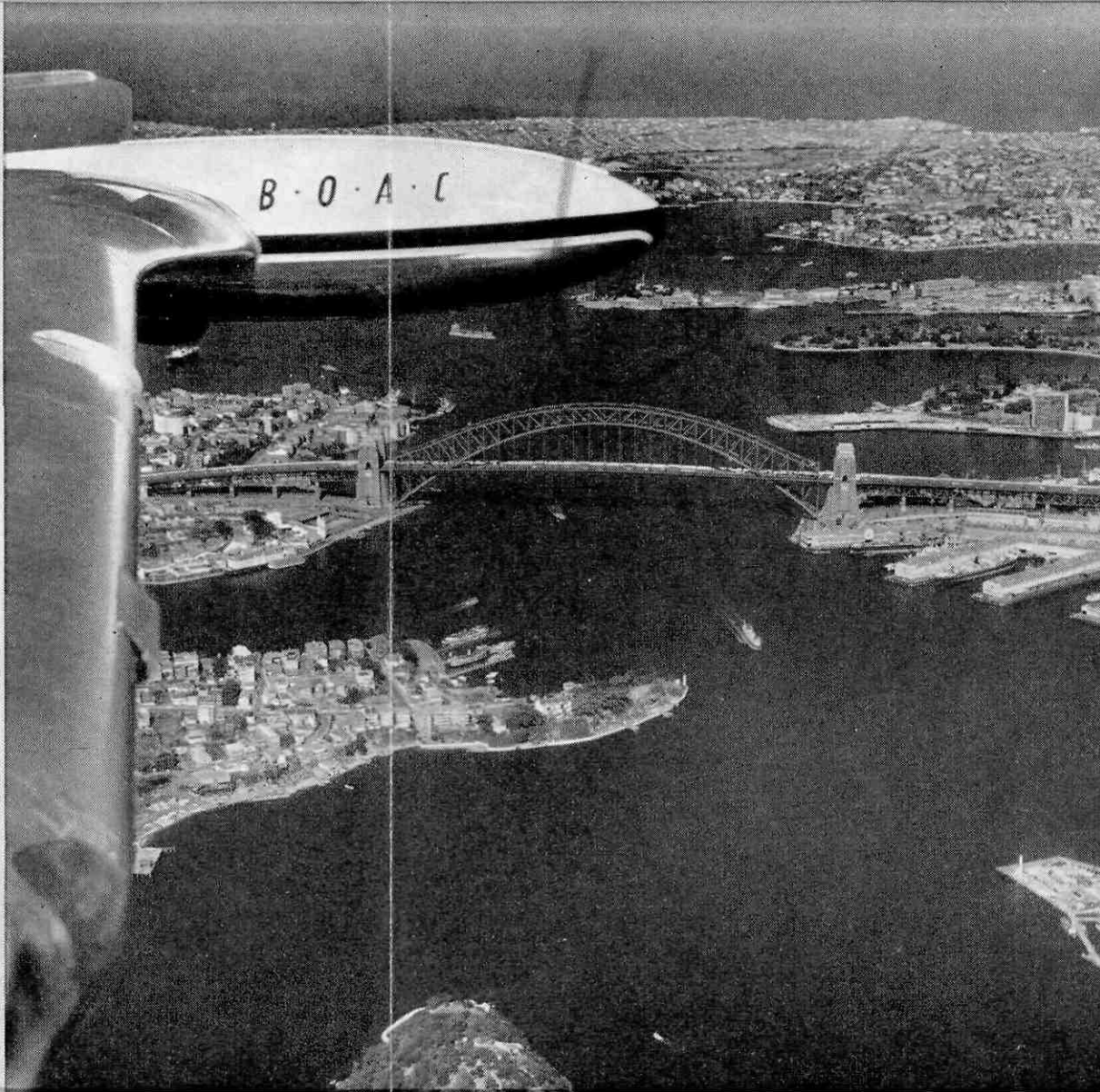


International

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11

# Transport Workers' Journal



**this issue:**

aviation  
workers at the ILO  
Lawrence white

transport workers  
conference

Andrew Furuseth -  
man's emancipator

report

air collisions



Monthly Publication of the International Transport Workers' Federation

# International Transport Workers' Journal

11

*Monthly Publication of the ITF*

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*Forthcoming meetings:*

Kuala Lumpur 7-11 November 1960  
Asian Transport Workers' Conference

London 23 November 1960  
Regional Affairs Committee

London 24-26 November 1960  
Executive Committee

## Comment

### A better deal for Japanese fishermen?

THERE ARE WELCOME INDICATIONS that the treatment Japanese fishermen had been receiving at the hands of the South Korean government under a policy initiated during the late regime of Syngman Rhee is to be modified. This cannot but be good news to all those interested in the welfare of fishermen, irrespective of their nationality and who consequently could find little sympathy for the acts of the late Korean government in arbitrarily and unilaterally fixing the country's territorial waters limit at some 200 miles from its shores and the proceeding to imprison any Japanese fishermen caught inside this line. Had the act of 'poaching' been regarded purely as such, with perhaps nothing worse than a fine for the 'offender', the situation, although unjust, might have been considered bearable. For the then Korean government to use these prisoners as pawns in a political game with the Japanese government appeared to most observers capable of judgment with detachment as inexcusable. They might well ask what innocent fishermen harmlessly going about their daily task had to do with the vexed question of the repatriation of Koreans from Japan to their country of their own choice.

The ITF had repeatedly gone on record with protests and pleas to the Korean Government of the day not to regard the fishermen as criminals to be used as bargaining counters in connexion with a political issue with which fishermen were in no way concerned. Regrettably the Syngman Rhee government evinced no inclination to allow itself to be swayed by humanitarian considerations of this kind.

