International Transport Workers' Journal

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in this issue

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Head Office: Maritime House, Old Town, Clapham, London, SW4
Telephone: Macaulay 5501-2
Telegraphic Address: INTRANSFE

Representation: ASIAN OFFICE — 18 (1st Floor) Jalan Sultan 52/4, Petaling Jaya, Selangor, Malaysia

TOKYO OFFICE — Kokutetsu Rodo Kaikan, 1, 2 - chome, Marunouchi, Chiyoda-Ku, Tokyo

WEST AFRICA — 85, Simpson Street, (P.M.B. 1038), Ebute Metta, Nigeria

LATIN AMERICA — Apartado 1250, Lima, Peru

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Rome	Railwaymen's Section Conference 23-26 June 1966

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Cover picture: American permanent way men test track for hidden flaws by means of special sounding equipment.

Thinking aloud—

Partnership

by HANS IMHOF, General Secretary

ONE OF THE PROBLEMS which has been very much in my mind since I became General Secretary is that of the ITF's regional activities. The immediate question which one has to ask oneself here is whether these activities can be still further developed and adapted to the ever-increasing and changing tasks of the ITF in the developing countries. Can they be made even more effective and enable us to do even more worthwhile work in encouraging, aiding and strengthening the hand of those trade unionists who are struggling to organize their fellow-workers in democratic trade unions?

Our point of departure should obviously be that our aim is primarily that of stimulating the development of strong, healthy unions which will, as soon as possible, be able to stand on their feet and rely on their own resources, know-how and judgment. The problem here, of course, is that the job which we are trying to tackle is so vast and our own means — both in terms of money and manpower — so limited that there is often a gap between what we would like to do and what we are able to do. Regular contact with and intimate knowledge of the problems of the newer unions is clearly highly necessary and desirable for the ITF. Unfortunately, the limitations to which I have just referred mean that this close association cannot always be fully developed.

Our regional representatives cannot be everywhere at once — there are too few of them for that. Nor can we afford the crushingly heavy travel and subsistence costs which would be involved if they were even to be everywhere in turn. The on-the-spot assistance which the ITF can give has therefore to be largely limited to urgent cases and emergency situations and this in itself makes it extremely difficult to plan our aims in regional work on a systematic basis.

One other major drawback which I see in our present way of working is that the ITF's older affiliates themselves are not as closely associated with regional activities as they could, and undoubtedly should, be. Many of them contribute very generously to our work on a voluntary basis, but do not have any direct contact with it. They give expression to their solidarity in a very tangible form, but do not have any real sense of participation. Perhaps some of them even feel that the whole business is a little impersonal, rather like contributing to a charity.

1966 is a special year for the ITF. Seventy years ago, in the summer of 1896, unions organizing transport workers on the Continent of Europe and in the United Kingdom came together to form the International Federation of Ship, Dock and River Workers, the early ITF. Later on in the year we shall publish special articles commemorating the birth of our international, retelling the events which led to it and celebrating those great leaders whose work laid the foundations of our organization.

I believe that there is at least one way in which this feeling could be dispelled and which, at the same time, would also give the whole of our regional activities programme added purpose and vitality. It can be summed up in the word 'partnership'. By that I mean partnership between unions which are already well established and those needy unions in the developing countries which require the advice and assistance of their stronger brothers.

What is needed, in fact, is that established unions from the industrialized countries should supplement our general regional work by entering into specific partnerships with a union or unions catering for the same group of workers in a developing country. This should, however, be done on a planned, long-term basis; not haphazardly or sporadically. In my opinion, it should involve the drawing-up of a programme which should be of at least five years' duration and aim at the progressive development of the needy union's organizational and industrial potential. The actual details of such a programme would, of course, be worked out between the partners and would vary according to individual circumstances, but I think it is essential that it should include, for example, the provision of trade union educational courses, the training and employment of full-time officers for organizational campaigns, and assistance in the proper equipment of union offices and the acquisition of transport, where this is essential to the efficient functioning of the needy union.

The established organization could also assist its partner by advising it on tactics and procedures during negotiations and, if necessary, could intervene — either directly or indirectly — on its behalf with employers or the government. It would perhaps also be desirable that a suitable officer from the established organization should visit its partner-union at least once a year in order to observe and advise on its progress. This could be followed up

(Continued on page 5)

TRADE UNIONISM IN EAST AFRICA

by REUBEN M. MWILU

DURING THE PROCESS of economic development in the recently independent countries, the question of the comparative role of various voluntary organizations arises. Before independence nearly all of the voluntary bodies joined in the struggle of the indigenous population to determine its own political future. After independence the same people believed it important to re-set their goals and co-ordinate their activities in the task of nation building. In such circumstances the various bodies began to figure precisely what their roles should be in the new society, and what their relationships with one another should be.

In every society there are at least three major sets of organizations. First, there are organizations which are set up purely for political purposes. These are generally political parties. Prior to independence and as long as they remain without authority, they play the role of pressure groups with political intentions and political orientation. After independence they assume authoritative positions in the government, either as the dominant party, as a member of a coalition, or in opposition.

The second group includes social and educational bodies. Before independence they may provide information or play a more active role. They naturally are affected by the political situation of the country at any given moment. After independence they may continue as in the past or they may change in accordance with the line of thought of the new setup. They represent thoughtful opinion and may even influence social thinking. A body like the East African

Institute of Social and Cultural Affairs would be a typical representative, and given its rightful role it may well shape the future of the countries represented by helping to produce the clarity of thought on day-to-day issues which make up the social thinking of society. Such bodies may range from students' organizations through adult voluntary bodies to various societies and associations of importance.

The last group of voluntary bodies is that which deals with economic matters and which influences these activities in one way or another. Typical representatives of this group are co-operatives, employer organizations, trade unions, and the like.

None of these bodies is likely to operate only within their own fields without having a bearing on other fields, especially the political and economic groups. Consequently, in order to understand the role of any of them at a given moment, one must examine the role in relation to the various activities that such a body may undertake within three catergories. We are presently concerned with the group that includes trade unions (or workers organizations), and related bodies which may influence the thinking of industrializing sections of society.

In the labour laws of Kenya, trade unions are defined as

> 'any association or combination, whether temporary or permanent, of more than six persons . . . the principal objects of which are under its constitution the regulation of the relations between employees and employers, or between employees and employees, or between employers and employers.'

in accordance with enacted law or laws.

This tends to follow the pattern expressed by the laws of Britain, and has tended to become the pattern of definition with various modifications in the areas where Britain formerly governed. Generally when those areas become politically independent, pressure tended to develop to redefine trade unions and re-set their role and goals. In short, the pre-independence role of trade unions tends to remain that of Karl Marx wherein every force in the community is preoccupied in the processes of revolution and change. It is noted here that Karl Marx was so preoccupied in revolutionary endeavours of his time and place that it never occurred to him to consider other areas and other contexts for trade unions. Similarly the European or Western trade unions have been generally so preoccupied with their own situation that until recently little thought had been given to the problems of developing countries, their workers' organizations and their role in economic growth. To this day, a large number of them have tended to continue to consider that workers' organizations are engaged in class warfare. Wider acceptance seems now to be given to that definition which describes a trade union as 'a continuing, permanent organization created by workers to protect themselves at their work, to improve the conditions of their work through collective bargaining, to seek to better their living conditions, to provide means of expression for the workers' view on problems of society.' At the extreme, this definition may, of course, be accused of the same weakness of class warfare but it also has some basic qualities of setting the trade union as a workers' affair exclusively, directed by the workers first for their own interest and second for the interest of society generally.

In the long struggle to achieve self-sustaining economic growth, developing countries need just as much or even more concerted effort and discipline as they needed during the time of fighting to achieve political independence. Because this has been the case, those with responsibility for directing the machinery of government are constantly faced with the task of getting various organizations within the society to co-operate. This may, at times, mean a reorganization of existing bodies and particularly those bodies which directly affect production. Thus the war which was fought originally on purely political grounds becomes war on an economic plane. It may happen, for instance, that where there is only one political party, a reorganization of the trade union movement may be recommended to match the political reorganization and to facilitate closer coordination of activities. This is a declared objective in various countries. But, as a matter of fact, the unions find themselves subjected to centralized control and political direction of non-trade unionists.

Generally when centralized control is established there is a tendency to imagine that its success can be repeated anywhere. This error is comparable to that of some Western countries and certainly the doctrinaire communist countries who imagine that their experience can be directly applied to developing countries in Africa. The danger is always for one country to imagine that it alone has found the only solution to the very complicated historical problem of economic planning and to feel satisfied that no other solution is available.

There are evident dangers in suppressing the masses in a straitjacket approach to any economic planning system. Unfortunately the result of such mistakes are not noticeable in the short run. They tend to reverberate as crime, subversive activity, and social maladjustment; but principally in low productivity and mass indifference.

In a society such as we have in Africa it should be clearly observed that the man in the street or in the countryside does not generally directly question authority. He will attend to business as he is required to do but will complain in private and wait until the opportunity arises for him to react openly. The reaction then becomes rather surprising to those who are hoping that success had been achieved in the implementation of a given policy. It is for this reason that workers' organizations in Africa should be led by people who deal closely with the workers and who live with them, work with them, and suffer with them.

An approach to industrial problems on the workers' side is most effective when the workers feel that they them-

Tom Mboya, then General Secretary of the Kenya Federation of Labour, addressing a meeting of railwaymen during their 1960 strike.

selves are finding solutions or are playing an important role in finding solutions to their own problems. Machinery may exist to solve problems connected with working conditions, but unless the workers feel that they are playing a direct role in finding them, the solutions may not finally satisfy them. It was an African nationalist during the fight for independence who said something to the effect that we Africans would rather make our own mistakes than have someone else make them for us.

African governments have a far greater burden of responsibility for the direction of social and economic progress than perhaps exists elsewhere in the world. Consequently it becomes important that the mechanics of power and social control be clearly understood and made easier for the participation of the groups exercising responsibility in society. Thus the existence of an institutionalized structure gives room for an easier and better organized approach to planning and policy-making.

It should be noted, however, that not all who have power can understand and control power. The complexities of power may puzzle many to the extent of making them imagine that its control lies in excessive centralization of authority and frustration of the governed. This is a mistaken view. If power control is to last it must allow room for communication between the base and the apex. Its control will then lie in counterbalances and counter-controls.

