passengers, last summer completed a tour in Netherlands, German and Norwegian waters averaging about 60 km an hour (39 knots) before taking up her employment of carrying workpeople to and from the oil-drilling platforms in Lake Maracaibo. In Japan, tests are being carried out with a view to ascertaining the stability, seaworthiness and buoyancy of hydrofoil craft and also to investigate their possible use in short-sea passenger work.

These are but a few examples of the extent to which the hydrofoil is appearing on the nautical scene as a passenger and possibly cargo carrying vessel with characteristics which may offer a challenge to the traditional carriers. That this may not be an exaggeration would appear from a report at the turn of the year that the first US-built ocean-going, all weather, open-sea

hydrofoil was due to be launched around June of this year. Built for the US Maritime Administration, this 80-ton craft is expected to show a speed of 60 to 80 knots on its intended run from New York to Bermuda as well as from Seattle to Ketchikan.

There is, of course, nothing new about the hydrofoil. The first experiments in

this field go back to 1898 when the Italian, Enrico Forlanini, began his work and the first patents were issued in the year 1905. Ever since, the Italians have shown a lively interest in the possibility of hydrofoil craft and the *Sirena* herself was built at the Messina yards of the firm of L. Rodriquez. The first hydrofoil craft for the rapid transport of passengers at sea, the *Freccia del Sole*, was built in Italy and launched in 1956.

Today, Messina, Reggio Calabria, the Lipari Islands and Taormina are connected by regular services, as are Venice and Trieste. Trial trips have also been made from Messina to Catania, Capri, Naples and Piraeus (Greece).

The basic principle of the hydrofoil is the same as that of an aircraft: the lifting power obtained by means of a wing (foil or plane) when it is propelled forward. In the case of a hydrofoil craft, the lifting force is water. This is used to lift the craft clear, thus eliminating the drag of the water on the hull. Freed of this drag, a hydrofoil craft has twice the speed of a displacement craft developing the same horsepower. Years of research on this type of craft have more recently led to the conclusion that vessels of this kind can be constructed with speeds ranging from 40 to as high as 200 knots, displacements from 100 to 3,000 tons and ranges from 400 to 3,600 miles. One vessel outlined in a recent US study is a 50-ton passenger and express cargo craft which could do the run from New York to Europe in 36 hours. It would cost about \$5m. to build — about the same as a Boeing 707 jet plane.

Clearly, things are moving in the hydrofoil world. Equally clearly, the hydrofoil is not likely to put ordinary ships out of business — a least within the measurable future.

Analysis of an ILO meeting

by HANS IMHOF, *Assistant General Secretary*

EVER SINCE THE CREATION OF THE ILO INDUSTRIAL COMMITTEE SYSTEM, which was designed to give individual industries a regular opportunity of discussing and solving their own problems on a tripartite international basis, the period between meetings of such committees has gradually been lengthened – despite the fact that the questions with which they were intended to deal have both multiplied and become infinitely more complex. The Workers' Side within the ILO has continually complained about this completely unwarranted dilution of the Industrial Committee's work and stressed the urgent need for a return to the original frequency of meetings, but up to the present neither complaints nor pleas have resulted in the slightest improvement in the situation. In fact, the exact opposite is the case.

One of the Industrial Committees in which the ITF is primarily interested in the Inland Transport Committee. In scope, it covers six distinct and separate branches of the transport industry: railways, road transport, urban transport, ports, civil aviation and the inland waterways. In other words, one could as well say that it has been established to deal with six individual industries, each of which has its own unique problems as well as those which it shares with the others. Nevertheless, despite this huge field of activity, which would easily justify the holding of annual meetings, the

Seventh Session of the Inland Transport Committee in May 1961 took place more than four years after the Sixth Session had come to an end. This compares with the two-yearly interval which existed at the Committee's inception.

Nor should it be thought that this long delay has been in any way mitigated by an extension of the Committee's agenda or re-organization of its work programme when it does finally meet. The agenda still consists of two technical items only; much of the first week of each Session is still taken up by procedural matters and a marathon round of speeches in plenary

session which take one off on a veritable world tour of trivia. The result? Not only is the number of meetings called to discuss the problems of one of the world's most vital industries ridiculously small, but the amount of time available for the really important work of the technical sub-committees is often totally inadequate.

Not interested in achieving worthwhile results

Given all that, it could perhaps be expected that all who take part in the meetings would be united in a desire to make the best possible use of the few short days which are set aside for an ITC meeting, since, as we have pointed out, the transport industry is certainly not running out of topics which need not merely international discussion, but also international conclusions and action. Unfortunately, it must be recognized that this is not the case, and that not all those who attend the Sessions are really interested in ensuring that they achieve worthwhile results.

That was only too clear at the Seventh Session of the Inland Transport Committee. It is, of course, obvious that the Workers do not expect that they will get all their own way at ILO meetings. The meetings are, after all, tripartite and it would be naive to assume that the results achieved from the clash of diametrically opposed views would be anything other than compromise, but one does nevertheless anticipate that the compromise reached should be a real one and justify the expense and time expended on the Session. One expects that the resolutions and proposals which the workers submit will be tailored to find the agreement of the other two groups or to meet the demands of that famous concept of 'receivability' which plays such a role in any

The Chairman of the Workers' Group, Bro. Greene of the British National Union of Railwaymen (centre), addresses a meeting of the Group. On his right is Brother Imhof, who acted as Secretary to the Group. Also in the picture is Mr. Theo Grinevald of the ILO Workers' Relations Service





Three Latin American countries, Argentina, Brazil and Mexico, were represented at the Seventh Session of the ILO Inland Transport Committee. Bros. Lopes de Oliveira (left) and Gomes de Castro were the Workers' Delegates from the United States of Brazil

ILO meeting; at the same time it is surely not too much to demand that the final conclusions should be both meaningful and deal in practical fashion with the problems which have been under consideration.

No constructive proposals made

A particularly blatant example of how this works out in practice can be seen from a consideration of the tactics which were followed by the Employers' Group in one of the two Sub-Committees set up to consider the technical items on the Committee's agenda; that dealing with the *Social Consequences of Changing Methods and Techniques in Railways and Road Transport*. As so often happens, the Employers put forward no constructive proposals of their own, but concentrated all their efforts on whittling down the paper containing a suggested basis of discussion which was submitted by the Workers. A Working Paper prepared by the ILO itself as a synthesis of the discussion between the two opposing sides also did not meet with their approval. At the last moment, the Employers decided to abandon the process of discussion and introduced an amendment which took out no less than sixteen points from the Office draft – including a number which were vital to any progressive solution of the problems of technical change – and replaced them by an alternative text which had little meaning except as a string of pious platitudes.

In consequence, the Workers' Group found itself completely unable to accept the conclusions which had been foisted upon the Sub-Committee by the Em-

ployers and decided to abstain in the final vote taken in the Plenary Session. The Secretary of the Workers' Group also requested that the draft resolution on social consequences of changing methods and techniques which had been introduced by the Workers' Side during the discussion of the Sub-Committee's report in Plenary Session should be included in the record in order that the report made to the ILO Governing Body should properly reflect the views of the Workers and illustrate how great a gulf there was between those views and the Conclusions which came out of the Sub-Committee.

Meagre results

The Workers' Vice-Chairman of the Sub-Committee, Bro. Heiss of the USA, also made a very grave statement at the end of the Sub-Committee's meetings which made it quite clear how the Workers felt about the miserable outcome of several days of hard work. He said:

'At the conclusion of this Sub-Committee I cannot avoid expressing our great disappointment at the meagre results of our work. I speak not only from the point of view of the Workers' Group, but because we believe that such a result harms the good name of the ILO as a whole and of its Industrial Committee system in particular.'

In a direct reference to the Government representatives – a number of whom had quite inexplicably ranged themselves on the side of the Employers – Bro. Heiss went on to say:

'We wonder whether governments have fully understood the implications of this situation and the use which could be made of it to destroy confidence in democratic and tripartite institutions like the ILO, especially in those parts of the world where newly independent countries are testing out democratic principles and methods.'

'We on the Workers' side have tried in this Sub-Committee to secure the expression of principles which are basic to the aims laid down in the Philadelphia Declaration of the ILO, such as the avoidance

of social injustice, hardship and privation to large numbers of people and the prevention of unemployment. A failure by the Seventh Session of the Inland Transport Committee to adopt progressive conclusions regarding the social consequences of changing methods and techniques would achieve precisely the opposite result.'