It would now seem that the opening up of more friendly relations between the present government in Korea and Japan may pave the way to a just and amicable solution of this problem. On the day following his visit to Korea of the Japanese Foreign Minister, the Korean Foreign Minister announced that his government had decided to pardon and release the Japanese fishermen held in Korea.

This is indeed a welcome end to the difficulties under which Japanese fishermen had been labouring in their efforts to earn their daily bread.

# Civil aviation workers at the ILO

by LAWRENCE WHITE, Assistant General Secretary



*Brother Lawrence White, Secretary of the ITF Civil Aviation Section, puts the Federation's views before the Sub-Committee on Hours of Work and Rest Periods. In centre is Mr Merani, Chairman of the Committee, flanked by Messrs. Guigui and Dunand of the ILO Secretariat. On the extreme right is Mr Newton, Observer from the International Civil Aviation Organization*

of last month's meeting afforded a welcome contrast to that prevailing at the 1956 meeting. Not only did the Employers accept four of the resolutions submitted for adoption by the Plenary Session without a vote – namely those dealing with occupational health risks, joint consultation, crew health and comfort, and personnel posted abroad and repatriation – but they even voluntarily submitted a draft resolution on hours of work and rest periods, an action which would have been quite unthinkable at the previous ILO meeting. There were, it is true, still echoes of the 1956 attitude in Employer statements to the effect that everything in the civil aviation garden was lovely and that there was no need for any action at international level, but even here one had the distinct impression that such statements were rather in the nature of a rearguard action and that the Employers themselves had little hope that their views would be accepted even by the Government representatives, let alone the Workers' Group.

There can also be no doubt that a very big factor in the success of the Tripartite Meeting was the exemplary unity and cohesion shown by the Workers' Group. That statement is not quite so trite as it might appear at first sight. Unlike the position at most ILO meetings dealing with the transport industries, a number of the workers' organizations represented in national delegations at the Ad Hoc Meeting were not affiliates of the ITF. Some of them were purely pilot groups affiliated to the International Federation of Air Line Pilot's Associations (IFALPA) and it is certainly no secret that there have been important differences in policy – particularly on the crew complement issue – between IFALPA and the ITF. It would therefore not have been surprising if there had been some differences of both approach and emphasis

AT THE END OF 1956, the International Labour Organization convened an Ad Hoc Meeting on Civil Aviation – the first of its kind. The meeting was arranged on a bipartite basis, being attended by representatives of workers and employers only. It proved to be a complete failure because the employer representatives stubbornly refused to accept the basic premise that there was any need whatsoever for international regulation of social conditions in the aviation industry, despite the fact that this is of course an international industry par excellence. Not only did the employers refuse to make any real contribution to discussion on the points raised by the Workers' Group, but they also voted en bloc against all resolutions submitted by the latter. As a result, complete deadlock was reached and considerable bitterness was felt by civil aviation personnel at this blatant attempt to sabotage the work of the ILO in their industry.

Last month, almost exactly four years later, a second ILO Civil Aviation Meeting was held in Geneva. This time, however, although the meeting was still an ad hoc one, it was no longer bipartite but followed the normal ILO pattern in that it was attended by equal numbers of Workers', Government and Employer representatives. Nevertheless, despite this change in the composition of the conference, it was only natural that the Workers – with the experience of 1956 still relatively fresh in their minds – should not have been over-optimistic about the possibility of achieving

any really concrete results in 1960. It was hoped, however, that the excellent atmosphere created by the Working Party which met in November 1959 to prepare and define the scope of the agenda would be continued at the Ad Hoc Meeting. There was also a real hope that the presence of the Government representative would act as a brake on the employers and facilitate both genuine discussion and the formulation of real conclusions.

In the event, these hopes proved to be justified. As Capt. Sayen, the Workers' Group Spokesman, pointed out, the spirit



*One of the lighter moments at a Workers' Group meeting. Capt. Bartelski (Netherlands) keeps his fingers crossed, much to the amusement of KLM stewardesses Mrs Nobels and Miss Cottaar, who are President and Secretary respectively of the Association of KLM Stewardesses*

on certain matters within the Workers' Group, particularly when one remembers also that still other organizations represented at the Meeting were associated with neither International, and in some cases not even with the general trade union movement of their respective countries. However, in spite of all these possibilities of division, it is a real pleasure to be able to record that there was absolutely no hint of them at Geneva. The members of the Workers' Group were there to do a job on behalf of the civil aviation personnel of the world and they tackled it in the only possible way – with the maximum amount of unity and discipline. The really heartening thing about the Ad Hoc Meeting was that, during it, all groups of civil aviation personnel – pilots and other cockpit personnel, cabin staff, and ground staff of every category – were working together for one aim: the achievement of the best possible results for everyone employed in the industry. We in the ITF have always deplored the splits and divisions which have existed among the workers in civil aviation and we now look forward to a continuation of the spirit of Geneva in the months and years ahead. For our part, we will do everything possible to keep it well and truly alive and to help forge it into a potent force for the further improvement of social conditions in civil aviation.

The agenda of the Ad Hoc Meeting consisted of two items. The first of these was general in character, dealing with a review of conditions of employment in civil aviation and thus permitting the Workers' Group to raise almost any social matter arising within the civil aviation field, with the exception of those dealt with under the technical agenda item – Hours of Work and Rest Periods of Flight Personnel. And indeed, both the resolutions finally adopted by the Meeting as well as the discussion in the Plenary Session ranged over the whole field of problems affecting civil aviation staff.

It is, incidentally, of some importance to consider the trend of the discussion in conjunction with the actual texts of the resolutions adopted, since ILO action on the

latter is generally guided by the detailed points brought out in the debates preceding their adoption. Similarly, when resolutions are transmitted by the ILO to Member States, they are also accompanied by a summary of the discussions, indicating the views of the three Groups on each specific issue. It is therefore an accepted tactic at ILO meetings and conferences that speakers in support of resolutions should expand on the contents of the texts, bringing out questions of detail, additional arguments, and highlighting their most important features and the action which they consider should be taken to implement them.