A development of this concept gives trade unions the additional role of providing means of expression for the workers' views on the wider problems of society. Some have tended to interpret this to mean opposition to government or to existing political parties, and some have attacked trade unions on that account. Without entering into controversies over the manoeuvres of the over-ambitious in trade unions and the politically precarious elements in society, let it suffice to say that in an

increasingly complex society, economic problems interweave to the extent that any economic, social, or political move may affect a wide range of social or economic groups. Thus these groups cannot help developing a view and a feeling as to how best to avoid inconveniences on their part. Indeed, a trade union organization existing in East Africa, which fails to have a view on, say, federation of East Africa, education of the masses in East Africa, economic development plans for East Africa, unemployment problems, taxation and the like, cannot be considered a viable and useful body.

A national trade union organization which fails to adjust to the times and provide means for helping the whole economy grow and a programme for seeing to it that the working community get the benefit of that growth while the rest of the society reaps according to the benefits of such economic growth; a body which for instance fails to educate its own members when the nation is faced with adult education needs, is failing to serve society and thus failing in its primary duty.

We have mentioned earlier that trade unionism was regarded by Karl Marx as a revolutionary mechanism against capitalism. Trade unionism has also been looked upon as the response of labour to the challenge posed by industrialization or by the impersonal and unpredictable behaviour of market forces—an institution calculated to restore to the worker some sense of dignity and status where the pervasive competitive pressures of the market tend to drive his income down to subsistence level and reduce him to a mere cog in the economic machinery; a device to restore some social purpose and identification in an overpowering force of economic expansion and growth.

Both of these approaches tend to stray from the purpose for which developing countries need a trade union organization. In the first place (quite apart from the fact that we would be short-sighted if we were to direct our national affairs according to a formula laid down over 100 years ago by a socialist philosopher who knew hardly anything about Africa, and who did not seem to count the social hardships and disturbances caused by revolution), the capitalistic philosophy within which trade unionism is supposed to struggle is presently being negated in our social and political philosophy.

In short, we are attempting to develop and follow a pragmatic ideology which is in keeping with our social, political and economic realities, namely that of African socialism. This means simply that we believe that it is the proper function of government, expressing the will of the people, not only to set a climate within which all the citizens can feel free and proud of their nation, but also to organize the efforts of its citizens; to organize its resources and its economic and social activities in a way which enables the standards of the people to rise, and in a way which facilitates the growth of self-sufficiency, national power, and all the factors that enable a nation to be deemed a nation.

Within such a philosophy the fight against capitalism *per se* becomes inadequate and almost irrelevant. The role of trade unions becomes that of adjusting the working community to address itself to the fight for national sovereignty, within which the members can feel proud of their nationhood. Consequently, the question is not quite so much what the people do to build up trade unionism, but rather what trade unionism is doing to make its members serve society better.

This does not mean that such a movement is therefore to become a department of the government, or of a political party, but rather that it should supplement the work of such political organs of the society. Nobody questions the separate existence or independence of a football association, a scouting association or such other bodies. No government or political party in East Africa has tried to absorb such bodies. In the same way there should not arise a parallel question on trade unions.

(To be continued)

(Continued from page 1)

at a later stage by bringing a leading officer, or perhaps a small delegation, from the developing country to study the work and structure of the established union.

Once a decision to enter into such a partnership had been taken in principle, the ITF would send an initial mission to the developing country in order to investigate the possibility of its practical implementation. When this had been done, however, the main contact would be between the partners, with the ITF acting in a coordinating and advisory rôle. Both sides would, as a matter of course, keep the ITF continuously informed on the progress and achievements of the partnership.

If this could be done, I am convinced that a completely new and more intimate relationship could be achieved between ITF affiliates from the industrialized and developing countries which would provide real benefits, both materially and in the shape of greater mutual understanding.

The implementation of this idea on an experimental basis was recently approved by the ITF Executive Board and I hope that, in the not too distant future, I shall be able to give readers of the ITF Journal details of the first partnership arrangement.

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ITF representative visits Dominican Republic

MEDARDO GOMERO, one of the ITF's representatives in Latin America, has recently paid a two-week visit to the Dominican Republic, in order to find out how the ITF's affiliate, the National Transport Workers' Federation, FENATRADO, was faring and what assistance it might be afforded. The visit has resulted in a programme of organization and education designed to rebuild and strengthen the union and its branches. FENATRADO was one of the few Dominican unions to continue its work immediately after hostilities died down; the ITF will continue to assist until it has managed to catch up on all the lost ground.

THE RAILWAY NAVVIES*

THE OPENING OF BRITAIN'S RAILWAY AGE was on 23 May 1822, when the first rail of the Stockton and Darlington Railway was laid at Stockton. In celebration the three hundred navvies working on the line feasted on bread, cheese and ale at the Black Lion Inn. These were the men who had inherited the name and the traditions of the eighteenth century canal builders known as 'navigators'. During the years that followed, there were two great railway building booms — in the 1830s and the middle 1840s — during which the principal structure of the country's railway network was laid down.

The navvies were 'an anarchic élite of labourers . . . who worked in constant danger, miles from civilization, and lived according to their own laws . . . They were heathens in a Christian country, they drank, had many women but few wives, broke open prisons, and were not received in good society.' They were not to be confused with the 'steady, common labourers, whom they out-worked, out-drank, out-rioted and despised.' It took a year to turn an agricultural labourer into a navvy; navvies did the most arduous and dangerous work, the blasting and the cutting; they followed the railway lines, often 'tramping' right across country on the news of better paid work elsewhere, boarding in local villages or throwing up their own shanty towns by the side of the works; they were seldom known to their employers or workmates by anything but nicknames such as Dusty Tom, Billygoat, Frying Pan and Canting George; they had notorious appetites for beef and beer; they had their own slang; their dress was distinctive; and British navvies helped to build railways all over Europe and in America, Africa, Russia and Australia.

Building the railways was an unprecedented engineering feat. Almost all the main lines were built early and had to be constructed to accommodate the limited performance of the first steam locomotives, so that no steep gradients or sharp curves could be allowed. 'British railways, with few

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**The Railway Navvies*, by Terry Coleman, published by Hutchinson (London) at 42s

exceptions, are carried over and through great earthworks.' Robert Stephenson, one of the great railway engineers, saw the transformation of the country as almost magical. 'Hills had been cut down, and valleys filled up; high and magnificent viaducts had been erected. Where mountains intervened, tunnels of unexampled magnitude had been unhesitatingly undertaken.' All this was done with navvies and horses, picks, shovels and gunpowder. Powered machinery was scarcely used at all, although it existed.

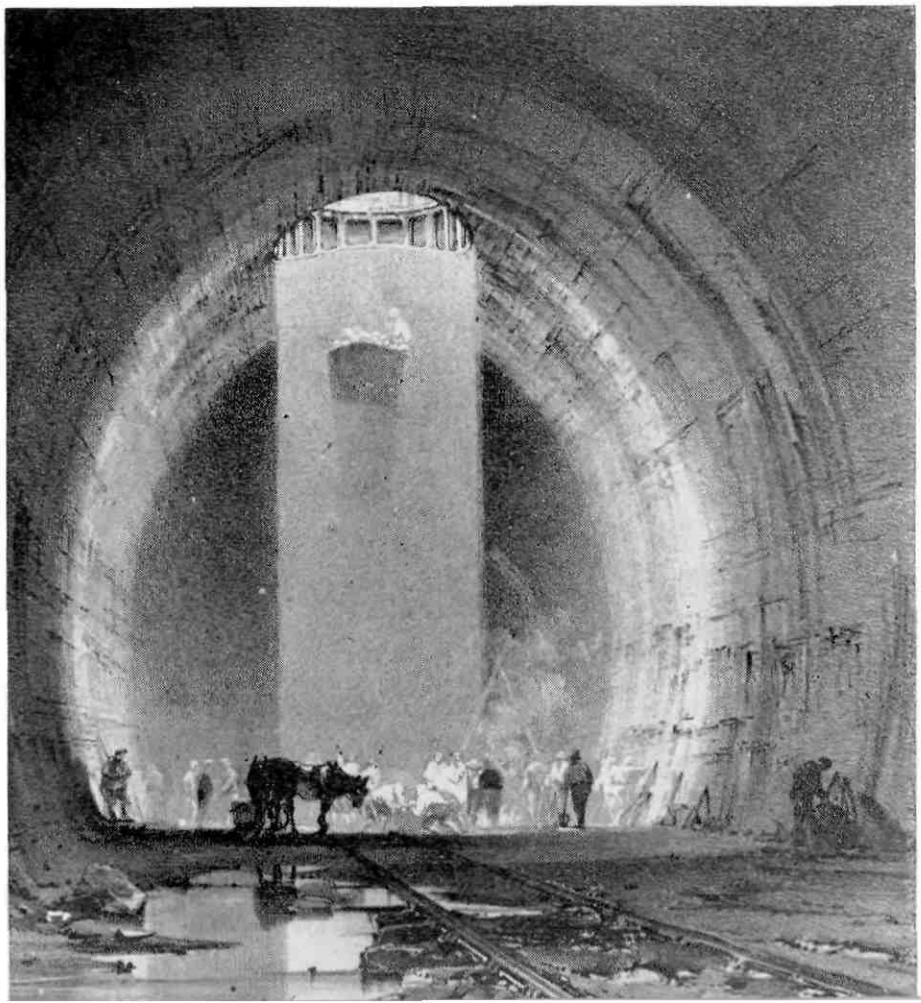
Fortunes could be made — or, more frequently, lost — almost overnight by the contractors and subcontractors. The navvies' wages rose and fell rapidly according to supply and demand, rising to a peak of 6s. per day in 1846 when skilled navvies were scarce and the demand for men was great, but falling off again sharply during the slump which followed.

The work was extremely dangerous: death and injury were accepted on all sides as being part of the nature of the work, and the navvies themselves were often reckless, neglecting elementary safety precautions out of a kind of bravado. Men were buried under falls when too great a height of earth had been undermined before the overhang was knocked in. Blasting in tunnels was always perilous and seems to have been done by common navvies without any supervision. Hospitals near railway works were overrun with accident cases, and because the contractors were so mean sick clubs were started among the navvies to keep injured workmates and their families going until they were fit for work again. But considering how rapidly the lines were being laid and the size of the works involved, surprisingly few major disasters occurred. One of these was the collapse of a viaduct at Ashton under Lyne, only shortly before it was due to be opened to traffic. Fifteen men were killed, and the coroner's jury stated there had been negligence in both construction and supervision, although their formal verdict was one of 'accidental death'.

The navvies' way of life was as unappealing as it was unique. They lived in shanties made of stone, brick, mud and timber, roofed with tile and tarpaulin, and consisting of one large oblong room. Each one was looked after by a coarse old crone who did all the cooking, washing and mending for the occupants. Some were even less comfortable, made of turf, flea-ridden, and housing twenty to thirty men in an area as small as twenty-eight feet by twelve, three or more to a bed, men, women and children all together.