The actual voting in Plenary Session on the Sub-Committee's 'conclusions' was 73 for, 4 against and 58 abstentions. In other words, the Employers' views only just achieved the quorum necessary for their acceptance. Voting on the Workers' amendment to the conclusions (the text of which is given following this article) was much closer: 54 for, 62 against, with sixteen abstentions.

There can therefore be not the slightest doubt that, from the Workers' point of view, the result of the work of this Sub-Committee was both unprogressive and almost completely without value except for the experience gained of the reactionary attitude of the whole employers' group there. In the other technical Sub-Committee, that dealing with the General Conditions of Work of Railwaymen, the atmosphere between Employers' and Employers' representatives was relatively harmonious and the conclusions reached – although certainly not world-shattering in their significance – were nevertheless animated by a positive desire to deal realistically with the problems facing railwaymen in the difficult period of adaptation and change which their industry is now passing through.

Perhaps the biggest criticism which can be levelled at the conclusions which were reached is that they do not go to the heart of the matter so far as the financial situation of the majority of railway undertakings are concerned. Basically, the problem is due to the almost entire lack of coordination of the various means of transport, with the result that on the one hand railways are in some mysterious way expected to compete on 'equal' terms with other forms of transport whilst at the same time they are prevented from doing

so by the burden of public service commitments which they are still expected to assume. The Workers' Vice-Chairman, Bro. Ulbrich of the Austrian Railwaymen's Union, made this point very clearly in his opening statement. Co-ordination, he said, had to be effected by means of a long-term transport policy. Railway systems were expected to function efficiently and with the highest degree of safety, and to do this they required a highly skilled staff. In order to retain such staff and to recruit fresh personnel, railways had to offer stable employment and attractive conditions. If the railways were unable to meet these needs, the public treasury should offer compensation for the charges which railways had to bear as a result of their public service commitments.

A similar point was made by Bro. Walton of the British National of Railwaymen. Railwaymen, he said, should derive the same benefits from increases in productivity as workers in other industries. If, as a result of their special obligations, railways did not have the necessary resources, these would have to be found

from outside. Railwaymen were mainly concerned with the lack of employment security and it was to be feared that they would abandon the industry if conditions were not raised to a level comparable to that of the most prosperous industries.

Refusal to face facts

Just how little understanding there is on the Employers' side of the connection between transport planning and the difficulties facing the railway industry can be seen from the reply made by their own Vice-Chairman to these points. The financial difficulties of railway systems, he said, caused influential circles to doubt the economic usefulness of new investments in railways. The undertakings and railwaymen should therefore be careful not to confirm such views. The subject of co-ordination was 'interesting', but did not appear to fall within the terms of reference of the Sub-Committee. In other words, the idea seems to be to keep as mum as possible about the railways' financial problem, which is largely caused by their being asked to perform public service

obligations under impossible conditions while at the same time refusing to discuss the only real solution to the problem because 'it does not appear to fall within the terms of reference of the Sub-Committee'. In the face of this type of Alice in Wonderland logic, it is not surprising that the conclusions finally adopted by the Sub-Committee — although mentioning the problem of public service commitments — give the impression that we are here face to face with an incurable malady or an inevitable Act of God which must be accepted with resignation, instead of a situation which is perfectly capable of solution if real thought is given to the long-term planning of all transport services for maximum efficiency and utility.

Undoubtedly the most useful section of the Conclusions on railwaymen's working conditions is that devoted to rest periods and holidays — particularly the latter point. Paragraph 17, for instance, lays down that railway employees should enjoy an annual holiday with pay, the length of which should not be below two weeks. Where this is in accordance with general practice in the country concerned, this duration should be increased with length of service. It is also pointed out, in Para. 19 that since the purpose of holidays is to grant workers an effective period of rest, appropriate measures should be taken in each country to ensure respect of this principle. This is almost entirely in line with the submission made by Bro. Ulbrich, who stated that annual holidays with pay should vary only according to length of service and the age of the worker. The minimum, he said, should be two



A section of the Workers' Group in session at one of their regular morning meetings. At left of front centre bench is Bro. Degris, Workers' Vice-Chairman of the Committee, and immediately behind him is seated Bro. Heiss of the United States, who acted as Workers' spokesman in the Sub-Committee on the Social Consequences of Changing Techniques and Methods. On Bro. Heiss's immediate right is Ernst Ulbrich of Austria, Workers' spokesman in the Sub-Committee on the Working Conditions of Railwaymen

Relaxing at the Director-General's reception. Bro. Henry Hildebrand of Germany keeps a group of ITF representatives amused. On his right are the General Secretary, Mrs. de Vries and Mrs. Matthies (Germany); on his left Bros. Golding and Santley of the ITF Secretariat

weeks at the beginning of a career on the railways, gradually increasing to three and four weeks. Since the purpose of annual holidays was to give workers a period of recuperation the provisions of Articles 4 and 5 of International Labour Convention No. 52 of 1936 (Holidays with Pay) should be strictly applied in order to prevent any abandonment of rights.

A further item which was strongly stressed by the Workers' side – namely the vital importance of housing to railwaymen and their families – has also been adequately covered in the Conclusions. Para. 25 lays down that railway undertakings should devote an active interest to the problem of housing their staff, by constructing houses or apartments, or by participating in public or co-operative housing programmes, or by giving technical or financial assistance to individual workers.

The same is true of other subjects dealt with under the general heading of 'Staff Welfare'. The Conclusions recommend the establishment of joint consultative welfare bodies on the railways, and that special attention should be given to welfare in general while on duty as well as to facilities such as canteens, rest rooms, restaurants, and sanitary installations. Medical services, complementing, where necessary existing private and public health services, should be an important element in the welfare activities of railway undertakings.

General resolutions more satisfactory

Turning to the Resolutions arising out of the General Report which were adopted in Plenary Session, it must be admitted that the results were a little more satisfactory than those achieved on the technical agenda items. A notable casualty, however, was that on Frequency of Meetings and the Composition of the Inland Transport Committee, submitted by the Workers' Group. This drew attention to the point mentioned at the beginning of this article – namely the disturbing infrequency of meetings of the Inland



Transport Committee – and asked the Governing Body not only to consider the special situation which arises for those employed in the different branches of the inland transport industry as a consequence of the prolonged periods between meetings, but also to provide additional funds for the purpose of intensifying the work of the ITC and the other Industrial Committees. Finally, it recommended that consideration should be given to the possibility of giving stronger representation to the developing countries. In point of fact, this latter recommendation was the only part of the resolution which survived the none too tender mercies of the Steering Committee. Here again, it is extremely difficult to understand the apparent reluctance to make any open reference to what is more and more obviously becoming a drastic weakness of the whole Industrial Committee system.

Of the remaining resolutions, those dealing with Technical Assistance in the Field of Inland Transport; Coordination of Transport; Civil Liability of Transport

Workers; and Freedom of Association in Essential Transport Services are either very substantially or entirely based on drafts submitted by the Workers' Group. The same applies to that concerning Labour Inspection in Road Transport, although this has been considerably weakened by the omission of a clause which would as a first step have made the equipment of road transport vehicles used in international operation with tachographs compulsory (the latter being considered as essential instruments for labour inspection purposes) and its substitution by the vague 'it would be desirable to examine the possibility of using mechanical means of supervision (tachographs) as a complement to provisions requiring that control documents be kept'.

Agenda of next ITC Session; dockers' questions

The resolutions concerning the Agenda of the Eighth Session of the Inland Transport Committee is again made up of four items for discussion suggested by the

Workers' Group: collective bargaining in essential transport services; with special reference to trade union rights and arbitration and conciliation machinery; traffic conditions in urban centres and their effects on transport workers' conditions of work; working conditions and social security in inland navigation (with particular reference to the developing countries); and the vocational training and professional experience required for recognition of road transport drivers as skilled labour. Two further items were proposed by the Employers' Group, both concerning vocational training.

Although dockers' questions did not figure specifically on the agenda of the meeting, the General Report dealt in some detail with questions affecting the dock industry which had been discussed at previous meetings of the Committee. These questions had also been reviewed at the ITF Dockers' Sectional Conference held in Oslo in the middle of March, with the result that those delegates attending the Geneva meeting who could speak for dockers introduced three draft resolutions. The fate of these resolutions, described below, reflected the general mood of the meeting. That is to say, only a very partial result was achieved.

The first dealt with the question of the social consequences of technological change, i.e. mechanization, in the dock industry. In substance it contained the terms of the resolutions on this subject which had been adopted by the ITF Dockers' Section, the idea being to obtain tripartite endorsement of the main principles agreed in Oslo. However, the attempt was abortive, as the resolution failed to emerge from the censorial Committee of Five which nowadays forms part of the Industrial Committee system and is apparently developing into a sort of resolution-gutting machine. Unlike the system used in the fish processing industry, however, its object seems to be to throw away the fish and retain the bones – and sometimes not even them!