It is also worth mentioning that the work of the Ad Hoc Meeting was closely followed, by another specialized agency – the International Civil Aviation Organization (ICAO). A Memorandum of Understanding exists between the ILO and ICAO to prevent overlapping between the two organizations in their work in civil aviation. The ILO's

sphere of activity is obviously primarily concerned with social considerations, while ICAO operates in the technical, safety and economic fields. Nevertheless, as the ICAO Representative, Mr. Newton, rightly pointed out at the beginning of the meeting although some questions arising out of the agenda items would be almost exclusively the concern of either the ILO or ICAO, there were others which had safety, social and economic implications and it was therefore clear that co-operation and consultation between the two organizations would be necessary if action were to be taken on them. In other words, it should be understood that the recommendations made in resolutions adopted at the Ad Hoc Meeting will in certain cases be the subject of consideration within ICAO as well as by the ILO.

In opening statements, representatives of the Workers' Group clearly pinpointed the need for the ILO to continue the work



*Ernest Bell of the ILO (second from right) explains a point at a meeting of the Workers' Group. With him on the platform are (from left to right): L. White (ITF); Capt. Sayen (ALPA and Workers' Group Spokesman); Capt. D. S. Tennant (MNAOA and Chairman); and Capt. Jackson (IFALPA)*

which it had now begun in civil aviation. Speaking as Chairman of the Group, Capt. D. S. Tennant, for instance drew a parallel between the situation in the industry and that which had existed in the maritime field years ago, when there had been a considerable degree of competition carried out on the backs of the workers as a result of the wide differences in standards. In the case of the maritime workers, this problem had been largely solved, due primarily to the efforts of the ILO in developing a series of Conventions, Recommendations and resolutions. Capt. Tennant stressed the fact that particularly in international industries like civil aviation it was desirable to obtain a larger measure of uniformity in social conditions. Capt. Sayen, as Spokesman, also emphasized the international character of the industry and said that this was all the more reason why its problems should be aired at international level. In the technical field this had already been recognized by ICAO and now in the social field it was also recognized by the ILO. The study of social problems in the industry should not come to an end at the conclusion of the Meeting, he said. Provision should be made for some form of machinery to continue the work – either by an industrial committee or a committee of experts within the ILO. In the ensuing discussion, speaker after speaker on the Workers' Side drew detailed attention to the specific problems of civil aviation personnel to which further study and action by the ILO should be related. It will probably be most convenient if we examine the highlights of these statements under the following headings, which closely approximate to the subject matter of the resolutions which were finally adopted by the Meeting:

#### The effects of technological change

Among the points which were made under this heading was that, in the civil aviation industry, the meaning of the term technological unemployment should be extended to cover persons who found themselves out of work because of their inability to meet higher and more rigid standards imposed by the introduction of more complex and

complicated equipment. Capt. Gely of France, for example, stated that the briefness of the career of flight personnel was essentially due to technological developments. The entry into service of more complicated types of aircraft called for greater technical knowledge and competence, which was beyond the reach of a certain number of workers. Similar difficulties existed in other industries, but there, as a general rule, persons were able to keep their jobs until they reached the normal age of retirement. With the rapid technical changes taking place in civil aviation, however, many people lost their employment at an early age. An additional factor mentioned was that civil aviation called for a very high standard of physical fitness on the part of its personnel, which entailed a further risk of loss of employment. Because of their very specialized skill, it was very difficult for civil aviation personnel to transfer to other employment. Often the psychological shock experienced by a worker who lost his employment because of a minor physical deficiency was so great as to transform a small physiological defect into a social disaster. Bro. Gregory also emphasized that anyone entering employment in the civil aviation industry was entitled to the expectation of a career in the industry. There were, nevertheless, many hazards which might cut short a normal career, and it is important to provide safeguards against these.

#### Crew accommodation and comfort

A number of speakers drew attention to the present inadequacy of crew accommodation, both as regards their immediate working environment and rest facilities. Capt. Tennant, for instance, stated that as aircraft increased in size, the flight deck had become proportionately smaller. There was a need, in order to lessen fatigue, to provide a greater degree of comfort and space for those who had to operate for so many hours on end in cramped conditions. Among points mentioned by other members of the Workers' Group – including Bro. Follows and Bro. Gregory – were lack of proper ventilation and air conditioning,

*Part of the Workers' Group in session. In the foreground are the West German Federal Republic representatives, from left to right: Bro. Gerhard Kugoth; Capt. Biesing (both from the ITF-affiliated Public Service and Transport Workers' Union); and Mr Ernst Schwarz*



inadequate sound-proofing, lighting and toilet facilities, and the need for provision of safety belts as a safeguard against injury in conditions of turbulence. Flying personnel had the same right to comfort in their working conditions as passengers had in their flight, and it was regrettable to see the reluctance on the part of employers to do very much about some of the very serious deficiencies on aircraft.

#### Occupational staff health risks of civil aviation

Here particular stress was laid on the health problems arising from the general introduction of high performance aircraft. In the case of operating crews, a variety of factors were mentioned: dazzling at high altitude, cosmic radiation from radar and radioactive paints, vibrations, air moisture conditions, increased speed, and the need for a permanent state of alertness. In addition, climatic changes in the case of jet aircraft were doubled when compared with the same number of hours flown in conventional aircraft. Such factors resulted in extreme fatigue, eye strain, digestive troubles, insomnia, irritability and nervous strain. To solve these special problems, medical investigations should be carried out to find out the precise causes of health deficiencies; then, with the help of suitable equipment and better design, some of the causes could be eliminated. Impairments in health were sometimes slow in appearing but remained for a long time afterwards or became chronic. For instance, personnel contracted illnesses in unhealthy regions, sometimes of an incurable nature; in other

cases, such as with jet aircraft, there was long-term fatigue which accumulated only slowly. Furthermore, there were occupational illnesses, such as deafness, among flight personnel.