The worst form of exploitation to which the navvies were subjected was 'truck'. Truck is payment in goods, or tickets exchangeable for goods, instead of cash. What might have been a good idea for men working miles from the nearest towns with little opportunity to get supplies for themselves turned out in fact to be a heavensent chance for unscrupulous contractors to add to their profits. The system was generally this. The men were paid at long intervals, usually once a month. They did not save and so had to live on credit until pay-day. 'If a man was earning, say, five shillings a day he could, at the end of his first day on the works, ask the ganger for a sub, a subsistence allowance, up to the value of the money he had earned. This sub was in the form of a ticket which could be exchanged for goods only at the truck shop (or tommy shop), where the man was swindled left, right and centre. First, the goods offered there were generally bad — rank butter, poor bacon, watered beer — but the man had no choice. The ticket was good there and nowhere else, so he could shop there or starve. Second, prices were higher and short weight was given: again the man had no choice but to pay. Third, the ticket was often not worth its face value even in tommy

Opposite page: *Navvies of the Crystal Palace gang in 1854; the picture shows their distinctive dress, and is one of the earliest photographs of navvies.* Below: *Working in the Kilsby tunnel; accidents were frequent and accepted as part of the nature of the work, and there was much sickness caused by the damp and foul air. Unskilled men were entrusted with explosives and often there was little or no supervision; surprisingly under such circumstances, there were few major tragedies.* *(Radio Times-Hulton Pictures)*



goods: it was the practice to deduct a commission, up to 10 per cent . . . [which] was the ganger's or contractor's cut.' By the end of the month the navvy was left with little to come in cash. Not only that, but a man would find that somehow or other he could not keep his job unless he took the ganger's tickets and spent them at the tommy. There was no redress against this exploitation, except through the courts, which the labourers could not afford. And strike action was only effective in times of labour shortage.

A good deal of the bad reputation the navvies had among God-fearing citizens was the result of riots which reached their climax as the railways extended across the English border into Scotland. The Presbyterian Scots navvies fought the Catholic Irish, whilst the English fought either group indiscriminately. Nationalist fever rose until there was near civil war among the railway labourers, with the Irish, who were in the minority and more easy-going anyway, usually coming off worst. Feeling was aggravated by drink; navvies drank every day at work — one contractor reported that his men drank an average of five quarts of ale a day — but the real trouble came from the 'randies' which followed the monthly pay-day. The navvies assembled in bands at local public houses and drank what remained of their wages after the value of truck tickets had been deducted. 'The contractors came to accept that after a monthly pay the men would not be back at work in any numbers until they had drunk themselves broke, and that generally took four or five days.' These days were devoted to drunkenness, fighting, poaching, robbery and, occasionally, murder. But generally speaking the navvies, although their violence struck terror into the hearts of the neighbouring communities, were not vicious, only boisterous. It had to be expected that after a month of working hard in dangerous conditions they would make the most of what pleasures they could get.

Mr. Coleman devotes an entire chapter to the story of the Woodhead Tunnel through the Pennines, 'the most degraded adventure of the navvy age'. Men were herded together like animals, unscrupulous contractors neglected safety for speed, the death and injury toll rose to enormous proportions. All these things were documented by a surgeon retained by the men, and an appalling record they make.

Public concern at the wretched conditions of the navvies was eventually aroused by Edwin Chadwick, a prominent social reformer, who collected evidence of the terrible abuses at the Woodhead Tunnel and elsewhere and campaigned vigorously for public control of railway works and for the employers to be made liable for accident compensation. He succeeded in having Parliament set up a Select Committee 'to inquire into the Condition of the Labourers employed in the Construction of Railways and other Public Works, and into the Remedies which may be calculated to lessen the peculiar Evils, if any, of that Condition'. The Committee heard numerous witnesses, went into the whole thing very seriously, discovered a plain need for reform and made strong recommendations. Truck should be made illegal and wages guaranteed by the contractors to ensure that if a subcontractor ran off the men would not be left penniless; a Public Board should be satisfied before work started that decent living conditions were provided and that the men would be looked after if they were ill or injured; companies were to be held liable for all deaths and injuries on their lines, unless they could prove that the victim had been wilfully careless. The case had been well stated and cried out for action. But nothing was done. Parliament formally received the report, without even debating it. One railway company alone was said to have eighty Members of Parliament in its pocket.

Some Victorians were not content merely to condemn this godless breed as a scar on the fair face of Christian England. Missionaries were pretty active from time to time among the navvies, but usually only with sporadic and short-lived success. The most famous of these was Mrs. Garnett, who in the 1870s threw herself with energy into the navvy mission movement, an instinct for publicity causing her to start up the *Quarterly Letter to Navvies* which she kept going for more than thirty years. This satisfied a thirst for news among the navvies, as well as providing a vehicle for her own brand of moral exhortation. A list was carried of railway works in progress, which would help men looking for work, and later marriages, deaths and injuries were also recorded. Personal notices were published on payment of a shilling. Not surprisingly, the *Letter* was read more for these notices than for Mrs. Garnett's hellfire and brimstone.

A navvy custom much deplored by the missionaries was that of living with women not their wives. It was a hard life for such women, wives or not. 'All the year round the work went on, keeping house and bearing children in a hovel, and with perhaps a dozen lodgers to look after as well . . . The circumstances were all against a settled family life.' If a man had to find other work, he went off and his wife had to wait for him to send for her. She and her children could not expect to stay in the navvy hut for more than about three weeks, and it might take much longer for the man to find another job. After that she could only stay by attaching herself to a navvy working on the site; so she became the 'wife' of another. 'Marriage and the navvy life hardly went together.'

The Railway Navvies is a lively piece of social history. Full of anecdote, with copious examples of the racy language and customs of the men known to many as 'banditti'. It is also a story of courage and mighty labour. The railways they built remain their monument. 'Looking at their gigantic traces, the men of some future age might be found ready to say of the engineer and his workmen, that there were giants in those days.'

Above: *Making a cutting: soil had to be lifted up the sloping walls of the cutting and dumped at the sides. A rope, attached to the full barrow and to each man's belt, ran up the side of the cutting and then round a pulley at the top, where it was attached to a horse. The horse pulled man and barrow up a narrow plank. On the downward journey the man pulled the empty barrow behind him, while the horse kept the rope taut.* Below: *Another early picture of navvies taking a break in their work (Radio Times-Hulton Pictures).*

EMERGENT TRANSPORT PROBLEMS of COSTA RICA

by ELI OLIVER

ECONOMIC DEVELOPMENT OF COSTA Rica and its neighbouring Central American nations will complicate the transport situation in Costa Rica and may, in turn, be accelerated or retarded by availability of adequate and efficient transport. Even a brief survey of the existing situation permits a sketching of the outlines of the problems certain to confront the nation in the not too distant future.

It is to be anticipated that the development of this area will be rapid and extensive. Typical of the changes to be expected is the diversification of Costa Rican agriculture, which will both require and depend upon improved transportation in rural regions. Another major change is that the certain effect of the Central American Common Market will be to increase the flow of commodities both between and within the several countries and to require the improvement of transport facilities — rail, highway and coastwise.

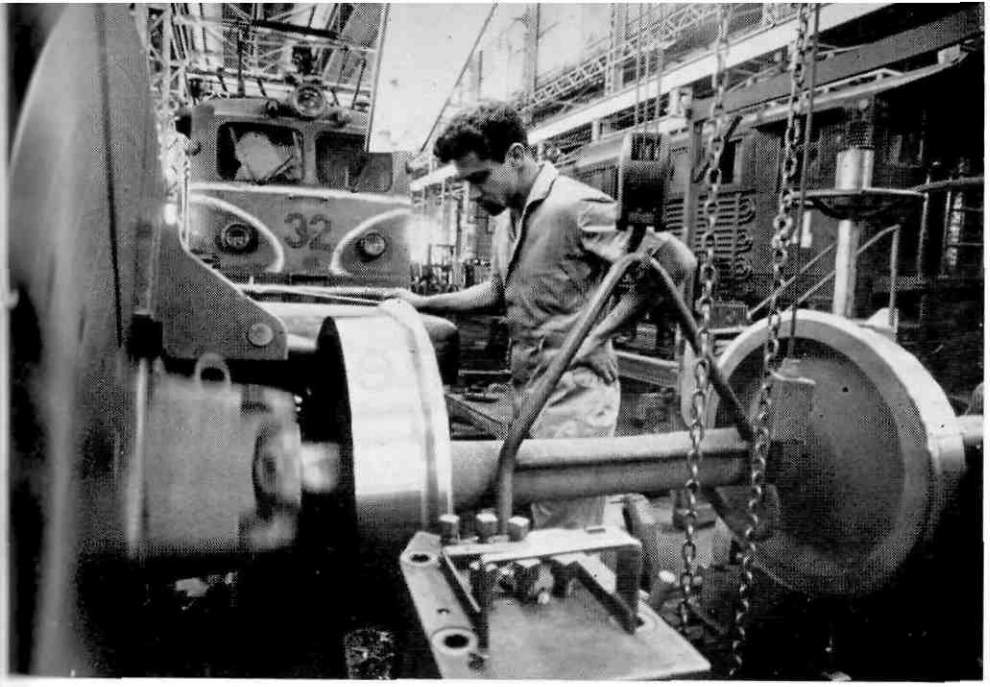
The core of existing transport media in Costa Rica is the Ferrocarril Electrico al Pacifico, the rail line connecting the capital, San Jose with the Pacific Coast port of Puntarenas, and serving over thirty intermediate stations. The railway is state-owned and is operated by an autonomous department. Under that management there is now not only the rail line, but also an aqueduct providing water for most of the towns along the line, and port facilities, including harbour vessels, at the Pacific Coast terminal. Though small, this is already a diversified transport system.

Another rail line, the Northern Railway, extends from San Jose to the Caribbean coast, with port and other terminal facilities at Limon. This railway is owned by the Costa Rica Railway Co., a British corporation, under a concession which provides that the line and all equipment will revert to the Costa Rican government on January 1, 1990. It was at one time leased to the Northern Railway Co., a wholly owned subsidiary of the United Fruit Co. Present relationships among the three corporations are not completely clear. Together the two rail lines provide transport services across Costa Rica almost midway between its northern and southern borders. An effort was made at one time to merge the two railways, but negotiations were unsuccessful.