On the other hand, considering the mood which prevailed in the Employers'

Group – and, it must be sadly noted, to a large extent in the Government Group also – it is more than doubtful whether the resolution would have survived anyway. Yet it only asked for guarantees that the increased productivity which mechanization and similar measures bring about should not deprive dockers of their jobs but should, on the contrary, result in better conditions in the form of higher wages, shorter hours and more leisure.

The resolution dealing with the safety and health of dock work was more fortunate, being adopted in approximately the form in which it was first submitted. It asks the Governing Body (a) to consider the collection and publication of information on the extent to which the provisions of the ILO Code of Practice on the Safety and Health of Dock Work have contributed to an improvement of practices in the different countries; (b) to ensure, by periodic review and with the help of a committee of experts if necessary, that the provisions of the Code are as comprehensive as possible and take account of technological and other developments, including adequate recommendations safeguarding the health and safety of dockworkers in the handling of unpleasant and harmful cargoes such as soot and hot cement; and (c) to call the attention of governments to the existence of the Code of Practice of the ILO and its usefulness as a guide to the establishment of minimum standards of safety and health in dock work.

A pious expression of hope

The final resolution on dockers' matters dealt with the limitation of loads to be carried by one man. On this question, which was brought before the ILO by the ITF as long ago as 1948, resolutions were adopted by the Inland Transport Committee in 1951 and 1954. They asked that the problem be studied and placed on the agenda of an early session of the ILO Conference. This request was repeated by the resolution adopted by the Seventh Session of the Committee. In the form in which it was presented by the Workers'

Group, it had asked that the question should meanwhile be submitted to an ILO Committee of Experts, in order that the objections raised against international action on the question – which in the opinion of dockers are completely invalid objections – could be examined and removed. This part of the resolution, however, like so many others, never saw the light of day. In the form in which it was adopted, therefore, the resolution, like its predecessors from 1951 and 1954, is likely to prove no more than a pious expression of hope.

Unfortunately, the experience gained at the 1961 Session as a whole leads one to believe that the aims of the Industrial Committee system will also remain no more than pious expressions of hope unless early steps are taken to remedy the situation. There are two main points which need attention – both of which have already been touched upon in this article. Firstly, of course, the Industrial Committees must be given an opportunity of meeting at intervals which at least make it theoretically feasible for them to deal adequately with the large number of international questions which are crying out for solution in the industries which they were designed to cover. Allied with that is an equally urgent need for a streamlining of the procedure utilized at Industrial Committee meetings in order that the greater part of the Committees' time can be spent on productive work. Finally, it is essential that all who participate in the work of the Committees should be imbued with the desire to maintain them as really constructive bodies which will reach worthwhile conclusions and make concrete recommendations. If the only aim of the Committees is to produce platitudes to which no-one can take exception, it can hardly be claimed that they are serving the purposes for which the ILO was created.

In closing, I would like to pay a very heartfelt tribute to all the Members of the Workers' Group for the really hard work which they did during the Seventh Session. Their ready co-operation, their com-

plete devotion to duty and their unfailing good temper made the task of the officers of the Group many times easier than it could otherwise have been.

I am sure, too, that the whole Group would like me to express its warm appreciation to all those who took on the arduous responsibility of serving as the Group's representatives on the various Committees and Sub-Committees. Our special gratitude is due to Bro. Sidney Greene, our Chairman and Spokesman – who succeeded not only in keeping us on our toes but also in a very good humour – to Bro. Degris, Workers' Vice-Chairman of the Conference and Member of the Steering Committee; to Bros. Ulbrich and Heiss, Workers' Vice-Chairman of the two technical Sub-committees; and – last but very definitely not least – to our President, Bro. Dekeyzer, who put in a very great deal of hard work on the Sub-committee which does not get a great of publicity but nevertheless performs an



Bro. Haudenschild of the Swiss Railwaymen's Union makes a point to the two Italian Workers' Delegates, Bros. Carella and Deblazio (standing). Seated next to him is the other Swiss Workers Delegate, Bro. Hofer of the Transport & Commercial Workers' Union

extremely useful function, namely that concerned with the effect given to previous decisions of the Inland Transport Committee.

All our Worker Colleagues, in fact, are deserving of the highest praise. If the Session as a whole was so disappointing it was certainly not due to any lack of team-spirit or enthusiasm on their part.

Resolution concerning Technical Assistance in the Field of Inland Transport

The Inland Transport Committee,

Having examined Chapter VI of the General Report submitted by the International Labour Office dealing with technical assistance in the field of inland transport,

Recalling its resolution No. 45 (1951) concerning technical assistance in inland transport; and while

Commending the work done and the results achieved by the International Labour Organization in the field of vocational, supervisory or instructor training and in productivity projects,

Feels that in accordance with the aims and purposes of the International Labour Organization as laid down in the Declaration of Philadelphia, more recognition should be given to social aspects of technical assistance and therefore,

Invites the Governing Body of the International Labour Office to request the Director-General, in developing the operational activities of the Organisation;

- (a) to take into account the need to assist developing countries in building up suitable machinery for promoting joint consultation between representatives of employers and workers with a view to improving the well-being of the workers, the prosperity of the industry and of the community in general;
- (b) to use the available means for the improvement of poor conditions of work which so often lead to industrial conflicts, thus hampering the harmonious development of the economy in general and of the transport industry in particular;
- (c) to invite governments, in appropriate

cases, to consult the national organizations of employers and workers concerned when formulating requests for technical assistance;

- (d) to encourage requests for assistance from the International Labour Organization in elaborating machinery for the proper settlement of industrial problems in essential transport industries.

Resolution concerning Co-ordination of Transport

The Inland Transport Committee,

Having examined the chapter of the General Report submitted by the International Labour Office dealing with Transport Co-ordination and having compared the views expressed therein with those contained in the ILO Report on Labour Problems arising out of Co-ordination of Transport submitted to the Fourth Session of the Inland Transport Committee and resolution No. 37 thereon,

Invites the Governing Body of the International Labour Office to instruct the Director-General to continue to follow developments in transport co-ordination as they arise in discussions by the competent agencies of the United Nations and other international organizations, with a view to influencing decisions to be taken in the spirit of the Declaration concerning the Aims and Purposes of the International Labour Organization and to the principles contained in resolution No. 37 concerning labour problems arising out of the co-ordination of transport.

Resolution concerning Freedom of Association in Essential Transport Services

The Inland Transport Committee,

Considering that trade union freedom and full bargaining rights are the prerequisites of good industrial relations in the transport industry,

Recalling the provisions of its resolution No. 9 on industrial relations in inland transport adopted at the Second Session in 1947 and,

Recognising the paramount importance to transport workers of a full implemen-

The ITF's President, Bro. Roger Dekeyzer, addresses the Plenary Session of the Inland Transport Committee. Dekeyzer served on the Steering Committee and was also Workers' Vice-Chairman of the Sub-Committee on the Effect given to Previous Conclusions



tation of Freedom of Association and Protection of the Right to Organize and 87) of the Right to Organize and Collective Bargaining Convention (No. 98),

Invites the Governing Body of the International Labour Office to request the Director-General:

- (a) to intensify his efforts to increase the number of ratifications of Conventions Nos. 87 and 98;
- (b) to urge that the principles contained both in the above-mentioned Conventions and in the resolution on industrial relations in inland transport adopted by the Committee in 1947 are applied, without any discrimination in all countries to what are styled essential services in the transport industry.