Capt. Gely of France also drew attention to the health risks run by ground staff working on jet aircraft, both in the sheds and on the runways, and the conditions of nervous tension under which air safety personnel were required to work. Bro. Post of Holland, on the other hand, emphasized that one major problem rather peculiar to the aviation industry was noise. While there was a tendency on the part of the employers to belittle noise as a social problem, workers were convinced that this was one of the greatest dangers of the jet age. Companies and airport authorities had already taken certain measures to protect workers who were in direct contact with jet aircraft by providing ear protection, but little had been done to protect employees in offices and other airport buildings who were also constantly exposed to turboprop and jet noise.

#### Civil Liability

On this question, Bro. Follows underlined that the civil liability position of flight crew members created a number of



Brother David (representing French cabin staff) makes a point to Brothers Claesson and Lindholm of the ITF-affiliated Swedish Commercial Employees' Union, which organizes cabin staff throughout Scandinavia. On left is Capt. Lindgren of the Scandinavian Flight Personnel Association

serious problems. The Protocol signed at the Hague in 1955 to amend the Convention for the Unification of Certain Rules Relating to International Carriage by Air went some way towards protecting the position of flight staff, but it had not yet come into force. The Protocol stated that any crew member could avail himself of the limits of liability to which the carrier was entitled, provided that he acted within the scope of his employment. However, if a pilot broke a company's regulations in relation to the height of the cloud base or if he were to break a State regulation, would he still be acting within the scope of his employment? If an individual had not been wantonly or criminally negligent, then anything he had done when in command of an aircraft should reasonably come within the definition of 'acting within the scope of his employment'. But it had not yet been possible to obtain a categorical assurance from employers that this was a reasonable definition; in fact it was stated that every case had to be examined on its merits. In other words, a pilot, for example, had to become involved in an unfortunate accident before he could test for himself what really was meant by this qualification, which was hardly a very satisfactory situation.

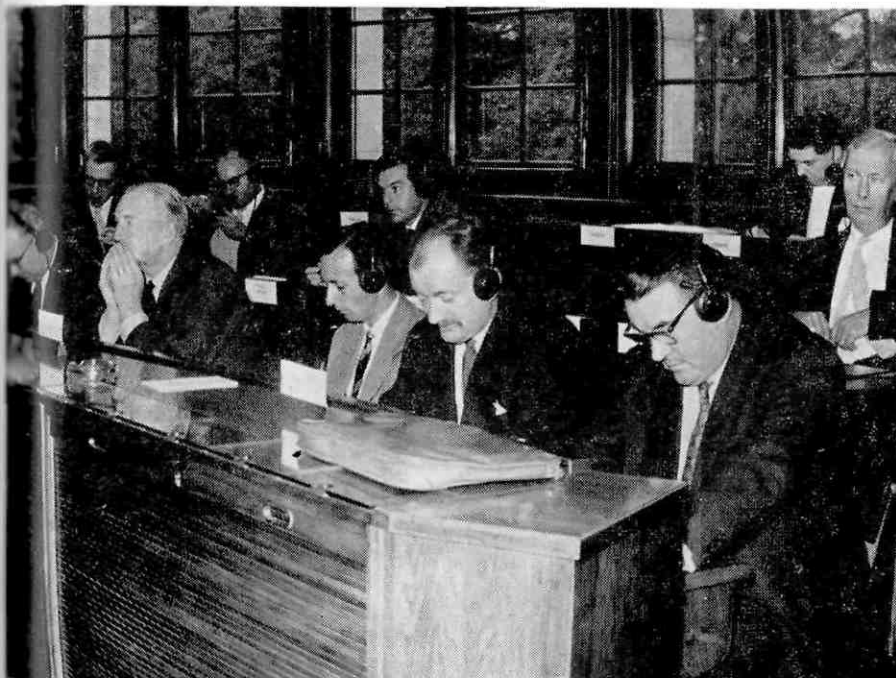
#### Cabin staff problems

Commenting on a statement that on average airline hostesses remained in their jobs for only eighteen months, Capt. Crofts of Australia said that one of the reasons why this was so was because they could not bear the work load any longer. In Australia, for example, the hostess might be required to work for eleven hours without a cup of tea, without a meal and without a rest period. Furthermore, cabin personnel were completely unable to regulate the speed with which they performed their duties. Theirs was a demand job, decided for them by the environment in which they worked. It was extraordinary that cabin personnel had been refused protection by ICAO and national regulating agencies in respect of hours of work, despite the fact that they had a safety responsibility.

Mrs. Nobels of the Netherlands, herself a KLM stewardess, drew attention to the practice of some companies in retiring hostesses at an arbitrary age of engaging them on contract for a limited number of years, which often meant that they could be dismissed at 30 or 32. Air hostesses, she said, were against these early retirement practices. It was, in any case, not to the advantage of the airlines to have an overwhelming majority of very young and inexperienced hostesses. The new type of aircraft, which would fly at higher altitudes and carry a larger number of passengers, would call for cabin personnel with long experience and also for certain qualities of leadership which were not inherent in younger personnel. A number of hostesses wished to make a career in aviation and yet they were the only occupational group in the industry for whom no retirement plan had been drawn up.