From San Jose to Puntarenas there is now a highway, passable but in need of substantial improvements; those improvements are now under way. The highway connects the rail terminal cities, but diverges widely from the rail line, serving only a few of the stations intermediate between the terminals. The Interamerican Highway is in condition to carry heavy traffic from the Nicaraguan border to San Jose but south of San Jose is not yet in full use. It is to be expected that this highway will soon be available for a large volume of international traffic through all Central American nations.

International traffic will not only flow between San Jose and the larger cities of other Central American nations but will also branch out to other points along the highways and rail lines of Costa Rica, where commodities will be either received or delivered as a part of the international movement. It is equally probable that coastwise traffic originating in or destined to other Central American nations will move through the ports of Puntarenas and Limon.

Movement of this traffic, insofar as it may be handled by independent highway carriers, will require the establishment of new terminal and transfer facilities, new administrative organizations, and new installations for the repair of vehicles and structures. If the opening of improved highway routes results in such new highway transport



Left: *A Costa Rican railway workshop employee operates a machine to resurface engine wheels.* Below: *This narrow bridge on the Panamerican Highway between San Jose and San Ramon in Costa Rica only allows one vehicle at a time to cross. Road development and reconstruction is one of the most important prerequisites to Costa Rica's economic future.*

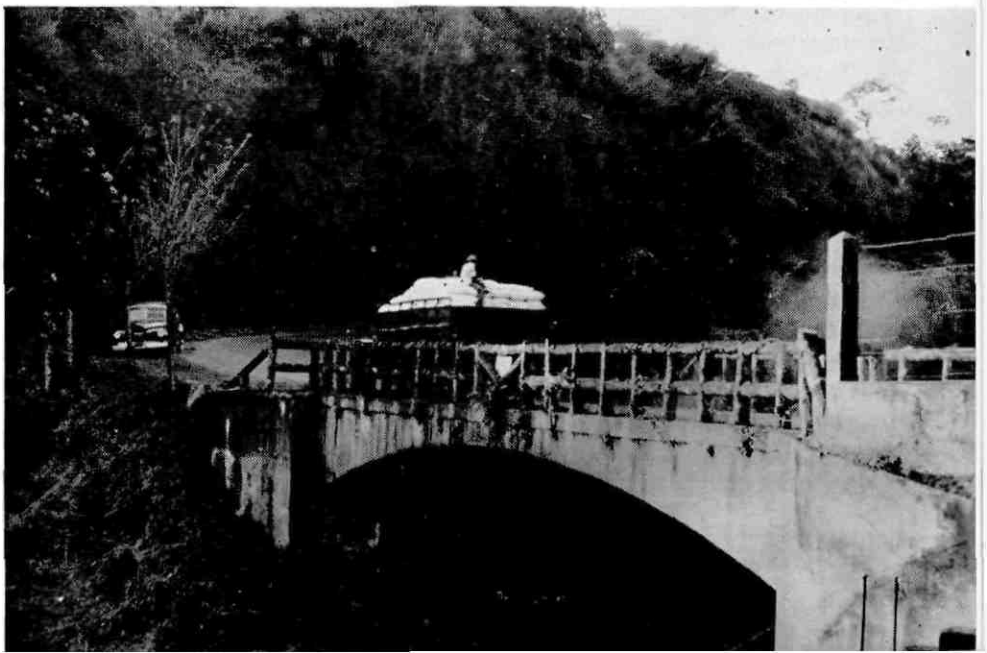
organizations, the result will assuredly be to divert from existing rail routes a large part of the traffic now being handled between rail terminals. That will not relieve the necessity for rail service to those stations not on the highways, and for other traffic in which rail service is preferable. Existing rail facilities will have to be maintained, the terminals and administrative organization will have to be continued, even though diminished traffic may force the reduction of employment and the adoption of lower standards of track, structure, and equipment maintenance. Impairment of service along the rail lines would be certain to result, even while the highway carriers are setting up facilities duplicating largely those already in existence at rail terminals. Competition between the rail lines and motor truck lines for traffic moving between points now on the rail lines will inevitably be wasteful and destructive, adversely affecting the entire program of economic development of the nation.

Alternative possibilities are clearly indicated by experience in the United States and Canada. Consolidation of end-to-end rail lines, such as the two now extending from San Jose to the Pacific and Caribbean coasts, has been a major feature of the past century in the United States. Despite regulatory opposition, originating in early mismanagement, many of the United States railroad lines have entered into the operation of other transport facilities, particularly motor truck or bus lines, but including also harbour facilities and pipelines.

More exactly analogous, the Canadian government has gone into transport on an extensive scale, to facilitate the complex development of its resources. The government owned Canadian National Railway is a transcontinental line created by linking up preexisting lines that were privately owned and by building new lines into undeveloped areas. The Canadian National has also developed highway transport facilities, both truck and bus, and operates a trans-continental air line as well as ship lines as parts of its total integrated transport system. A substantial part of air, rail, and water transport over the government-owned system is to and from points in the United States. The Canadian government owns, through this system, over 1500 miles of railway line in the United States.

To provide the best, most economical, and most efficient transport for its developing industries and growing population, the Costa Rican government might well consider the advisability of acquiring now the Northern Railway and setting up, to coordinate with rail operations, motor truck and bus lines to serve points not on the railway lines, as well as to take part of the traffic now handled by rail. Existing terminal and transfer facilities, for both passengers and freight, could serve rail, coastwise, and highway traffic. Employees, equipment, and structures now used in rail and car maintenance could be easily adapted and expanded to take care of maintenance of highway vehicles; the railway already has a force of automotive mechanics. Highway maintenance could be readily coordinated with other transport service. By such an integra-

(Continued on page 13)



Fixing the rate for the job

Eli L. Oliver, Economic Adviser to the United States railwaymen's organizations, who has reported in the preceding article on transport problems in Costa Rica, was commissioned by the Organization of American States last year to assist the National Railwaymen's Union of Costa Rica in carrying out a job evaluation study on the state owned railway, Ferrocarril Electrico al Pacifico. The assignment resulted from a request made by the Union through the ITF. Oliver's own remarks explain the nature of his task and the principles which guided him in carrying it out.

JOB EVALUATION STUDY may have one or more of several ultimate objectives. That undertaken on the Ferrocarril Electrico al Pacifico appears to have been requested by the employees primarily to provide a basis for establishing uniform compensation for jobs of similar content and just and reasonable relationships between the rates of pay for different jobs, not only in the same department but also, insofar as possible, between different sections and departments of the railway.

Although general wage increases often accompany the adjustment of wage rates and differentials, after job evaluation, that is not the purpose of job evaluation. It is a general principle, also, that reductions in wage rates paid to individual workers are to be avoided, even though those individuals may be receiving more than the rate appropriate to the classification in which their jobs are placed. The rate is preserved so long as the individual holds that job. When he is promoted, quits, retires, or dies, his successor in the job receives its standard rate.

Job evaluation, for the purpose of eliminating wage inequities, consists of several steps, which may be undertaken in different sequence. There must be a description of the work performed on each job to be evaluated, including statement of its responsibilities, hazards, skill, education, and experience requirements. There must be a hierarchical classification of jobs, based either on job descriptions, management judgement, or a combination of both. There must then be a determination of wage rates appropriate for each job classification, based on differing requirements, and measured from standards set up in each section of the enterprise, or for the enterprise as a whole.

Upon my arrival in San Jose on 29 September, I was supplied with various documents bearing upon the job evaluation study. Management officials were very co-operative and provided almost immediately upon my arrival annual reports of railway operations for the years 1961, 1962, 1963 and 1964, with a copy of the budget for the year 1965. I received also a copy of semi-monthly payrolls of August 1964 and 1965. I received, on 7 October, nearly eight hundred questionnaires that had been filled out by employees, and a bound copy of the provisional classification of jobs being studied, with textual descriptions of the duties and requirements of the various job classes . . .

The first step taken in the analysis of that material was to identify on the payroll each position for which a questionnaire had been received, and to list by job classification the rate now being paid to the incumbent of that position. . . .

For the specific purpose of the study, there remained several steps to be

taken by management and employee representatives.

The appropriate basic rate for each class of position represented on the railway is to be determined. This will require the acceptance of standard rates for certain classes in the various departments and sections and the subsequent determination of appropriate differentials from those standards for each of the other job classes. Insofar as possible, the appropriate relationship between standard classes in the several departments should also be determined.

From these basic rates in each classification, intraclass differentials — if there are to be any — should be determined. These, for example, may reflect such factors as length of service or variations in conditions between individual jobs or groups of jobs, such as climatic conditions, not contemplated in the general classification. It is to be recommended that such intraclass differentials be kept to a minimum, if they must be established, and that the basis for such as are established be clear and free from possibilities of misunderstanding or inequity.

Examination of the questionnaires and the payrolls made it clear that when job rates appropriate to each classification have been established, rates now being paid will be found to vary widely even among jobs provisionally assigned to the same class. Because of the natural and inescapable indefiniteness of replies to many of the questionnaires, those relating to jobs with the most variant rates should be re-examined, and further information secured, to make certain that their classification is proper. From examination of the questionnaires and the payrolls it appears probable that many individual jobs will require re-classification. This is in no way a criticism or reflection upon the persons who have made the provisional classification; it is a stage invariable and inescapable in the whole process of job evaluation. After such re-classification as further specific study indicates is necessary, the remaining jobs in each classification should be given the rate found appropriate for that classification, excepting that — as has been noted above — employees receiving above the rate should be continued at the rate now paid (a practice sometimes referred to as 'red-circling' their particular jobs). The rates on such jobs should be brought to the standard for their class when vacated by the incumbents.

The first requirements for completing the process of job evaluation is the establishment of a basic minimum wage for the entire railway. This minimum wage rate should be the same for women as for men. Those now paid below that rate should be brought up to the minimum, or to the rate found appropriate for their job class if that be higher. In a few instances it may be found desirable to establish subminimum individual rates, for such positions as Aguador (errand boy or water-boy), but these are justified only for temporary and under-age employees.

The next step is the recognition of standard jobs in the several departments or sections, for which uniform rates (in their various classifications) are to be established, and from which appropriate differentials for other classes are to be measured.

From data contained in the questionnaires, the index of occupational classes, and the payrolls, it is recommended that the minimum wage be fixed at Colones 1.70* per hour, throughout the railway. For purposes of expressing this wage in monthly rates, it is recommended that the month be standardized at 208 hours (4⅓ weeks of 48 hours). This standardization should be extended to all monthly rated positions on which payroll indications of hours paid for now vary up to at least 315 per month. In many instances the indicated hourly rate as shown on the current payroll is considerably lower for supervisory positions than for the positions supervised. For positions, especially those in offices, where the work week is actually less than 48 hours, for the purposes of standardization the difference should be considered as hours paid for.