Resolution concerning Labour Inspection in Road Transport

The Inland Transport Committee,

Having examined that part of the General Report submitted by the International Labour Office which deals with labour inspection in road transport,

Recalling resolution No. 67 concerning labour inspection adopted at the Sixth Session of the Inland Transport Committee in 1957,

Noting with satisfaction the results of the ILO meeting of experts of 1959 which drew up the model individual control book for drivers and assistants in road transport, and,

Having noted that the meeting's recommendation that governments should introduce this model individual control book and consider the possibility of complementing it by the use of suitable mechanical instruments (tachographs),

Having noted also the progress being made in the preparation by the Sub-committee on Road Transport of the Economic Commission for Europe, in co-operation with the International Labour Office, of a draft agreement on certain conditions for crews of motor vehicles engaged in international road transport,

Considering that any provisions by legislation, collective agreement or arbi-

tration award covering hours of work, rest periods, driving time, weekly rest and other provisions in order to protect the crews of road vehicles and to promote road safety are of doubtful value as long as appropriate steps are not taken for effective supervision and enforcement of such provisions,

Considering that it would be desirable to examine the possibility of using mechanical means of supervision (tachographs) as a complement to the provisions requiring that control documents be kept as a day-to-day record of hours of work, rest periods and driving time,

Invites the Governing Body of the International Labour Office to request the Director-General:

- (a) to urge governments to take appropriate measures for effective labour inspection in road transport;
- (b) to urge governments to take steps with a view to receiving the early adoption in international and national road transport of an individual control book conforming to the model drawn up under the auspices of the International Labour Office to request the Director-General:
- (a) to urge governments to take appropriate measures for effective labour inspection in road transport;
- (b) to urge governments to take steps with a view to receiving the early adoption in international and national road transport of an individual control book conforming to the model drawn up under the auspices of the International Labour Organization; and
- (c) to bring this resolution to the attention of the Economic Commission for Europe.

Resolution concerning Civil Liability of Transport Workers

The Inland Transport Committee,

Considering that accidents to persons and damage to property are relatively frequent in the transport industry, especially in road transport, resulting in heavy financial loss and involving many persons unconnected with the transport industry,

with the result that transport workers may be liable to pay damages out of all proportion to their means;

Considering that it is a generally accepted principle of law that no person may harm another with impunity and that any person who by act or omission harms another person by bodily injury or damage to property must make that harm good;

Recalling its resolution No. 23 (1947) concerning accident insurance in the inland transport industry which requested governments to introduce compulsory insurance to cover such claims for compensation unless a guarantee be provided that the payment of compensation is otherwise reasonably assured;

Recalling also the recommendations made by the Meeting of Experts on the Protection of Employed Drivers against Civil Law Claims Arising Out Of Their Employment which met under the auspices of the International Labour Organization in November 1956;

Recognising the immense value of the efforts of the International Labour Office and governments in this field to date,

Invites the Governing Body of the International Labour Office to ask the Director-General to review the steps taken and the material collected on the question of civil liability of transport workers with a view to examining what further action could best be taken; including calling a small tripartite meeting of experts.

Resolution concerning the Composition of the Inland Transport Committee

The Inland Transport Committee,

Recalling the essential role of transport

in national and international life and economies,

Convinced that the developing countries would greatly benefit from an effective participation in the work of the Committee for the solution of labour problems in transport and for the organisation of this industry in their respective countries,

Considering that the participation of Government, Employers' and Workers' representatives from these countries would also contribute positively to the work of the Committee,

Invites the Governing Body to take into consideration, when reviewing the composition of the Inland Transport Committee, the possibility of giving a stronger representation to developing countries, particularly those which have achieved independence since the last general revision of ILO Industrial Committee membership.

Resolution concerning the Agenda of the Eighth Session of the Inland Transport Committee

The Governing Body of the International Labour Office is invited to consider placing on the agenda of the Eighth Session of the Inland Transport Committee two of the following six items:

Items suggested by the Workers

1. Collective bargaining problems in essential transport services with special reference to trade union rights and arbitration and conciliation machinery.
2. General aspects of traffic conditions in urban centres and their effects on the working conditions of workers employed in the transport services in such centres.
3. Working conditions and social security in inland navigation, with special reference to developing countries.
4. Vocational training and professional experience required for recognition of road transport drivers as skilled labour.

5. Vocational training and workers' training for promotion in the railways and the technical assistance which the ILO may provide in this field in the countries in process of development.

6. Vocational training and workers' training for promotion in road transport and the technical assistance which the ILO may provide in this field in the countries in process of development.

Resolution concerning Vocational Training in Inland Transport in Developing Countries

The Inland Transport Committee,

Considering the important role which all forms of transport play in the economic development of young countries,

Considering the difficulties which the transport systems in various countries have encountered in the vocational training of supervisory and managerial personnel,

Considering the importance of the training of skilled staff for transport management,

Invites the Governing Body of the International Labour Office to request the Director-General to consider the possibility of establishing in developing countries training centres both for national instructors and trained staff for the operation of transport.

Resolution concerning Safety and Health of Dock Work

The Inland Transport Committee,

Having examined that part of the General Report submitted by the International Labour Office which deals with labour safety in the transport industry, with reference to the loading and unloading of ships and the transport and handling of certain goods,

Considering:

- (a) that the Code of Practice of the ILO on Safety and Health of Dock Work can make a very valuable contribution to further progress in this field;
- (b) that it would be of great interest to know to what extent the provisions of the Code have contributed to the im-

provement of practices in different countries;

- (c) that it is desirable for the provisions of the Code to be as comprehensive as possible and to keep abreast of developments in the port industry;
- (d) that there is evidence that the handling of certain cargoes, such as soot and cement shipped in hot conditions, is the cause of hardship and discomfort to the workers concerned in certain countries;
- (e) that methods are now available for the handling and packaging of such cargoes which obviate these difficulties;
- (f) that cases of this kind should be covered by the appropriate provisions of the ILO Code of Practice.

Invites the Governing Body of the International Labour Office to request the Director-General:

- (1) to consider the collection and publication of information on the extent to which the provisions of the ILO Code of Practice on the Safety and Health of Dockworkers have contributed to an improvement of practices in different countries;
- (2) to ensure, by periodic review and with the help of a committee of experts, if necessary, that the provisions of the Code are as comprehensive as possible and take account of technological and other developments, including adequate recommendations safeguarding the health and safety of dockworkers in the handling of unpleasant and harmful cargoes such as soot and hot cement;
- (3) to call the attention of the governments concerned to the existence of the Code of Practice of the ILO and its usefulness as a guide to the establishment of minimum standards of safety and health in dock work.

Resolution concerning the Limitation of Loads Carried by One Man

The Inland Transport Committee,

Having examined that part of the General Report submitted by the International

Labour Office which deals with safety in the transport industry, with reference to the limitation of the weight of loads carried by one man,

Considering:

- (a) that the Inland Transport Committee has already twice dealt with the question, in 1951 and in 1954, and adopted resolutions with a view to collecting evidence and considering the possibility of further action to limit the weight of loads carried by one man; and
- (b) that a restriction of the load to be carried by one man is highly desirable;

Invites the Governing Body of the International Labour Office to consider the possibility of placing the question of the limitation of loads carried by one man on the agenda of an early session of the International Labour Conference in so far as the urgency of the question warrants it.

Conclusions concerning Social Consequences of Changing Methods and Techniques in Railways and Road Transport

The Inland Transport Committee,

Having examined the report prepared by the Office on the social consequences of changing methods and techniques in railways and road transport,

Desiring to contribute to the creation of a harmonious social balance in railways and road transport at a time of profound technological transformation,

Adopts the following conclusions:

Technological Change in Rail and Road Transport

1. During recent decades, far-reaching technological changes have occurred in many countries in all forms of transport. These changes have been caused in many cases by competition and the necessity of satisfying a constantly growing need for transport services arising both from the raising of standards of living and from the rapid economic development of countries. To obtain their share of this increased demand for transport, the various branches of the transport industry

endeavour to improve services to the customer, reduce costs and increase operating efficiency. Great changes have occurred in methods and techniques used, changes which in turn have been rendered possible by new technological developments in a number of fields.

2. As regards railways, among the most important changes, mention may be made of the following:

- the change from steam to electric and diesel traction;
- the improvement in the capacity and specialisation of rolling stock, the use of automatic coupling, and the introduction of combined road and rail transport equipment;
- improvements in signalling and in particular the development of centralised traffic control;
- the elimination or curtailment of services, lines or tracks;
- the suppression of level crossings or the automatic operation of gates and signals at such crossings;
- the improved operation of marshalling yards, often with the automatic sorting of the wagons;
- mechanical equipment for the handling of goods, the more widespread use of pallets and containers, and the operation of piggy-back services;
- the mechanisation of track laying and maintenance; and
- the introduction of electronic or other equipment for statistical, accounting, computing and other office work.

3. As regards road transport, the main changes have arisen through the use of improved methods and procedures, the development and use of improved equipment, and improvements in the roads themselves.

Social Implications of Technological Change

4. In the light of the views expressed by Government, Worker and Employer groups members of the Subcommittee, it is recognised that, in certain circumstances, technological changes in the rail and road transport industries involve

problems for affected workers. These problems vary in degree according to circumstances but relate primarily to loss of earnings due to downgrading or lay-offs and to removal expenses and possible monetary loss from the sale of homes where transfers are involved. Further problems relate to the need for vocational training or retraining in order to qualify for other positions, either in the same or other industry.