#### Conditions of employment in Air Navigation Services

Several speakers on the Workers' Side underlined the need for the study and regulation of conditions in air safety services, it being pointed out that the professional requirements as defined by ICAO showed that it was absolutely necessary for recommendations to be established by ICAO. Bro. Gorremans of France said that the high degree of conscientiousness among air safety personnel was well known, but this should not be abused. Their responsibilities were such that they had to undergo severe nervous and physical strain. The problems arising out of the posting abroad of both air safety personnel and other ground staff should also be closely gone into. Capt. Bartelski of the Netherlands reminded the Meeting that in recent surveys on the safety aspect of navigational deficiencies carried out by international organizations there had been definite indications that the majority of problems were due to the social conditions of operational personnel. Consequently, unless definite steps were taken on an international basis with regard to



*The four ITF observers at the Ad Hoc Meeting listen-in to the discussion at a Plenary Session. From right to left (front row): Bros. R. Lapeyre; J. Gambart de Lignieres; K. A. Golding; and Lawrence White (Assistant General Secretary)*

these matters, the progress of civil aviation would be seriously hampered.

The above represents of course only a cross-section of the discussion on major topics under the general agenda item. Many other points were brought out, as for example the implications of interchange and pooling arrangements, with the possible danger of the creation of a Panlibbon of the air; the need for orderly scheduling systems accompanied by consultation with civil aviation workers' organizations; the problems of training and recruitment; and questions affecting promotion and seniority. And it is obvious that the Workers' representatives must have spoken to extremely good effect, for in addition to the key resolution calling for continued activity by the ILO in the aviation field, the Meeting adopted a further seven resolutions dealing with: the effects of technological change; financial security of civil aviation personnel (covering both civil liability and arbitrary retirement of air hostesses); conditions of employment in air navigation services; occupational health risks; joint consultation, personnel posted abroad and repatriation; and crew comfort and health on board aircraft. (The texts of these were published as a supplement to Press Report No. 19, together with the voting figures).

#### **Hours of work and rest periods of flight personnel**

In this, the technical item, the Workers' Group had worked out a detailed policy

covering the whole field of flight time, total duty time and rest periods, and designed for application to service on board both piston and turbine engined aircraft. The basis of that policy was delineated in broad terms in the statement made by Bro. Lawrence White, ITF Assistant General Secretary, which opened the discussion in the Sub-Committee set up to consider this item. He stressed that in the absence of international standards on hours of duty, flight personnel would be called upon to work for periods longer than was desirable both from the social and safety points of view. If the Meeting were to achieve results, it would have to deal not only with flight time, but also with hours of work, i.e. hours of total duty. Such hours of duty should be based on the concept of the eight-hour day. Even though it had to be recognized that this limit could not be rigorously applied at all times in civil aviation, it should constitute the basis on which rosters should be planned, providing for adequate rest periods and allowing flight personnel to take effective advantage of them. The Meeting could also usefully study the effects of night flying and its adverse influence on normal physiological functions. The introduction of faster and more complex aircraft should also admit flight personnel to the benefits of technical progress in civil aviation. Finally, Bro. White appealed to the Sub-Committee to adopt conclusions which would serve particularly as a guide to minimum standards for civil aviation industries in the under-developed countries.

It was, of course, realized that at this first tripartite Meeting there was little likelihood of securing the adoption of any really detailed statement on flight and duty time limitations, particularly as the Government spokesmen had indicated that they would not feel themselves able to vote for such a statement. The strategy of the Workers' Group was therefore to press for a statement of general conclusions on the most important points affecting the hours of work and rest periods of flight personnel. Such conclusions would be invaluable for two main reasons: firstly, as indicated in Bro. White's speech, they would be of the greatest assistance to workers in those countries where no form of national limitations yet exists and, secondly, they would serve as a framework for all flying staff in future negotiations and could be spelled out in more detail on the basis of the joint policy drawn up by the Workers' Group.

The Conclusions which were finally adopted by the Meeting do in fact provide just such a framework. They clearly lay down (despite strong Employer opposition) that there should be limitations on both flight and duty time, and also that there should be minimum periods of rest. At least a weekly, monthly or quarterly limitation should be provided, or a com-

*(Continued on the next page)*



*Time out for a quiet talk on what was discussed at the morning's Plenary Session. From left to right, the members of this informal group are: Bro. Pfeiffer of the ITF-affiliated Swiss Public Service Workers' Union; Bro. van der Kolk of the KLM Purser and Stewards Association; and Bro. Hunziker of the Swiss pilots' union*

# Asian transport workers in conference



*The opening of the First ITF Asian Transport Workers' Conference which was held in Tokyo in April 1955. The Conference is being addressed by the late Hans Jahn, then Vice-President of the ITF. On this occasion delegates attended from six Asian countries whilst Indonesia sent observers.*



THIS MONTH, THE ITF IS HOLDING ITS SECOND ASIAN TRANSPORT WORKERS' CONFERENCE (Kuala Lumpur, Malaya, 7 to 11 November), a little over five years since the first Asian regional conference met in Tokyo.

The Tokyo Conference was held at a time when the ITF had still a relatively small foothold among Asian unions. The reason

was, of course, not far to seek at that time, for the preoccupation of Asian transport workers with problems of unification and

*(Continued from page 237)*

bination of these. Also emphasized is that where extended duty periods are required, sufficient crew members should be carried so as to ensure avoidance of an undue individual workload.

The principle is also firmly established that the total hours of duty should be comparable with those current in the majority of other occupations in the country concerned and that crew members should enjoy periods of leisure and social conditions as normal as possible. Limitations and rest periods should be determined between employers' and workers' organizations, or in accordance with national practice, and the principles for the determination of duty rosters should also be

established in consultation with the representatives of the crew members. In addition, records of flight and duty time should not only be kept by operators, but should be available for inspection by the appropriate national authorities.

In other words, in the sense which we have already indicated, the Conclusions\* represent a valuable tool for all organizations of civil aviation workers. The same is true of the general resolutions adopted by the Meeting. It is now up to civil aviation personnel throughout the world to emulate the unity shown by those present in Geneva and to build upon the results achieved at this first real tripartite international conference on the social problems of their industry.