*$1 = 6.66 Colones; £1 = 18.55 Colones.

Eli Oliver, Economic Advisor to the US railwaymen's organizations, consults with one of the officers of the Costa Rica National Railwaymen's Union.

In his report to the Railwaymen's Union, Oliver goes into detail on the rates which he considers should be established for each job on the railway. He also recommends a number of alterations in the system of job classification, designed to make the system simpler and fairer. He submitted his findings and recommendations to the Union both in writing and orally in the course of conferences at which discussions proved to be of great benefit in clarifying various issues.

(Continued from page 11)

tion of transport operations, the maximum in quantity and quality of service at a minimum of cost could be assured. Management of the Ferrocarril Electrico al Pacifico, with a record of efficient operation of its existing diverse facilities, would be able, with a minimum of added personnel and adaptation, to manage an integrated transport system covering the entire nation, and especially to develop through routes north and south, as well as east and west, through Costa Rica's central areas.

Round the world of labour

ICFTU women's rights charter

THE INTERNATIONAL CONFEDERATION of Free Trade Unions has published in booklet form the text of the Charter entitled 'The rights of working women', which was adopted at the confederation's Congress in July this year. The Preamble to the Charter states: 'Women's role in modern economic and social life has become more and more important, and is essential for the development of their country. The number of women now working outside their homes has increased considerably, particularly in non-agricultural areas. It is a trend to be found most in the highly industrialized countries, but it is also a feature of the developing countries.

'Through working, women develop their own personalities and individual abilities. Their problems should not in principle be separated from those of male workers. But women also face special problems, in that they are discriminated against and have various family responsibilities.

'Even in economically and socially advanced countries, while remarkable progress has been made, discrimination still exists. The principle of equal pay for work of equal value is not yet always fully implemented. Vocational education and training opportunities are more limited for women than for men, and access to certain professions and jobs is often blocked or discouraged. Moreover, there are often insufficient facilities to ease the burden for women workers who have commitments for home and family.

'In the developing countries, the problems which women workers have to face are in substance the same as in the industrial countries. But they are greatly aggravated by unemployment and underemployment. The extremely low wages and living standards which prevail generally impose upon the women workers particularly heavy burdens at home. Illiteracy is much more widespread among women than among men, since educational opportunities, even at the most elementary level, are often much more limited for girls than for boys. In addition vocational training and guidance are scarce or non-existent.'

The Charter itself, a programme of trade union aims on behalf of women workers, calls for equal opportunities for women to take up any job, and for the elimination of all forms of discrimination. This equality of opportunity should also extend to vocational training and general education, and to promotion prospects. The principle of equal pay should be recognized and implemented.

All women should be entitled to maternity protection at least as favourable as the minimum standards laid down in ILO Convention No. 103 and Recommendation No. 95, and women should also receive the protection from night work, underground work, heavy or unhealthy work provided for in other Conventions.

On the employment of women with family responsibilities, the Charter says this: 'Every effort should be made to create the conditions which will enable women with family responsibilities to make an effective choice as to whether they go out to work or remain at home . . . Their special needs should also be met by setting up creches, child care services, home help services and other facilities.

* * * *

NUS 'rep' experiment a success

The British National Union of Seamen's shipboard representatives scheme (reported in ITF Newsletter Nos. 14 and 15, 1965) is showing encouraging results in its present experimental stage. The scheme is being tried out on 11 ships: four passenger vessels, two general cargo ships, three bulk carriers and two tankers, belonging to 10 companies.

The representatives are crew members elected by the crews to represent the various departments on board. Their job is to provide an effective link between the Union and the men, advising them, keeping them informed on Union and industrial affairs, encouraging interest in the Union and participation in its activities, and to assist in the settlement of grievances.

Twenty-three representatives have been elected on the eleven trial ships, since the *Empress of England* sailed from Liverpool on 20 July last year with the NUS's first liaison men on board. Reports coming into NUS headquarters promise that the scheme will be a success. The British Officers' Association (MNAOA) has assisted in obtaining the cooperation of officers on board to give it the best possible chance of succeeding. If the experiment leads to the establishment of a permanent system of union liaison men on board British merchant vessels, it will be a great feather in the cap of the NUS who raised the question over and over again in previous negotiations, only to meet with opposition from the owners.

* * * *

Modern flight instruments inefficient

A SENIOR PILOT of British European Airways, addressing the recent annual symposium of the British Airline Pilots' Association, claimed that crews of jet airliners were having to operate with questionable flight instruments. He suggested that flying was not as safe as it was by virtue of perfect instrumentation, but rather because the human being was adaptable. 'Confinement of the instruments, he said, has led to miniaturization. The smallness of some of these instruments has reached almost the ridiculous stage, where they cannot be read with accuracy at a glance.'

Two pilots rule extended in Britain

WITH THE OBJECT OF INCREASING the safety level of public transport, an amendment to the Air Navigation Order, which comes into force on 1 January 1966, requires the employment of two pilots in public transport aircraft weighing 12,500 lb. or more. Previously the requirement applied only to aircraft weighing 22,500 lb. or more.

The Ministry of Aviation explain that the new requirement is mainly to guard against the possibility of one pilot on his own becoming overloaded beyond his capacity in difficult circumstances, the problem of overloading having been accentuated by the increased tempo of communication and navigational activity in much of the world's airspace and by the growing complexity and speed of modern aircraft.

* * * *

Bus drivers are worth more

THE SWEDISH STATE Railway's buses serve to complete the national transport system in less densely populated areas, and in some cases have replaced trains where railway services are no longer profitable. The railway buses are a vital link in the national communications system and as such are of considerable importance to the national economy. Yet the drivers who keep the buses running are not being paid a decent wage. Their rates of pay lag well behind those enjoyed by other workers in Sweden.

The argument is often heard that improvements in productivity such as can be achieved in the factory are not possible in the bus driver's job. There is no real foundation to this, for a bus driver has to handle vehicles of ever increasing size and material value and he is responsible for the lives of ever larger numbers of passengers. His job gets more and more difficult as the density of traffic on the roads increases. The transport enterprises are constantly seeking to use their labour more effectively, and increases in the size and capacity of vehicles are not the only means by which they try to achieve this. They have to use the buses as economically as possible, and so buses which at one time were used constantly on one particular route are now used on a series of different routes. This makes increased demands on the driver, who now has several timetables to keep to and must know several routes.

The driver's duties are many and varied. He is the bus company's link with the public, he sells tickets, takes money and gives change, empties letter boxes, takes on parcels, gives information; he must have a thorough knowledge of the locality in which he drives and of the whole bus and railway network.

The Swedish Railwaymen's Union is of the opinion that if the Railway is to continue to run its bus system and is to recruit the personnel it needs to meet these exacting demands, it must offer much better rates of pay and provide systematic training facilities which would confer on drivers a status commensurate with their responsibilities.

* * * *

Radar-assisted ships in collision

FIGURES SHOW that collisions in fog, where at least one of the ships involved carried radar, have decreased over the past five years in the English Channel and the North Sea. The peak of 1.5 per fog-day in 1960 fell to just under 1 in 1964. But on the other hand the rate of collisions (where one ship at least carried radar) overall increased from 11 ships in 1953 to something like 70 in 1963. The sharp increase in these figures may be explained by the fact that few ships were fitted with radar in 1953.

British experts who have analyzed a number of collisions which occurred in spite of the use of radar have found that in no case was the collision due to a technical fault in the radar itself. The fault lay rather in incorrect interpretation of the radar indications. A hasty and inaccurate decision based on too early an assessment of the radar data was the cause of many such collisions.

It has been suggested that some simple form of computer could be used, which would give the navigator exactly the information he really needs: how close the ship is which he can see on his radar screen and what her course and speed are. These are not things the radar screen will tell him; he must deduce them himself from the radar information.

* * * *

Brighter future for US railways

PRESIDENT JOHNSON recently signed a bill granting federal aid for experiments and research in the development of faster transport by land in the United States. The new High Speed Ground Transportation Act is aimed primarily at securing faster rail passenger travel, particularly in the 'Northeast Corridor' between Washington, New York and Boston. The President said that intercity travel in the US had more than doubled in 15 years and that by 1985 the population would have increased by some 75 million. Means of moving travellers faster and in greater safety and comfort must be found, and the new bill was a first step towards achieving that objective. He also said that he wanted to see expansion, not contraction of rail passenger services and insisted that there was no reason why the railways could not build up more passenger traffic and make it profitable.

* * * *

RLEA aids South Vietnam rail union

THE US RAILWAY LABOR Executives' Association has announced it is sending office reproducing equipment to the Vietnamese Federation of Railway Workers to help the latter maintain good communications with its members. This was decided when a group of South Vietnamese trade union leaders visited the Railway Labor Building in Washington.

* * * *

ITF training courses in Venezuela

TWO TRAINING COURSES in trade union organization are being held in Venezuela in January and February. The courses are sponsored jointly by the ITF and its Venezuelan affiliate, FEDETRANSPORTE. The national centre, CTV, will provide technical assistance. The training locations are Caracas and Barquisimeto.

World Bank loan to EAR & H

THE WORLD BANK has made a loan equivalent to $38 million to assist in financing a modernization and expansion programme being carried out by the East African Railways and Harbours Administration (EAR & H). EAR & H operates railway lines serving Kenya, Uganda and Tanzania, road transport and lake transport services which feed the rail network, and Indian Ocean ports which clear the entire overseas trade of all three countries. A Bank loan of $24 million ten years ago assisted an earlier improvement programme.

The basic aim of the current programme is to modernize the locomotive and wagon fleets; to renew and strengthen important sections of main line; and to enlarge the capacity of the ports at Mombasa and Dar-es-Salaam to service ships and handle cargo. By improving its operating efficiency, EAR & H will be able to accommodate the growing traffic throughout East Africa.

EAR & H is owned jointly by Kenya, Tanzania and Uganda and functions under the broad direction and control of the East African Common Services Authority, an intergovernmental body which includes the Presidents of Kenya and Tanzania and the Prime Minister of Uganda. EAR & H is the largest undertaking in East Africa, employing 45,000 people. The facilities it operates fall into two categories. Inland facilities comprise a main railway line serving Kenya and Uganda; another one serving the Tanganyika part of Tanzania; a rail link between the two; and lake and road transport services which feed traffic to and from the network. Port facilities consist of Indian Ocean ports in Kenya and Tanzania. The main ports, Mombasa, Dar-es-Salaam and Tanga, are all reached by the rail lines; an important secondary port, Mtwara, is accessible by road only.