Measures to Deal with these Problems

5. It is evident that the solution of these social problems arising from technological changes will call for a measure of co-operation on the part of representatives of Government, Employers and the Workers themselves. This obviously entails a full appreciation on the part of all concerned of the nature and extent of the problems involved and a willingness to seek a solution to these difficulties.

6. The solution is complicated by the fact that there are marked differences in forms of transport, in the scale of operations, and the economic and social conditions prevailing in the different countries.

7. It is desirable, in the interest of the workers, for representatives of Government, Employers and Workers to endeavour to work out reasonable arrangements for the protection of the interests of workers whose posts become redundant as a result of technological change. This would include the measures referred to below, as well as such additional measures as may appear appropriate under the circumstances.

Advance Planning

8. When plans are being made for the introduction of changes in equipment or operating practice, in the same way as the possible consequences to operating safety are studied, the social effects upon the workers should be carefully analysed.

9. While the technical changes are being planned, the probable staff requirements, the distribution of skills, the possible removal of staff from one place to

another, should be worked out in detail, together with the measures needed to facilitate any required adjustments in order to minimise dislocation and inconvenience. In particular, consideration should be given to any necessary changes in recruitment arrangements so that they can be immediately brought into effect as needed.

10. Transfers of workers from one job to another or reductions of the labour force may involve social problems when viewed from the standpoint of the workers concerned. Depending on the circumstances and possibilities, the limits of such problems should be reduced to the minimum, by endeavouring; (i) to transfer workers to other suitable jobs within the same undertaking; or (ii) to secure, with the collaboration of other undertakings, the public authorities and, where appropriate, the trade unions concerned, alternative employment outside the undertaking for redundant workers, with a minimum of financial hardship to the workers concerned.

11. This coherent social policy implies that, in the light of the circumstances of each case, it is highly desirable that measures should be taken for new vocational training, or partial or total retraining in preparation for the proposed changes, and that consideration should be given to providing necessary assistance to the worker in adapting to the new job.

Information and Consultation

12. There should be consultation between management and the representatives of the workers and/or their organisations on the measures to be taken. Where no suitable machinery exists for such consultation, it should be established. The workers concerned should be kept fully informed, as far in advance as possible, of intended changes and of their probable effects on jobs.

Security of Employment

13. Security of employment is a major factor in ensuring interest in the job and positive attitudes by the workers to the

effective performance of their work. Every practical effort should therefore be made to provide railwaymen and road transport workers with a reasonable degree of security of employment.

Reductions in Staff

14. When over-all reductions in staff become necessary, in connection with changes in equipment or operating methods, termination of employment should be avoided by every means possible, and reductions should be met, as far as practicable, by internal wastage, curtailment of recruitment and transfers, including, if practicable, adjustment of the time schedule for the introduction of technological change, taking into account general economic conditions and consideration of other measures which may be within the control of management.

15. In special cases, and after all other measures have been explored, arrangements may also be made for the early retirement of older workers, subject to their acceptance of the retirement conditions.

Termination of Employment

16. In case termination of employment or lay-off becomes necessary, there should be consultation with the interested employment services with a view to assisting the worker concerned to find new employment. In some cases, for instance where the transport undertaking is a public service, it may be possible for arrangements to be made for placing the worker in a comparable job in some other public service.

Training and Promotion

17. Because the railways and the road transport industries are in a period of rapid technological change, special attention should be devoted, by government authorities, and employers' and workers' organisations, to the provision of suitable training facilities for all grades of employees in order to help them adjust to the changes which are likely to take place periodically in their work assignments. In

many cases, supplementary training may be required to adapt a worker's skills where the requirements of the job have changed.

18. In addition, arrangements should be made by the employer, both from the point of view of ensuring a supply of properly qualified staff and as part of an established promotion policy for providing workers of all categories and grades with opportunities for further professional advancement through study courses and apprenticeship programmes.

19. Technical change should also be used to grant adequate opportunity for promotion by pursuing sound policies of selection of workers for advancement and possible suitable training facilities.

Health and Safety

20. Technical change should not be carried out at the expense of the health or safety of the workers, which should continue to be a matter of primary concern to the employer; rather such change should make it possible to introduce improvements in respect of health and safety.

Amendment to conclusions concerning social consequences of changing techniques in railways and road transport submitted by the Workers' Delegates

Replace the text of the conclusions as from paragraph 4 by the following:

4. These changes in methods and techniques increase the efficiency of transport, reduce its costs and thereby bring considerable benefits to the community. Although they may bring certain advantages to the transport workers, they may also involve hardships, e.g. the effects on employment possibilities, the creation of widespread disturbance in the customary nature of the work of a great many workers and a considerable change in the established distribution of skills. Transport workers should be protected against such hardships and should also be given a fair share of the benefits accruing from higher productivity which results from their cooperation in introducing new tech-

niques.

5. The Inland Transport Committee considers that in view of the position as described above, governments, as well as the organizations of employers and workers concerned, must pay very special attention to the consequences thereof and neglect no action which might reduce to a minimum the adverse effects which may affect railway and road transport workers. It would therefore be desirable to take into consideration the principles set out in the following paragraphs.

Planning

6. When plans are being made for the introduction of changes in equipment or operating practice, in the same way as the possible consequences to operating safety are studied, the social effects upon the workers should be carefully analysed.

7. While the technical changes are being planned, the probable staff requirements, the distribution of skills, the possible removal of staff from one place to another, should be worked out in detail, together with the measures needed to facilitate any required adjustments in order to minimise dislocation and inconvenience. In particular, consideration should be given to any necessary changes in recruitment arrangements so that they can be immediately brought into effect as needed.

8. Transfers of workers from one job to another or reductions of the labour force may involve social problems when viewed from the standpoint of the workers concerned. Depending on the circumstances and possibilities, the limits of such problems should be reduced to the minimum, by endeavouring: (i) to transfer workers to other suitable jobs within the same undertaking; or (ii) to secure, with the collaboration of other undertakings, the public authorities and, where appropriate, the trade unions concerned, alternative employment outside the undertaking for redundant workers, with a minimum of financial hardship to the workers concerned.

9. This coherent social policy implies

that, in the light of the circumstances of each case, it is highly desirable that measures should be taken for new vocational training, or partial or total retraining in preparation for the proposed changes, and that consideration should be given to providing necessary assistance to the worker in adapting to the new job.

Information and Consultation

10. There should be consultation between management and the representatives of the workers and/or their organizations on the measures to be taken. Where no suitable machinery exists for such consultation, it should be established. The workers concerned should be kept fully informed, as far in advance as possible, of intended changes and of their probable effects on jobs.

Security of Employment

11. Security of employment is a major factor in ensuring interest in the job and positive attitudes by the workers to the effective performance of their work. Every practical effort should therefore be made to provide railwaymen and road transport workers with a reasonable degree of security of employment.

Reductions in Staff

12. As a basic principle, dismissals and lay-offs should not result from the introduction of new techniques. Plans for dealing with redundancy should be based on internal wastage, curtailment of recruitment and transfers where these are unavoidable. Furthermore, adjustment of the time schedule, taking into account general economic conditions and other measures which may be within the control of management, should be considered.

13. In special cases, and after all other measures have been explored, arrangements may also be made for the early retirement of older workers, subject to their acceptance of the retirement conditions.

14. Where a post becomes redundant because of a technological change, pos-

sible measures to assist the worker affected should include:

- (i) priority in being considered for appointment to newly-created posts;
- (ii) in case a change of occupation is necessary:
 - maintenance of earnings and other employment advantages of the worker affected, at least for a period of time, if his new duties are of a lower grade,
 - provision for retraining, as required by the new job,
 - periodical review of each case, with a view to reinstating the worker to his previous grade;
- (iii) in case change of residence is necessary:
 - provision for reimbursement of expenses incurred by the worker in moving himself and his family and his household goods,
 - compensation for possible loss on sale of house,
 - assistance in obtaining suitable accommodation in the new location,
 - allowance for additional costs at the new location, either because of living away from family or because of an increase in cost of daily travel to and from work.

Termination of Employment

15. If, in small-scale undertakings, reductions in staff become necessary, there should be consultation with the employment services with a view to assisting the worker concerned to find new employment. In some cases, for instance where the transport undertaking is a public service, it may be possible for arrangements to be made for placing the worker in a comparable job in some other public service.

16. In such cases, training should be provided without cost to the worker, to prepare him for his new job.

17. Consideration should also be given to the payment of adequate compensation for loss of employment, either in the form of a lump sum payment, or in the form

of monthly payments for a fixed term of time, according to the length of prior employment and at a rate proportionate to the worker's last earnings.