\* Also published in Press Report No. 19

organization against a background of shifting economic and political forces inevitably tended to attract emphasis to the national rather than the international aspects of trade unionism. Not that this meant that the ITF and what it stood for was by any means unknown in the Asian region. On the contrary, there was widespread appreciation of its aims and activity, while our affiliates there – particularly in Japan, India, and the Philippines – although small in numbers were among our oldest and staunchest friends and supporters.

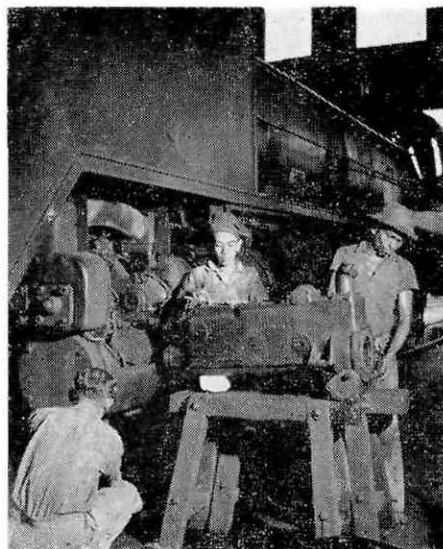
The ITF had, in fact, long realized that differences in economic, political and social patterns merely serve to obscure the truth that the aims and aspirations of transport workers throughout the world, as well as the basic problems which they encounter in their efforts to create strong organizations and secure higher standards, are in essence the same. Ever since 1928, the ITF has acted in the spirit of the resolution adopted by its Stockholm Congress of that year calling on the Federation to 'consider and pave the way for steps which will enable the ITF to meet in ever-increasing measure the needs and wishes, both organizational and economic, of the extra-European organizations'.

It was with this aim very firmly in mind that the then ITF General Secretary, Ed Fimmen, toured Asian countries in 1931 and succeeded in setting up the first Asian ITF Secretariat in Tokyo. Later political developments in Japan forced that Secretariat to close down, as the outbreak of the Second World War also frustrated plans to hold an Asian and Australasian Transport Workers' Conference. With the end of the war, however, the ITF once again began its work in Asia, establishing separate Secretariats first in Singapore and later in Bombay.

By 1955, when the first Asian Transport Workers' Conference was held, it was



*Repair work on the Malayan Railways. Kuala Lumpur (Malaya) is where the ITF is holding its Second Asian Transport Workers' Conference. Here, delegates from eleven Asian countries will discuss transport workers' problems peculiar to that region and give expression to the sense of common interests and aims which unite them in their trade union efforts (Photo by COI, London)*



the knowledge that activity in the region had already achieved concrete, though modest, results and that there were already ITF affiliates in six countries – Japan, India, Pakistan, Hong Kong, Malaya, and the Philippines – representing more than a half a million transport workers, whilst friendly but as yet unaffiliated unions attending the Conference brought the total number represented up to something near the million mark.

The success of that Conference may be gauged from the extent to which more and more unions in the region have expressed their adherence to the aims and aspirations of democratic transport trade unionism by direct affiliation with the ITF. Since 1955, unions in five more countries, Burma, Ceylon, the Republic of Korea, Indonesia and the Federation of Malaya, have affiliated with the ITF. The growth in the number of affiliated unions in the period between the two conference – from seven to twenty-seven – is a tribute to the increasing consciousness among Asian transport workers' unions of a sense of identity with the needs and aims of other transport workers throughout the world and to the endeavours of ITF representatives in the region.

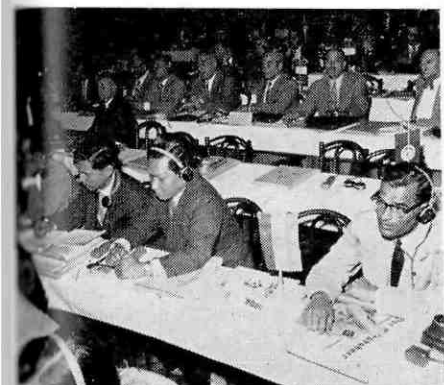
For, since 1955, the ITF has been working

with increased vigour in Asia within the framework of its regional activities programme. With the full understanding of the Japanese unions, the ITF Asian Office was moved in mid-1959 from Tokyo to Singapore in order to be in a geographically more central position, the Tokyo office continuing to function as the ITF's Japanese Office. With the Office in Tokyo and the Asian Secretariat in Singapore now firmly established and settled down in their new tasks and functions, the time had clearly come to bring to fruition plans for the ITF's second conference for transport workers in the Asian region.

What of the work of the Conference and the background against which its eventual conclusions must be viewed? Although the political situation in Asia has been rapidly achieving a measure of stability following the upheavals consequent on the Chinese Civil War and the war in Korea, it is still true to say that full political equilibrium has yet to be achieved in many areas. Economically, most of the countries represented at the Conference are in the grip of expanding industrialization and still feeling the impact of a change-over from a predominantly rural economy to one characterized by increasing mechaniz-

ation. Furthermore, with the Asian region having been made the battle-ground of conflicting ideologies, it is perhaps by no means surprising that these conflicts as well as the stresses and strains resulting from industrialization – to which may be added in some cases, the difficulties associated with emergent political independence – should be reflected in the trade union movements. To a degree this is equally true of other parts of the world where the problems of adjustment to an industrialized economy still remain to be solved although industrialization – by historical accident – may have come to those countries earlier than to Asia.