The EAR & H railways carry the bulk of East Africa's exports and imports, and most of the internal trade in food grains, building materials and manufactures to and from the cities and towns of the region. Efficient rail transport is thus vital to the good functioning and growth of the East African economy. In the past five years, railway goods traffic has been increasing by 3 per cent annually, caused principally by growing exports from the productive regions of the interior reached by the EAR & H lines, higher consumption of petroleum products, food, materials and supplies throughout East Africa.

Port traffic is also expanding. The movements of cargo through EAR & H ports increased 6 per cent annually from 1958 to 1964. As the entire overseas trade of East Africa moves through these ports, it is essential that they be kept in good condition, provided with adequate berths, and equipped with modern facilities.

The estimated cost of the programme over the three-year period 1965-67 is equivalent to some $75 million. The World Bank loan will cover more than three-quarters of the required foreign exchange and will be used mainly to pay for imported freight cars, shop and maintenance-of-way equipment, road transport vehicles and lake craft, cargo-handling equipment for the ports, and harbour craft. A British government loan of about £3,150,000 will be used for the purchase of British-made diesel locomotives. The EAR & H will meet the local currency costs and any remaining foreign exchange requirements from its own resources.

* * * *

From communist dictatorship towards democracy

The International Centre of Free Trade Unionists in Exile, which represents workers from East European countries living in exile in the free European countries, has brought together sociologists, economists, trade unionists and specialists on the subject to make an objective analysis of the situation in central and eastern Europe and to compile a constructive 'programme for the restoration of democratic freedom and social justice' in these countries.

The result of their work has served as a basis for an ICFTUE publication entitled *From Communist Dictatorship to Democracy — A Free Trade Union Programme for Central and Eastern European countries.* (Published by: Centre International des Syndicalistes Libres en exil, 198, Avenue du Maine, Paris 14e, France.)

Whether the communist authorities like it or not, the ICFTUE programme explains, the individual must have the right to express his opinions freely, to develop his personality, skills and interests and have the right to organize, in order to promote collectively his political, economic and social concepts and to be represented in all these fields: in the legislative organs, free trade unions and in a multi-party system. Workers must sooner or later regain the right to organize trade unions of their own choice — true workers' organizations — to elect their own representatives to administrative and political bodies of the state or ruling party as well as the right to bargain collectively or benefit from the right to strike. They should no longer be deprived of these essential rights under the pretext that 'since the means of production are publicly owned, the workers are the proprietors and therefore cannot raise any claims against their employer as these would be claim against themselves'.

The ICFTUE programme recognizes the existence of social services introduced or enlarged by communist regimes but emphasizes that there are too many gaps in these services which cannot be effectively filled without consultation with the workers. 'Free medical service must become a comprehensive social health scheme. Housing should become a social service for all those who need it, but at the same time the rights of owner-occupiers should be respected. Social security schemes should involve old-age pensions for all, expanded maternity benefits and family allowances. In addition, since no economic system can provide valid safeguards against temporary loss of jobs,

adequate unemployment benefits based on the principle of 'work or maintenance' should be introduced. The aim should be not only to ensure equality of treatment but also, and above all, to abolish poverty.' In order to restore the freedom to learn and to teach without the artificial limitations of an established dogma and ideological monopoly, autonomy should be restored to the universities. 'We believe', the programme states, 'that the system in which public ownership of the means of production predominates will be accepted as a permanent solution in the countries of central and eastern Europe.' At the same time, the right of private ownership should be guaranteed in principle. The needs of this region of Europe require the establishment of a mixed and multi-sector economy using to the best advantage the facilities of the market, protecting the right to private property within limits, gradually developing the creation of production and sales cooperatives in agriculture; full employment, maximum social progress, and equitable distribution of the national income, joint consultations on all levels between workers and management. Also essential are the modernization of means of production and increasing economic cooperation between all countries of central and eastern Europe. Fruitful but free economic relations with the Soviet Union could help to accelerate the internal development of these countries and pave the way to the establishment of political relations based on the principle of non-interference and mutual respect.

The free trade unions are convinced that the workers living behind the Iron Curtain still have faith in the possibility of a truly progressive future. They want to prove, through drawing up an explicit and constructive document, that much is still possible to achieve and that the abolition of communist dictatorships would not mean a return to industrial capitalism or to a semi-feudal agricultural system but the achievement of the workers' original social and democratic aspirations.

Profile

Thomas W. Gleason, President of the International Longshoremen's Association of America.

THOMAS W. GLEASON is a name which frequently hits the headlines in the United States. And the name is well known internationally, particularly to us in the ITF. Last August at the Copenhagen Congress America's top dock labour leader was elected as a dockers' member on the International Fair Practices Committee, where he participates in the work of planning action against flag-of-convenience shipping. Immediately Congress was over, we were to see him lend further vital assistance to the ITF. After a long drawn out dispute with the Grancolombiana Shipping Company, Colombian seafarers had with ITF help succeded in getting their employer to the negotiating table. The agreement subsequently concluded was in large measure due to Gleason's participation in the negotiations

Gleason has long been acknowledged to be one of his own country's most dynamic and forward-looking trade union leaders. Last year he was able to look back on half a century in the docks, most of this time in union work.

He was born on 8 November 1900, the oldest of 13 children, in one of the humbler areas of New York. At the age of 15 he went to work beside his father on the West Side piers. His father and grandfather, immigrants from Tipperary, Ireland, were dockers too. He saw conditions on the docks which made him determined to 'do something to bring dignity and self respect to the longshoremen'.

At the age of 19 he joined the ILA and went to work in a number of jobs — checker, billing clerk, longshoreman, winch driver, truck loader and timekeeper.

By 1932 he had risen to dock superintendent, but was blacklisted by stevedoring companies and shipping lines for his trade union activities. Barred from the docks, he supported his wife and three small children pushing a barrow in a sugar factory during the day and selling frankfurters on Coney Island at night.

When Franklin D. Roosevelt's New Deal promised a better future for the working men and legal recognition for the unions, Gleason was able to return to the docks and resume his trade union activities. He soon became President of Local 1, the largest checkers' local in the ILA. In 1947 he became full-time organizer for the union and won a large following among the men on the docks by his courageous fight for better wages and working conditions. Four years later he became Executive Vice President and he then had the job of negotiating with waterfront employers. He was elected President of the ILA in 1963.

Last year he was presented with the New York Union Label Award of merit for his outstanding services in the trade union field. He is a member of President Johnson's Maritime Advisory Committee and of the New York City Council on Port Development and Promotion.

As the able leader of 116,000 dock workers in ports along the Atlantic and Gulf Coasts, on the major rivers, on the Great Lakes and in Canada, Thomas Gleason is a trade unionist of stature and distinction both in his own country and within the ITF.

SAFETY ON THE DOCKS

The pictures were taken during an accident prevention course at the Surrey Commercial docks, Port of London. Above: *the correct way to up-end and lower a drum.* Below: *the right way to carry a container with handles.*

When the Port of London Authority stepped up its efforts to prevent accidents on the docks, it soon found that the most important thing was to train workers to know the most frequent causes of accidents and to do their work in such a way that these would be avoided. Workplaces should always be kept tidy, for example, and they should learn the correct ways of lifting and carrying heavy objects.

The PLA first sent a member of the General Manager's staff to attend a course arranged by the British Royal Society for the Prevention of Accidents, and as a result of the experience gained two main measures were introduced to further the safety drive.

First a small coordinating committee was set up to advise management on policy matters and to be responsible for encouraging and maintaining interest in accident prevention activities. The members of this Committee also attended Royal Society courses.

Secondly an accident prevention officer was appointed for each dock. These officers, who also attended courses, are now the chairmen of their respective dock accident prevention committees.

The dock committees were to consist of representatives of the traffic officers' and foremen's grades and of

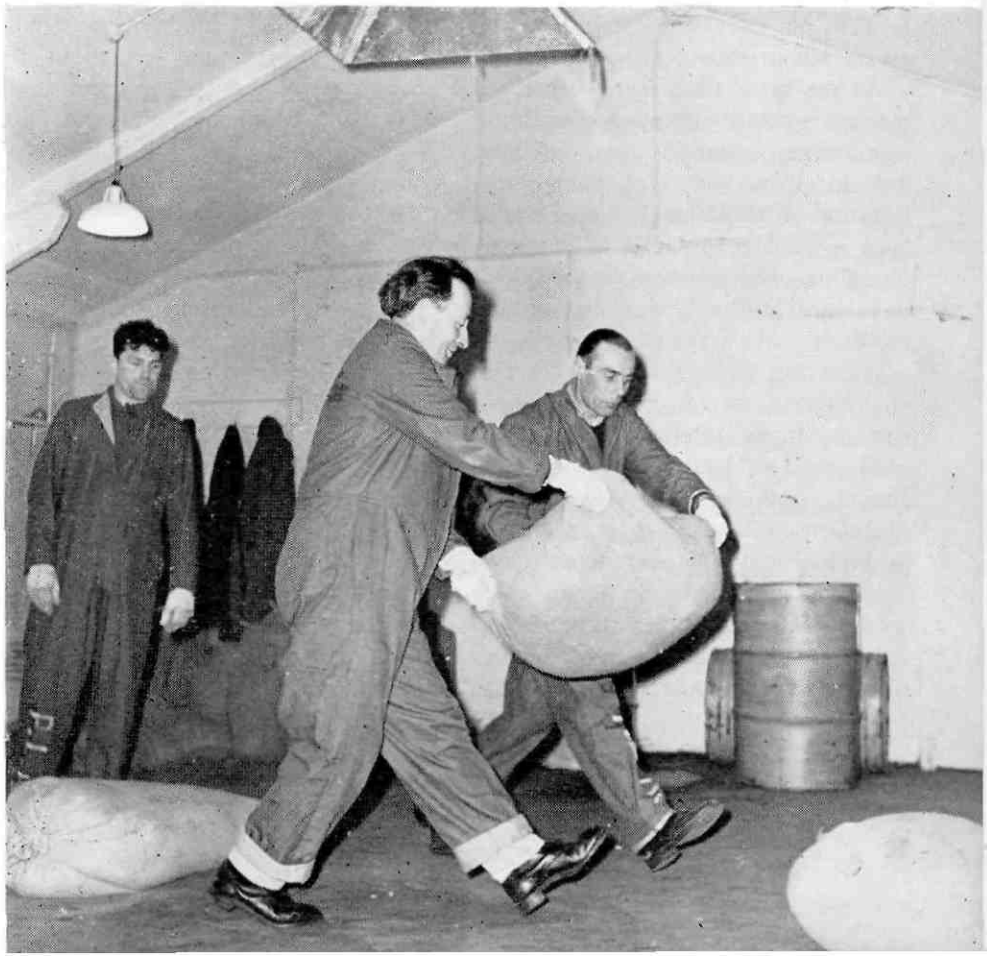
the labour staff, and were to meet monthly. Their functions were to examine the nature of all accidents involving personal injury, to consider statistics and to foster and maintain an interest in 'good housekeeping', i.e. keeping workplaces and working areas tidy — a very important part of accident prevention.