Training

18. Because the railways and the road transport industries are in a period of rapid technological change, special attention must be devoted, by government authorities, and employers' and workers' organizations, to the provision of suitable training facilities for all grades of employees in order to help them adjust to the changes which are likely to take place periodically in their work assignments. In many cases, complementary training may be required to adapt a worker's skills where the requirements of the job have changed.

19. In addition, arrangements should be made by the employer, both from the point of view of ensuring a supply of properly qualified staff and as part of an established promotion policy, for providing workers of all categories and grades with opportunities for further professional advancement through study courses and apprenticeship programmes.

Health and Safety

20. Technical change should not be carried out at the expense of the health or safety of the workers, which should continue to be a matter of primary concern to the employer; rather such change should make it possible to introduce improvements in respect of health and safety.

21. Attention is in particular called to the perceptual fatigue resulting from some types of work such as centralized traffic control, to the mental tensions sometimes arising from the carrying out under pressure of tasks involving heavy responsibility and to certain problems of safety arising in connection with the driving of heavy trains without assistance on the engine.

Sharing the Benefits

22. The changes in methods and tech-

niques used in operation and in management, and the higher labour efficiency which results, should yield substantial benefits – even if, in the case of some railway administrations, these benefits often merely amount to a reduction in deficits. The workers affected should share in these benefits.

23. In the first place, assistance should be given in the manner suggested above to workers who have become redundant as a result of technical change.

24. Secondly, part of the benefits may go to improve the conditions of work of those in employment, as for instance by reductions in hours of work, higher earnings, improved social security benefits or better welfare amenities.

25. In addition, some of the savings arising from change might be used, where appropriate, to provide a higher degree of stability of employment and security of tenure.

26. Where older workers are unable to adapt themselves to a new task, or in certain cases of redundancy, the possibility should be considered of granting older workers the opportunity to retire before the normal retirement age without loss of pension. Pension schemes should also provide for some compensation or the possibility of withdrawal of acquired rights for workers not yet entitled to a pension who become redundant as a result of technical change.

27. The cost of carrying out the various measures advocated in these conclusions may reasonably be regarded as part of the necessary cost of introducing technical changes and improving operating efficiency.

Need for Sound Labour-Management Relations

28. The introduction of technical changes can only yield their best results if the cooperation of the workers is assured, and if changes are carried out in an atmosphere of sound labour-management relations. This condition implies the full recognition of the workers' organizations, the practice of collective bargaining

between the management and them, and the habit of regular consultation on all the issues affecting the workers arising out of technical change.

Conclusions concerning General Conditions of Work of Railwaymen

The Inland Transport Committee,

Having studied the problems raised by the general conditions of work of railwaymen, and

Desiring to contribute to ensuring the successful future of railways,

Adopts the following conclusions:

General Remarks

1. Railway undertakings are in the forefront of economic and social life and of national defence.

2. The development of technical progress on the one hand, and the concept of public service on the other, require, for the satisfactory operation of railway systems, an increasingly specialised staff motivated by a profound sense of responsibility towards undertakings and users.

3. The general conditions of work of railwaymen should ensure for them a reasonable standard of living, should correspond to the nature of the work performed by the different categories of staff, and should ensure for them stability of employment, satisfactory conditions of welfare, and social security for themselves and their families.

4. Many railway systems are in financial difficulties, frequently as a result of public service commitments, such as the need to maintain services on certain uneconomic lines or the obligation of transporting all kinds of freight. This should not be a reason for maintaining general conditions of work below a reasonable standard.

5. In order to ensure the future of railways and the availability of capital for their operation and expansion, it is essential that there should be understanding between railway administrations and workers' organisations and that all joint efforts should be undertaken to compensate for the cost of improvements in con-

ditions of work by higher output and efficiency.

6. It is essential that industrial relations between railway administrations and workers' organisations should be created, maintained or developed and that procedures of negotiation, conciliation or arbitration should be promoted within the appropriate bodies in a spirit of co-operation in keeping with ILO standards.

7. Owing to the great variety between national methods for the development of permanent standards to determine the conditions of work of railwaymen, it is difficult to establish precise formulas governing conditions of work in all countries; however, it is useful to follow the general principles below in the development of such standards at the national level:

I. Hours of Work

8. General standards of hours of work should be established in each country according to customary practices.

9. The application of these general standards should be determined by the normal methods used in the country, i.e. by means of collective agreement, conciliation, award or according to other forms of regulation.

10. Overtime, when it is indispensable to have recourse to it, should be limited within a given period; compensation should be granted for it according to the usual practice in railway undertakings.

11. Rest pauses during the workday should be adequate for the purpose intended and should be determined in accordance with the provisions of paragraph 9 above.

12. Work performed outside normal hours of work, night work and work on Sundays and holidays should entitle workers to compensation in accordance with the provisions of paragraph 9 above.

II. Rest Periods and Holidays

13. In the interest of health and safety, each working day should be followed by as long a continuous rest period as possible, to be determined in accordance with the provisions of paragraph 9 above.

14. Duty rosters should be established and applied so as to limit to a minimum rest periods which have to be taken away from home.

15. Periodic rest periods should, in principle, follow the previous daily rest period.

16. The number of public holidays on which railwaymen are entitled to rest with pay should correspond to the number generally recognised in the country. Holidays on which work is performed owing to service requirements should be compensated.

17. Employees should enjoy an annual holiday with pay, the length of which should not be below two weeks. This duration should be increased with length of service where this is in accordance with the practices of the country.

18. The granting of additional leave for family purposes, such as bereavements, should be dealt with in accordance with the provisions of paragraph 9 above.

19. As the purpose of holidays is to grant workers an effective period of rest, appropriate measures should be taken in each country to ensure respect of this principle.

20. Every employee on holiday should receive, in respect of the full period of the holiday, either his usual remuneration, calculated in a manner prescribed by national laws or regulations, including the cash equivalent of his remuneration in kind, if any, or a remuneration determined in accordance with the provisions of paragraph 9 above.

III. Staff Welfare

21. Railway undertakings should take an active interest in the welfare of their staff.

22. It is recommended to establish consultative welfare bodies composed of representatives of the railway administrations and of the workers' organisations, and advised by officials competent in this field.

23. Special attention should be given to welfare in general while on duty and to facilities such as canteens, rest rooms,

restaurants and sanitary installations. Particular attention should be given to the requirements of modern industrial health.

24. When employees are required by the service to take rest away from their homes, the accommodation furnished should be free of charge or at a reasonable price determined in keeping with allowances granted to this effect.

25. Railway undertakings should devote an active interest to the problem of housing of their staff, by constructing houses or apartments, or by participating in public or co-operative housing programmes, or by giving technical or financial assistance to individual workers.

26. Medical services, complementing, where necessary, existing private and public health services, should be an important element in the welfare activity of railway undertakings.

27. In addition, provisions should be made to allow cultural and sports activities and to provide opportunities for general education, in particular for the younger generation.

IV. Consultation, Safeguard

28. It is recommended to establish consultation between railway administrations and workers' organisations concerning the implementation of the above-mentioned provisions, in so far as these are not determined by collective agreements or awards.

29. It should be understood that the implementation of the above-mentioned provisions should not adversely affect steps already taken to ensure more favourable conditions for railwaymen.

Draft resolution on General Conditions of Work of Railwaymen

Submitted by Workers Group
The Inland Transport Committee of the International Labour Organization
Having been convened by the Governing Body of the International Labour Office, and

Having met in Geneva in its Seventh Session from . . . May 1961

CONSIDERING that transport policy at

national level should aim at co-ordinated transport services providing a maximum satisfaction of the transport requirements of the community, whereby as a prerequisite of any form of competition the different means of transport are to be placed on an equal footing concerning infrastructure cost, taxation, social and other basic conditions and ways and means are to be found to harmonise the far-reaching obligations of public transport undertakings with the relative freedom of private undertakings, and to compensate these obligations out of public funds;

CONSIDERING that up to the present time these aims have not been realised in most countries with a competitive economy and that as a result, railway undertakings of many countries find themselves in financial difficulties which have serious repercussions on the conditions of work and employment of railwaymen;

CONSIDERING that the great importance of an efficient and safe operation of railway systems for the economic and social requirements and the defence of a country requires staff with highly specialised knowledge and a deep sense of responsibility towards the undertaking and the public;

CONVINCED that qualified staff can be recruited for the railways only if the conditions offered are at least on a level with those in other industries and if, in addition, special consideration is given to compensation for high responsibility, irregular hours of duty and work at night and on Sundays;

CONVINCED further that railways in their capacity as essential services must be operated with excellent industrial relations between management and staff and that a spirit of co-operation can best be created and encouraged by establishing appropriate machinery for negotiations between management and trade unions and by providing voluntary conciliation and arbitration machinery according to ILO standards.