In a sense therefore, the significance of this meeting clearly lies in its representative character and the importance attaching to the pronouncements of a body drawn



*Asian transport workers' delegates to the 1956 ITF Biennial Congress held in Vienna. On the right, is Brother Joviano S. Soares, ITF Asian Representative, who on this occasion was also representing Indian seamen. He himself is a former marine radio officer and one-time General Secretary of the Maritime Union of India*



*Indonesian airman undergoing training. Industrialization and all that it means in the field of trade union endeavour is moving apace in Asian countries. There is great need for more and improved training not only in mechanical techniques but also in matters of responsible trade union organization and leadership (ICAO photo)*




*An officer of the Indian merchant marine is here seen taking bearings. As a member of an ITF-affiliated union he is fully aware of what trade union course he is on. There is much organizational work still to be done, however, not only among Indian seafarers but also among the transport workers in many other Asian countries*

As befitted the host nation, the Japanese affiliates sent a large delegation to the First ITF Asian Transport Workers' Conference. The Second Conference is being held in Kuala Lumpur (Malaya) with delegates from eleven Asian countries in attendance. They represent twenty-seven unions – a notable increase on the number of unions represented at the first conference



### Higher standards – lower pay

 MANY EAST GERMAN WORKERS will receive less money in their wage packets as the result of a new method of assessing production agreed on by the Socialist Unity (Communist) Party and the trade unions.

For the past six years, workers received bonuses whenever they met their output plans. Under the new system they will get this supplement to their regular pay only if they meet a new set of standards.

They must fulfil their plans in full and on time; they must meet planned quality standards; they must save at least one per cent of the materials allotted; and they must reduce costs by at least one per cent.

Implementation of the new rules began in September, but it is expected to take several months before they become fully operative. Preliminary measures to improve the quality of production have already met with stiff opposition from workers. They complain that they are blamed for inferior goods when the real fault lies with the inferior materials they have to work with.

The revised bonus rules were to have been introduced earlier this year but the move was postponed while the Party placed its main stress on collectivising farms. Now that this has been completed, Party officials

from so many countries in the region and representative of so many different peoples. Their mere presence at the Conference implies adherence to the principles of democratic trade unionism and to the aims and purposes of the ITF

It is true that a few areas – notably Thailand, Singapore, Vietnam, Laos, Cambodia and Taiwan – have still to be represented within the ITF family. It is equally true that a great deal remains to be done in organizing transport workers even in those countries already represented in the ITF. It is however important not to get this picture out of perspective. Few countries in the free world – if any – can point to 100% trade union membership, and, if the figures are higher in some regions than in others, it must again be emphasized that industrialization, economic and comparative political stability came to those areas earlier and consequently the need for trade unions and the pre-requisites to their growth.

Apart from the great organizational tasks which lie ahead of them, Asian transport workers' unions have to consider ways and means of coming to grips with problems affecting their basic needs and demands as trade union bodies. Among these may be mentioned the question of

freedom of association; the extent to which in practice unions of transport workers in the region are free from government interference – all too frequently expressed in the form of legal instruments designed to strait-jacket union leadership into conformity with government industrial policies; trade union education; collective bargaining rights; and the existence of anti-strike legislation.

In their tasks in these fields the Asian unions know that they have the full backing of the ITF and its expanding regional organization. They know the extent to which the ITF has been active in using the influence it possesses to induce governments to adopt and put into practice the principles governing good labour relations laid down in various international Conventions and Recommendations which the ITF itself has largely been instrumental in forging. Armed with this knowledge, they are enabled to throw themselves more vigorously into the tasks awaiting them in the national field assured that by membership of the world-wide family of transport workers they are strengthening not only themselves but also the ITF in its work on their behalf at international level.

### IN MEMORIAM MR. C. COSTER

*As this issue of the ITF journal was being finalized we received the sad news that our old friend and colleague, Mr C. Coster head of the firm which has printed our magazine for so many years, had died suddenly following a brief illness. On behalf of all his friends at the ITF Secretariat we would like to express both our own sense of personal loss and our very deepest sympathy to his family and colleagues at Drukkerij Coster*



## Profile of the month

THE OCCASION WAS THE FIRST BIENNIAL CONVENTION of the Philippine Associated Federation of Labour (AFL) in January this year. The delegates thus called together for the first time by the newly-formed trade union centre were paying tribute to the men whose vision and dynamic organizational ability had made the conference possible. Chief among them was Roberto S. Oca, who had been largely instrumental in the establishment of the AFL, and who received a unanimous citation from the delegates.

Bro. Oca's rise in the trade union movement of his country has been rapid. Beginning his career as a dock worker in Manila's South Harbour before the Second World War, he quickly realized that dockers were working in conditions of virtual slavery, for which gangsterism and the concomitant operation of the 'cabo system' were responsible. Under this system a waterfront agent, operating under his gangster boss, procured jobs for 'co-operative' workers who were ready to give him a percentage of their earnings, while he in turn paid his overlord a percentage of his gains. Oca, seeing the misery caused by this system, and suffering under it himself, resolved to do his best to clean up the waterfront and give the dock workers a chance to free themselves from this double exploitation. In 1950 he became a union organizer and with the help of the workers whose trust he had won he shortly rid the waterfront of gangsterism and established the Associated Workers' Union, whose achievement in destroying the tradition of graft and corruption is outstanding.

After ensuring that the waterfront workers' organization was firmly based on the principles of democracy and honesty, Robert Oca went on to found, in 1954, the Philippine Transport Workers' Organization, uniting all workers in the land, sea and air transport industries in the Philippine Islands. This was extended in 1959 to include general workers outside the transport industry, and the union, which now caters for almost 50,000 members, changed its name to the Transport and General Workers' Organization.

Main features of the many union contracts signed by the T & GWO under

Roberto S. Oca's able guidance are: recognition of the Union as the sole bargaining agent; the union shop and check-off of union dues; standardized wages with twenty-five per cent additional pay for overtime, holiday and night work; paid fifteen-day sick and vacation leaves; medical, dental, hospitalization and insurance benefits; and a procedure for the adjustment of grievances.