The co-ordinating committee soon realized that the first essential was training, and therefore organized courses at head office for all executive grades in the Operating and Engineering Departments, as well as working out the content of courses to be run at all docks for the foremen and permanent labourers.

One permanent labourer was sent for training at an industrial welfare college, where he received instruction from an expert in kinetics (the science of manual lifting and handling). This expert then came to London with his newly trained assistant and passed on his knowledge to 17 volunteer permanent labourers and one foreman quay ganger who were to be trained as instructors.

From here the effort snowballed. The trainees returned to their docks and are now training others. Courses have been running in all of London's docks since the beginning of 1965.

Foremen in the docks undergo a one-day course; permanent labourers' courses last for two days and include lectures and films to demonstrate the correct ways of lifting and handling, showing how to avoid using the back when lifting, which has in the past been one of the main causes of injury, and how to use the leg muscles instead. About six hours each day is spent putting into practice the methods demonstrated, and the students quickly grasp the underlying principles, proving for themselves that the old ways are not necessarily the best ways. The courses conclude with an opportunity for questions to be answered by a panel of officers who are also anxious to note any suggestions by the men themselves which would contribute to safety in the port.



Above: *the correct way to up-end and lower a packing case.* Below: *carrying and stacking bags with the minimum of effort (Photos reproduced by courtesy of the Port of London Authority).*

THE AMERICAN INSTITUTE FOR FREE LABOUR DEVELOPMENT

FOUNDED BY THE AFL-CIO in 1962 and backed by the US Government and by US firms with area interests, the American Institute for Free Labour Development (AIFLD) represents a unified attempt by the US labour movement to share its experience and resources with the democratic trade unions of Latin America and the Caribbean. The Institute helps by training labour leaders and sponsoring co-operative housing and other social projects for union members.

Such help is particularly vital at the moment in view of the growing awareness of Latin American unionists that workers in other countries have been making real gains in income, job security and status. Such awareness has resulted in increasingly frequent and severe labour-management conflicts.

At the same time many other elements are contributing to labour unrest —monetary instability and inflation, deficient living standards, uneven distribution of the national income and of land ownership, obstacles to free trade unionism, unemployment as a result of imbalance in the labour market and rigidities in the wage structure.

It is true that the vastly different environments in which North American and Latin American trade unions have evolved have given them dissimilar outlooks and methods of operation. For the most part, for example, Latin American unions developed in a semifeudal society in which social gains could be accomplished only through political activity. Collective bargaining under such conditions was relatively fruitless.

On the other hand many of the problems faced are similar though differing in degree. Unemployment and underemployment exist concurrently with a shortage of skilled workers, a situation irritated by automation and population growth, greater in Latin America than in any other continent.

Ample and inclusive labour codes have been adopted in most American countries but their enforcement is only effective for certain establishments such as manufacturing firms of a specified size, mining and petroleum operations and commercial plants. Most of the economies are not yet sufficiently developed to afford the full cost of these relatively advanced labour practices.

On the other hand there is a relatively high degree of unionization in many Latin American countries, particularly in those of southernmost South America. Organization is high in the extractive industries, in transport, power and communications and also, in some countries, in white-collar (particularly government) employment.

Principal aim

The Institute's principal aim is to buttress democracy in Latin America through free and strong labour unions and it expects to accomplish this by helping raise the living standards of the Latin American union member and by increasing the bargaining and administrative effectiveness of his leaders.

Early in its formation, the AIFLD's founders decided to involve business and government, both US and Latin American, and this decision has been adhered to. Nevertheless, though it has the support of all groups, the Institute remains under the complete supervision and guidance of the labour movement. The bulk of its support is derived from AFL-CIO loans and contributions and grants and contracts from the Agency for International Development (AID). Various foundations and the Institute's business members have also contributed.

The close relationship existing between unions and governments in so many Latin American countries, combined with the lack of education of most rank-and-file members, has made many unions so dependent upon their leaders that union democracy is, in fact, difficult to achieve.

In addition, union leaders lack experience in sustained contract administration, union income is irregular and union organization inefficient. In some countries laws require union leaders to work in the bargaining unit they represent, thus limiting the mobility of the leadership cadre.

By training their potential leaders, the Institute hopes to strengthen the free labour movements of Latin America and with this in mind the AIFLD lays great stress on instruction in trade union administration and collective bargaining.

Training activities

AIFLD training activities began in 1962 with a school in Washington, D.C., which now offers 10 weeks of advanced instruction in union leadership and administration, with students including selected graduates of the AIFLD's local seminars and national resident centres held in Latin America, as well as potential leaders from countries in which the Institute does not conduct on-the-spot training.

The teaching staff consists of full and part-time instructors, including guest lecturers from the AFL-CIO, the US Government and other organizations,

The ITF frequently participates in the AIFLD's educational activities. This picture was taken at a joint ITF/AIFLD seminar held in Lima, Peru.

and students continue their study of subjects taught at the national and local schools with the addition of surveys of government institutions, labour movements and labour economics and the economic problems of industry and agriculture.

Most students spend the entire ten-week period in the United States but some spend their time abroad in classes and on field trips organized in co-operation with sources in Israel, Italy and West Germany.

Resident courses of from six to 12 weeks are also offered in national training centres (in co-operation with local trade union organizations) in 14 Latin American and Caribbean countries. By the end of 1964 such centres had graduated 1,600 students.

The staff of each centre determines its curriculum with the assistance of its board of directors on which local labour is represented. Typical subjects studied include local labour laws, the structure and function of the appropriate Labour Ministry, social security and economic development, industrial relations and the dangers confronting democratic trade unions from communist and other totalitarian systems. During the courses the students also have an opportunity to learn more about such international organizations as ORIT and the ILO.

The courses demand no educational prerequisites for attendance, for the chief need is the quality which goes to make a leader. Classes are taught by members of the Institute's staff (including a travelling expert in the international labour movement), by teachers from local schools and by experts from the local labour movement.

By far the largest number of unionists are reached through short-term conferences and seminars held for individual unions in nearly every Latin American and Caribbean country.

Of the more than 20,000 trained by the AIFLD in all its programmes during 1964, 14,000 were students at *ad hoc* informal seminars. Another 4,400 attended formal courses having a curriculum designed for repeated use.

In Colombia, where one of the first education programmes began, almost 6,000 union members have been trained and successes have also been achieved in Bolivia (2,168) and Brazil (1,570).

Social projects

An important branch of the Institute is its social projects department.

It was in its early days that the Institute adopted a suggestion that it add a programme for housing and other union-sponsored social projects aimed at strengthening the unions in Latin America by providing, through them, material benefits their members would not otherwise receive.

Today projects are scheduled for all major Latin American countries excepting Cuba, Haiti and Paraguay. The projects will require about $100

million in loans and, at the unions' request, most of these are for co-operative housing for union members.

It is currently estimated that there are 90 million people in Latin America in need of decent housing, a number which is growing with the steadily increasing population.

Besides housing the Institute projects also include credit facilities, the establishment of producers' and consumers' co-operatives, as well as medical services and campesino service centres.

The project department's staff act mainly as brokers, investigating prospective projects and, where feasible, seeking loans from local and then from international financial organizations, as well as from AFL-CIO affiliated unions.

Approximately $96 million is currently available to the AIFLD and about 69 per cent of this comes from the pension and welfare funds of AFL-CIO affiliated unions. This amounts to 26 per cent of the total that AID is authorised to guarantee for housing in Latin America.

In some countries, the low level of income and savings and the weakness of worker organizations have necessitated an intermediate project stage. In Peru, for example, a workers' savings bank was formed to set the stage for future housing projects and, in Peru and Colombia, alliances have been negotiated between otherwise autonomous unions and federations to gain the benefit of a larger number of participants. These alliances, formed to make housing and other projects attainable, may also provide institutional strength and unity to weak Latin American labour movements. In addition the Institute's requiring that unionists participating in its projects, form co-operatives, may also result in a more cohesive union membership.

With regard to the selection and distribution of projects, both are influenced by the objectives of the AIFLD as well as by the ability of local union members to support a project.

In Northeast Brazil, for example, where Communist-inspired Peasant Leagues have been active, the Institute is establishing a rural development programme to counteract Communist work among the peasants.

The growth of the AIFLD's education programme indicates a good initial success, for at the commencement of the programme there was a feeling, both in the United States and in Latin America, that the Institute's coalition of government, business and labour might create problems. In fact the education programme has gained such wide acceptance that it is becoming increasingly difficult to keep up with the demands of local labour movements.

Impact projects

Recognizing that, as regards finished projects, the social programme (with only two housing projects completed and one under construction) is really only just getting started and realizing the disheartening effect of ostensible inactivity while projects are being processed, the Institute looked for interim projects. The search did not take long for at its November 1964 meeting the Executive Council of the AFL-CIO created a $50,000 fund for 'impact' projects and in January last the AIFLD established a community services department which could concentrate on the social aspects of the housing projects and administer the 'impact' programmes.

Some 16 impact projects have now been launched including union-sponsored consumer and producer co-operatives, earthquake and famine relief and community improvements.

The new department provides technical assistance and interest-free loans in local currency with occasional grants, while local union members contribute labour.

The department's long-range goal is the simple but effective one of assisting Latin American unions in the formation of community services which will commit the unions to active participation in community activities.

It must be recognized, however, that the Institute alone cannot solve the Latin American housing problem or even that of union members. The portion of the Latin American trade union population to be housed by Institute programmes — at a conservative estimate of four people a family — is judged to be 0.5 per cent. Only if the AIFLD programme succeeds in serving as a catalyst for the development of massive local self-help efforts can it make a significant improvement in the housing of Latin American labour.

In spite of the difficulties the Institute is undoubtedly making substantial progress. So much so that the AFL-CIO has shown its satisfaction with the Institute's work by modelling its African programme on the same lines. An imitation which, even in Latin American labour circles, is readily accepted as a high form of flattery.

A seminar organized jointly by the ITF and the AIFLD in Curitiba, Brazil.

What's new in transport?