ACCEPTS...

Preamble

Railway workers fulfil an essential and responsible task in the interest of the community. Their status and conditions of work should therefore provide a comparatively high living standard, safety of employment and social security.

The financial situation of railway undertakings is often affected by the burden of obligations in the public interest, such as concessionary rates, the obligation to operate and to carry, for which no direct compensation is available from public funds and/or it is unfavourably influenced by competition on unequal and distorted conditions with other means of transport.

Because of these circumstances and in view of recruiting requirements and the necessity to retain a trained labour force for the specialised duties of railway operation, status and working conditions as well as other aspects of employment policy should not be based primarily on what a railway undertaking can afford to agree upon at a given period but on the requirements to keep efficient railway operation going.

I. The Status of Railway Labour

Railways, which constitute essential public services, should provide permanent status to their labour force. Dismissals or lay-offs should not be possible other than for disciplinary reasons. Rights and obligations should be governed by similar considerations as those of public servants and there should be no difference in status as between wage earners and salaried staff.

Remuneration should be compatible with the nature of the work, responsibility and special hardship. It should above all fulfil a directing function by being of a sufficiently high level in order to attract workers to the railways. Other special requirements apart, the need for safety of operation alone should warrant a wage level which would improve the possibilities of recruiting the most suitable staff.

After a given number of years of service or of age provision should be made

for retiring on pension, the amount of the pension being related to the period of service rendered and the remuneration paid before retiring; and the amount of it should in any case be sufficient for the upkeep of the pensioner and his family without undue worries. Adequate provisions should cover social security in the event of disability before reaching the age of retirement and of dependants in case of death of the breadwinner.

II. Hours of Work

Hours of work should be defined as the time during which the person employed is at the disposal of the undertaking, not including however rest periods of at least 30 minutes during which time the worker is not considered to be at the disposal of the railway, but regardless of whether he is genuinely or productively occupied or momentarily idle for reasons beyond his control. There should therefore be no distinction between actual work, in respect of which the whole of the time taken is counted, and operations or occupations which are only counted in respect of a proportion of the time they take.

The average number of weekly working hours should not exceed the limits fixed in collective agreements covering the most progressive industries of a country and should be similar to those fixed by law or regulations for other public services.

For work performed outside normal business hours, at night or during week-end days special allowances should be paid. The spread of the working day should as an average not exceed ten hours.

Breaks during the working day should be of sufficient length for relaxation.

Overtime should be avoided as far as possible. Should overtime work be required, the hours should be limited over a given period. Overtime rates should vary according to the number of hours worked as overtime, the hours in excess of two per day being counted as double time.

III. Rest Periods and Public Holidays

After a day of work there should follow a rest period of at least ten hours. Duty rosters should be so established and applied to limit rest periods to be spent away from home to the minimum.

The number of weekly or periodical rest days should take account of the fact that a five day working week is setting more and more the general pattern for industry, commerce and public services. This being an important attraction for the recruitment of staff, undertakings working around the clock like railways have to offer similar progress. Simply to take the number of Sundays of the calendar year and add to it a relatively small number of public holidays does not meet the purpose any longer.

The weekly or periodical rest day should as a matter of principle be coupled with the prolonged rest period of the previous day and followed in the duty roster by a later start of next day's turn of duty in order to provide similar arrangements for railwaymen to those prevailing in private industry working on a five day week.

The number of public holidays on which railwaymen are entitled to take rest should be consistent with the number prevailing in general at national level and should be the same for all categories of railway staff. If owing to the requirements of the service, public holidays cannot be granted, there ought to be compensation in lieu. Compensation should take into account that work is performed on a Sunday and special allowances governing Sunday work should be paid in cash. In addition the same period of time off which accounts for the public holiday in question should be granted before or after the public holiday lost.

IV. Annual Holiday with Pay

Annual holidays with pay should vary only according to the length of service and the age of an employee. No discrimination should be applied as to categories or the wages earned. A minimum of two

weeks for the first year of service of the young employees should be considered as the lowest level. After five years of service or by reaching the age of 35 at least three weeks should constitute normal practice. Further improvements according to length of service and age should follow, the aim being to assure that employees remaining in the service of the railways during the whole of their active working life may look forward to being granted a minimum of four weeks holiday with pay after having reached a certain age or length of service.

The purpose of the annual holiday with pay is to provide a period of rest and relaxation for restoring the effects of strain and to secure employees opportunities for the development of their faculties. The provisions of Convention No. 52 (1936), Article 4 and 5 concerning agreements to relinquish or to forego such holidays and employees who engage in paid employment during their holidays should be rigidly enforced.

The holiday pay should include an average of allowances to which an employee is entitled in his job. For employees on piecework, full rates and not just basic rates should be taken into account.

V. Staff Welfare


Railway undertakings should take an active interest in the welfare of their staff. The setting up of welfare advisory councils composed of representatives of management and trade unions and advised by competent welfare officers to deal with all aspects of welfare policy and its implementation can greatly help in promoting the well-being of staff.

Special attention should be paid to welfare during working hours in general and to facilities like canteens, rest rooms, mess rooms and to sanitary installations, with special attention to the requirements of modern industrial hygiene. Accommodation at duty stations should as a matter of principle be provided free of cost as a compensation for the employee's availability outside his hours of duty in case of urgent service requirements.

Railway undertakings should take an active interest in the housing problems of their staff by either building houses and flats themselves or by participating in public or co-operative housing programmes or by providing technical and financial facilities to individual employees.

Comprehensive medical services should constitute an important part of the welfare activities of the railways. Furthermore, provisions should be made for the systematic vocational training of staff, for activities in the field of culture and sports and also in general education. It is of the utmost importance, however, that the scope and functioning of welfare programmes be determined in joint consultation between management and staff and in close co-operation with the trade unions.

Top heavy

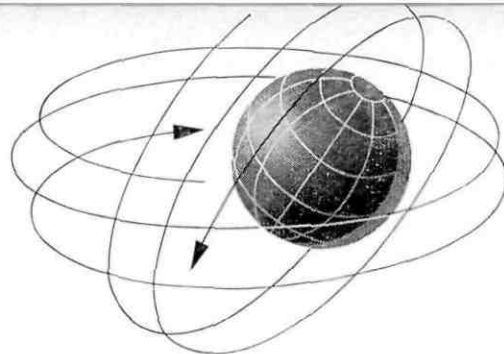
 ANOTHER ASPECT of efficiency is the overburdening of concerns by unnecessary administrators, experts, consultants and the like. It would be interesting, for example, to find out whether the numerous new appointments on British Railways were really needed.

Decentralisation, and the expansion of work-study, public relations and other "modern" technical "aids" have meant an enormous increase in the number employed. Their net value is hard to find. Once established, the battle for justification is joined. And the unity of men defending their positions is far stronger than unity within the trade unions. Jobs are made and, it would seem, work is then discovered to keep the men busy.

An independent inquiry might well reveal that there had been quite a few unnecessary appointments as well as a good number of unsuitable ones.

When management comes along and starts purging for cuts in staff and other economy measures it is understandable that men wonder whether the management are concerned only to axe everybody else but themselves.

From Railway Review



US railway unions submit proposals for job stabilization

■ FIVE UNITED STATES railroad operating unions – the Locomotive Firemen and Enginemen, the Trainmen, the Switchmen, the Locomotive Engineers and the Railway Conductors – have submitted a plan for giving railwaymen a guaranteed annual wage and reducing their working hours as the main points in a programme intended to stabilize employment in the industry. The unions, which are affiliated to the ITF through the Railway Labor Executives' Association and represent 210,000 employees, were presenting their case to the 15-member Presidential Commission set up to investigate railway work rules and the composition of train crews. Earlier the Commission had heard the submission of the employers' association demanding the abolition of most firemen's jobs and drastic revisions in work schedules and methods of determining pay.

The union representatives pointed out that widespread unemployment on United States railroads had been accompanied by an 'extremely irregular use of those kept on the payroll' and suggested that any employee with eight months of service in the current year and at least five years of service during the preceding ten years should receive regular pay during the succeeding twelve months.

Other unions demands included financial protection for employees displaced as a result of mergers, abandonment of facilities or technological changes; night differential, holiday pay, reimbursement for away-from-home expenses, and a jointly-administered engineer training programme.