Electronic 'back seat driver'

AN ELECTRONIC 'BACK SEAT DRIVER' which gives motorists an automatic spoken warning of road dangers ahead has been produced by the Ford Motors group. Its name at present is 'Ma-in-law'. It works through the car radio which, even when it is turned off, automatically picks up electronic police signals. When the radio is turned on the programme is momentarily interrupted. A company safety officer said that spoken road signals are becoming necessary because the driver's vision is over-saturated with traffic lights, roadside discs, warning and direction panels, and arrows and barrier lines on the road itself. It is often difficult to identify the traffic signals among the advertising hoardings and signs and the shop lights. Confusion and the resulting fatigue help cause many accidents.

The British Road Research Laboratory has developed 'talking' electronic road signs. Spoken warning messages are fed into a cable built in the road surface and picked up by a receiver or modified radio in the car.

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Automatic service station

A SELF-SERVICE petrol pump system has recently been introduced in Stockholm by Swedish Shell. It works not with coins but with 10 kr. notes, which are placed horizontally under a transparent plastic slide. The customer chooses his brand of petrol, presses a button and receives his receipt, whilst the appropriate pump automatically fills his tank with 10 kr. worth of petrol.

A photographic cell tests the banknote, rejecting notes of a different value or forged notes. An electronic memory registers the fact that the customer has paid the correct amount, then transmits an impulse to the pump supplying the chosen fuel. While the tank is filling, the pump indicates to the memory the amount of petrol going out, and the flow is stopped automatically when the quantity paid for has been discharged.

A number of customers can fill their tanks at the same time, and if necessary the pumps can be converted to manual control very simply and quickly.

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Man-made snow clears fog

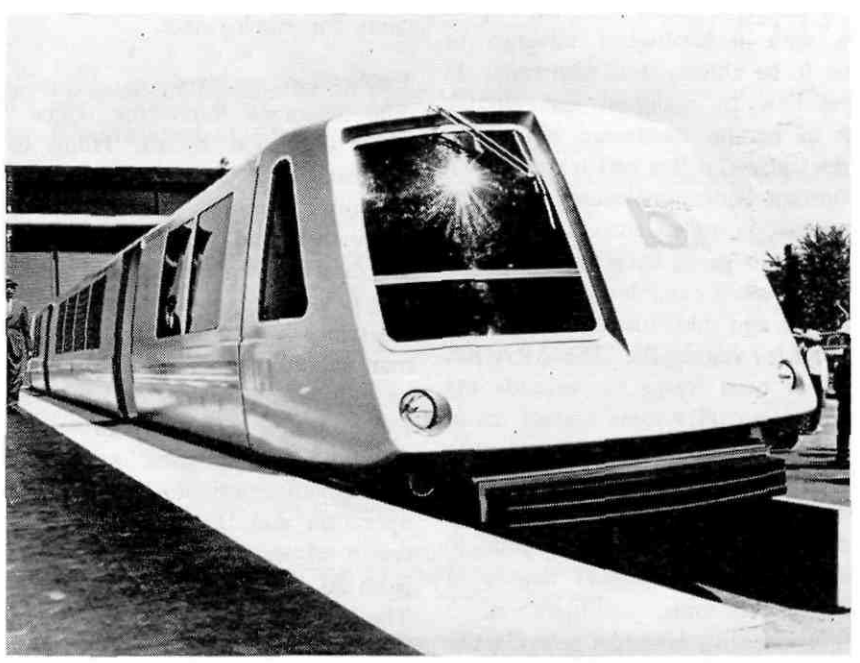
An experiment in fog dispersal was carried out early this winter at Oslo Airport, Norway. When fog had become so thick that aircraft were unable to land, a plane loaded with ice was flown over the airport. The ice was dropped in powdered form, producing an artificial snowfall almost immediately. The fog thickened at first, as experts had expected, and then cleared noticeably. In just over an hour planes were able to land.

Meteorologists described the results of the experiment as encouraging. It will be repeated when conditions are again favourable.

* * * *

Traffic control by computer for New York

THE CITY TRAFFIC DEPARTMENT of New York is to install ten specially designed computers to control traffic lights at thousands of intersections in Manhattan, Bronx, Brooklyn and Queens. Programmed to set traffic lights for optimum traffic flow, they will be linked to detectors and remote controllers by 3,500 miles of private telex lines. They will also be equipped with radar and sonar sensing devices. The first two computers will be supplied in May, the others will be delivered at the rate of one a month.



THE PROTOTYPE *of a new high-speed commuter train was recently put on show in San Francisco, California, designed to woo motorists off the congested city streets. Built to travel underground and above, the train incorporates a number of luxury features in interior design. Wide, foam-upholstered seats allowing plenty of elbow room, wall-to-wall carpeting, glare-free lighting and panoramic-view windows, tinted against the sun, are some of the design features which, it is claimed, put the new train in the luxury air travel class.*

Electronic navigation boosts fish catches

THE INSTALLATION OF SIX Decca Navigator transmitting stations on the Norwegian coast spotlights the steady spread of electronic navigational aids during post-war years. Today 19 chains of such stations are now operating on coastlines in various parts of the world, and some 11,000 vessels are equipped to use them. At first merchant shipping was mainly concerned, but the advantages to the world's fishing industries of these navigational aids soon became apparent.

The fisherman has always been able to find his own way to the fishing grounds, but the use of an aid such as the Decca Navigator system can help him to get the best out of his fishing. Trawlers, for instance, when on the fishing grounds make about six hauls each day. Clearly they want each haul to be good and profitable, so means of holding the vessel over good fishing grounds is therefore of direct remunerative value. It will assist in achieving good hauls if the fish are there, and possibly also permit more frequent hauls to be made.

But there are other important economic advantages as well to be derived from an intelligent use of the system, such as the ability to avoid known wrecks or rocks which might tangle valuable gear.

Also pinpoint positions save much time in reaching the fishing grounds and subsequent return to land catches. Exact courses can be steered and accurate landfalls made by a regular and quite simple check of the Decometer readings. This simple operation also enables the trawler to cover the fishing grounds very thoroughly, not leaving any spot untouched or going over the same place twice. Any specially profitable area can be plotted with full accuracy and the vessel can be taken back to the same locality again and again with great precision.

Another aspect is that of national fishing limits. They can only be effectively established by electronic navigation aids in international areas. Further agreements about certain sharply defined grounds may be made in order to preserve young fish on spawning grounds, or grounds may be reserved for certain types of fishing gear. By the use of an electronic navigation system, high accuracy is established so that there will be less congestion in areas where various forms of fishing threaten to interfere with one another, and it will be easier to agree on the supervision of fishing grounds and the establishment of indisputable common reference positions when policing the seas.

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Union runs advanced courses for radio officers

IN AN ILO REPORT ON RETRAINING in the United States*, an account is given of advanced training courses for radio operators provided by the ITF-affiliated American Radio Association at two Technology Institutes for Maritime Electronics in New York and San Francisco. The union is convinced that all its members ought to be kept up to date with technological advance in order to be able to deal with radar, to know how to maintain test circuits and to handle electronic equipment competently. To this end it carries out a constant educational campaign. The union has, however, encountered some resistance to 'going back to school', not least because a candidate must use his own time and substitute boardinghouse or hotel for family life. The ARA has therefore been trying to persuade the employers to offer some sort of maintenance allowance as an inducement to undergo retraining. The establishment by the union of a preferential placement list giving priority for jobs to operators with the higher degree of skills is also under consideration. A further incentive is that a new classification, 'radio and electronic officer', can be obtained by undergoing retraining, and this carries with it a 5% salary increase.

The curriculum of both the institutes includes instruction in the fundamentals of electronics and receivers, radio transmitters and special circuits, and radar and direction-finders. Each resident class runs daily from 9 a.m. to 4 p.m. for one month. With maximum enrolment of twelve, instruction is highly individual. In view of the great differences in the students' background and ability, portions of the subject matter may be elementary for some, difficult for others. The men are matched so that they can work at a comparable pace.

**International Labour Review, November 1965*

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New Zealand enters deep-sea fishing

WITHIN TWO YEARS New Zealand will make a big start in the deep-sea fishing industry field with ocean-going ships and a shore processing factory. With two 140 ft. stern trawlers from Norway and a factory to begin with, the new company, New Zealand Sea Products Ltd., will start tapping the resources of some of the world's richest fishing grounds in the waters surrounding New Zealand. When the new enterprise was announced there was a rush of applicants for employment.

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Publications received

The Seamen's Recruiting Office and You, published by the Hong Kong government, a booklet which explains in simple question and answer form, in English and Chinese, the purpose and functions of the Seamen's Recruiting Office. It explains where and what the Office is, how it works, how a seaman should use its services, and how he joins a ship under the new system.

Job Redesign and Occupational Training for Older Workers, published by the Organization for Economic Co-operation and Development, the final report of a seminar held in London from 30 September to 2 October 1964. The supplement to this report contains a chapter by A. Coqueret on 'Vocational training methods for older workers on the French Railways'.

Speaking of Labor Unions, published by the International Labor Press Association, Washington DC: a manual including a glossary of labour terms, a list of abbreviations and a summary of labour legislation, designed to assist those who write about labour.

International Transport Workers' Federation

General Secretary: HANS IMHOF

President: HANS DÜBY

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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
- 330 affiliated organizations in 83 countries
- Total membership: 6,500,000

The aims of the ITF are

to support the national and international action of workers in the struggle against economic exploitation and political oppression and to make international trade union 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 to organize in trade unions;

to defend and promote, internationally, the economic, social and occupational interests of all transport workers;

to represent 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 Bermuda * Bolivia * Brazil * British Guiana * British Honduras Burma * Canada * Chile * Colombia * Costa Rica * Curaçao Cyprus * Denmark * Dominican Republic * Ecuador * Estonia (Exile) * Faroe Islands * Finland * France * Gambia Germany * Great Britain * Greece * Grenada * Guatemala Honduras * Hong Kong * Iceland * India * Indonesia * Israel Italy * Jamaica * Japan * Kenya * Lebanon * Liberia * Libya Luxembourg * Madagascar * Malawi * Malaya * Malta Mauritius * Mexico * The Netherlands * New Zealand Nicaragua * Nigeria * Norway * Pakistan * Panama * Paraguay Peru * Philippines * Poland (Exile) * Republic of Ireland Republic of Korea * Rhodesia * St. Lucia * Senegal * Sierra Leone * South Africa * South Vietnam * Spain (Illegal Underground Movement) * Sweden * Switzerland * Taiwan * Trinidad * Tunisia * Turkey * Uganda * United Arab Republic United States of America * Uruguay * Venezuela * Zambia

editions of journal

International Transport Workers' Journal

Internationale Transportarbeiter-Zeitung

ITF Journal (Tokyo - Japanese version)

Transporte

ITF-aren

publications for the world's transport workers

editions of newsletter

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