Reduction in hours, under the union proposals, would be accomplished through revision of the present time-mileage formula for computing a 'basic day.' The unions also proposed a straight time-and-one-half overtime rate after the basic day in place of the present complicated 'speed formula.'

In asking for a night differential and

holiday pay for train crews, the unions pointed out that these are benefits which have long been standard practice in other industries.

The unions also emphasized the importance of the double role played by the fireman, as an assistant to the driver and as a trainee. They proposed a jointly administered training programme which would supply the United States railways with adequately trained engineers. Under this three-year programme new employees would begin as trainees and progress to driver in four stages.

Under the safeguards asked for workers displaced by mergers, abandonments or technological changes, employees who lost their jobs or are demoted would receive a displacement allowance for a 5-year period equal to regular monthly earnings.

Other protection asked includes expenses during management-directed changes of residence, and reimbursement for loss in sale of homes or loss incurred by breaking a lease.

The Presidential Commission, made up of five members each representing labour management and the public, is due to submit its non-binding recommendations in December.

International medical plan for seafarers

■ THE JOINT INTERNATIONAL LABOUR ORGANIZATION / World Health Organization Committee on the Health of Seafarers has proposed that an international scheme should be set up to provide coordinated medical advice to ships at sea. Such a scheme, which the Committee thought should be treated as a matter of urgency, would enable seafarers to make better use of existing medical aids at sea: medicine chests, medical guides and medical advice by radio.

The Committee, which was holding its third session at the ILO headquarters in Geneva, had before it the replies to a questionnaire circulated by the World Health Organization to member States, a report on conditions in fifteen ports throughout the world prepared by a WHO

Consultant, a note by the WHO Secretariat on maritime aspects of venereal disease, a WHO document on health hazards from nuclear-powered merchant ships and the basic agreement on the health and hygiene of seafarers signed in Brussels in 1924.

After a general review of the nature and extent of seafarers' health problems, the Committee turned its attention to health services available to seafarers and ways and means by which health services could be provided in major ports to seafarers of all nationalities on a wider scale than at present. In particular the Committee noted that facilities for the treatment of venereal disease had improved greatly throughout the world since 1924 and welcomed the fact that the World Health Organization was studying the problem.

General medical examinations, the Committee thought, were an essential and integral part of any health service for seafarers. They also felt that there should be two separate examinations – one before registration and the other before signing on on a particular ship. The Committee was strongly in favour of all seafaring nations instituting such examinations as an essential feature of their health service. The Committee also emphasized the need for giving a seaman a detailed report on his discharge from hospital in order to ensure continuity of medical care. Where at all possible, the drugs used should be in conformity with the International Pharmacopoeia.

The Committee has met twice previously, in 1949 and 1954, and its recommendations on medicine chests on board ship and medical advice by radio were adopted by the International Labor Conference at its 1958 maritime session. The seafarers' representatives on the Committee are ITF General Secretary Pieter de Vries and Bro. Jim Scott, General Secretary of the British National Union of Seamen. Among the representatives of the World Health Organization was Dr. E. Werner, Chief Medical Officer at the Seafarers Health Centre in Gothenburg, Sweden.

International Transport Workers' Federation

President: R. DEKEYZER

General Secretary: P. DE VRIES

7 industrial sections catering for

RAILWAYMEN
ROAD TRANSPORT WORKERS
INLAND WATERWAY WORKERS
PORT WORKERS
SEAFARERS
FISHERMEN
CIVIL AVIATION STAFF

- Founded in London in 1896
- Reconstituted at Amsterdam in 1919
- Headquarters in London since the outbreak of the Second World War
- 258 affiliated organizations in 74 countries
- Total membership: 6,500,000

The aims of the ITF are

to support national and international action in the struggle against economic exploitation and political oppression and to make international working class solidarity effective;

to cooperate in the establishment of a world order based on the association of all peoples in freedom and equality for the promotion of their welfare by the common use of the world's resources;

to seek universal recognition and enforcement of the right of trade union organization;

to defend and promote, on the international plane, the economic, social and occupational interests of all transport workers;

to represent the transport workers in international agencies performing functions which affect their social, economic and occupational conditions;

to furnish its affiliated organizations with information about the wages and working conditions of transport workers in different parts of the world, legislation affecting them, the development and activities of their trade unions, and other kindred matters.

Affiliated unions in

Aden • Argentina • Australia • Austria • Barbados • Belgium
Brazil • British Guiana • British Honduras • Burma • Canada
Ceylon • Chile • Colombia • Costa Rica • Cuba • Curaçao
Denmark • Ecuador • Egypt • Estonia (Exile) • Faroe Islands
Finland • France • Germany • Ghana • Great Britain • Greece
Grenada • Honduras • Hong Kong • Iceland • India
Indonesia • Israel • Italy • Jamaica • Japan • Kenya
Luxembourg • Malaya • Malta • Mauritius • Mexico
The Netherlands • New Zealand • Nicaragua • Nigeria
Norway • Nyasaland • Pakistan • Panama • Paraguay • Peru
Philippines • Poland (Exile) • Republic of Ireland • Rhodesia
St. Lucia • Sierra Leone • South Africa • South Korea • Spain
(Illegal Underground Movement) • Sudan • Sweden
Switzerland • Tanganyika • Trinidad • Tunisia • Turkey
Uganda • United States of America • Uruguay • Zanzibar

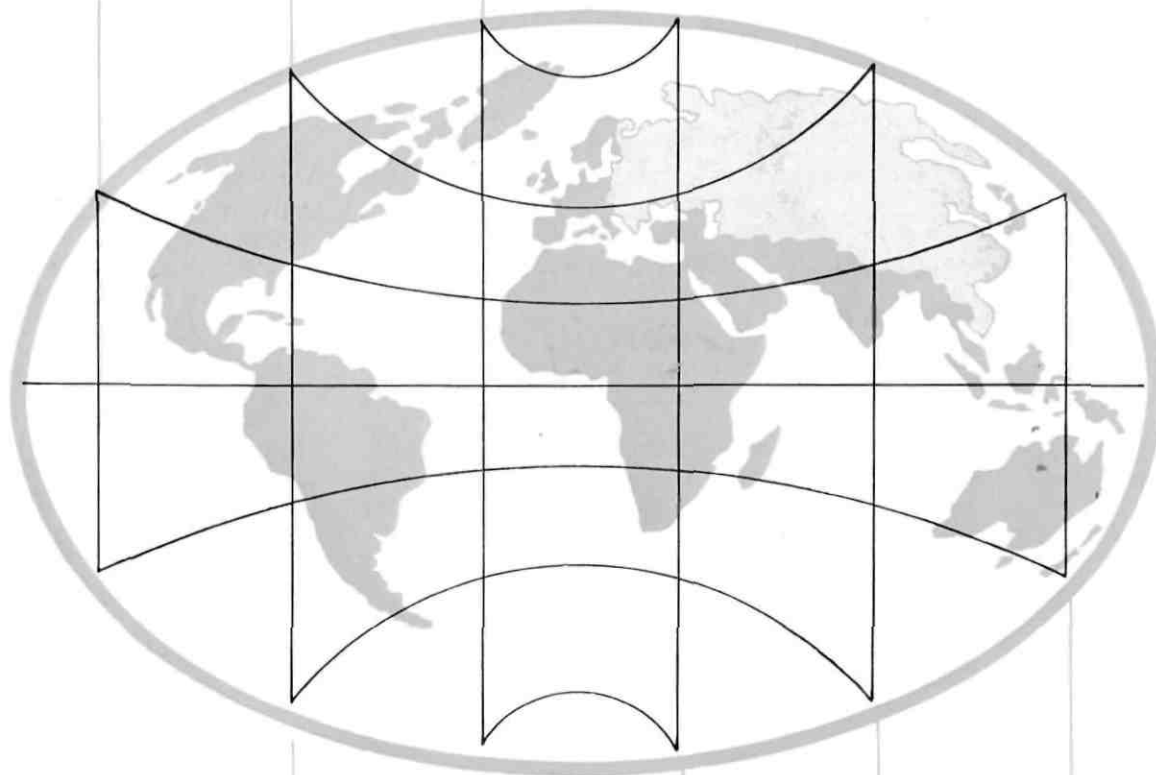
Publications for the world's transport workers

International Transport Workers' Journal

Internationale Transportarbeiter-Zeitung

ITF Journal (Tokyo)

Editions of Journal



Pressebericht

Editions of Press Report

Pressmeddelanden

Communications de Presse

Transporte (Mexico City)

Press Report Two separate editions in English issued in London and Singapore