In the main these are the features of the T & GWO's contracts with such bodies as the Manila Railroad Company and its ancillary services. They represent a fair picture of what the union has done and is doing to improve the conditions of service of its many members.


The union, however, would doubtless be the first to agree that there is much still to be done to better the conditions ruling generally in the country's transport industry.

Bro. Oca's union has been a member of the ITF since its foundation, and he has himself served on the General Council. He has twice been on Philippine workers' delegations to ILO Conferences in Geneva, and has also been to the United States to study the trade union movement there. After helping to found a new trade union federation (KMP) he was elected National President of this body, and thus in under ten years he has built up a strong, democratic labour movement and risen to one of the highest trade union offices in his country.

One has only to look at his relatively short trade union career to realize that Robert Oca is a vigorous and imaginative leader. His achievements on behalf of the dockworkers have been remarkable, and promise well for the future of the labour movement under his leadership.

believe that putting the bonus system into effect is the toughest task they face.

### Sic transit...

 THE US NAVY now hopes to have in operation by 1962 a system by which ships will be able to fix their position to within half-a-mile by receiving signals from four satellites. These satellites will be in orbit about 500 miles from the earth, and a ship will be able to obtain a navigational 'fix' at least once every hour.


They will transmit a very high-frequency signal on a narrow band at stated times. It would work in any weather.

There does not yet appear to be any clear estimate of the cost of receiving equipment and its computer, but a US officer has said it would be something between £2,000 and £15,000.

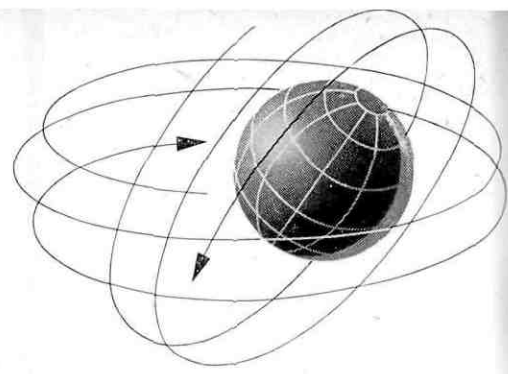
This system is known as Transit. The first two experimental satellites are already in orbit. Two more will be put into orbit by the spring of 1961. Then it is hoped to put the first four operational satellites into orbit in the spring of 1962.

These satellites will also give weather reports from which forecasters hope to be able to determine with greater accuracy than at present the meteorological conditions anywhere in the world two months ahead.

### The Swiss merchant marine

 THE SWISS OCEAN-GOING FLEET, created as a matter of vital necessity in 1941, rendered invaluable service during the Second World War. Since then, it has been sanctioned by special legislation. In 1957 it consisted of twenty-two vessels with a total displacement of just under 150,000 tons. Today Switzerland has a merchant fleet of twenty-eight vessels of 147,585 grt. A government replacement programme in 1959 envisaged a merchant fleet of 175,000 tons.

At the end of 1958, the vessels registered under the Swiss flag were crewed by some 10 of whom a little more than a half were Swiss nationals.



*An Austrian light lorry on the Grossglockner road. Austrian unions are continuing their efforts, which have hitherto met with little success, to bring about changes in the law as it affects drivers' liability in the event of road accidents (Photograph reproduced by courtesy of the Austrian Embassy to Great Britain)*

## Civil liability of Austrian drivers

**THE ITF-AFFILIATED AUSTRIAN TRANSPORT WORKERS' UNION** has frequently gone on record in protest against the anti-social character of the law in Austria as it affects drivers in compensation claims arising from road accidents. In that country road haulage drivers are held responsible for damages inflicted however slight their responsibility. About the only exception to this may be found in a union-negotiated contract, nation-wide in application, which exempts drivers employed by forwarding agents from liability in the case of minor responsibility. The result is that insurance companies counter-claim on the drivers

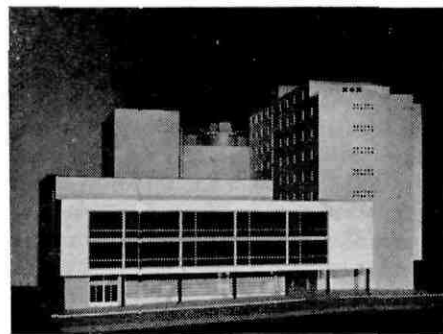
who thus frequently have to pay considerable sums in compensation.

The Austrian Labour Institute (Arbeiterkammer) has now gone on record with a statement, to which the attention of the ILO is invited, in which it records the conviction that Austrian practice falls short of international standards.

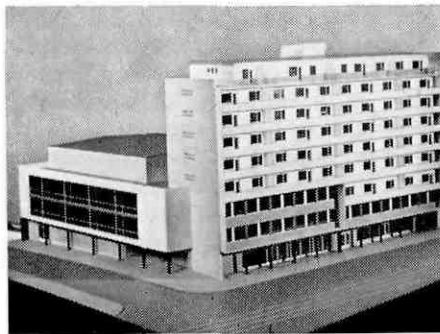
Unfortunately, union efforts to bring about changes in the law have hitherto proved unsuccessful. Following fruitless attempts to introduce amendments to the clauses in the General Civil Code having a bearing on compensation claims, the unions sought to secure amendments to the Act regulating Insurance Contracts to the effect that insurance companies, in the event of claims for compensation for damages arising, should not have the right to counter-claim against a transport driver.

The Arbeiterkammer stresses that Austrian regulations should be brought more in line with internationally accepted standards.

Road transport workers, says the Arbeiterkammer, are not sufficiently protected.



*Another view of the new building being constructed to house the Austrian Railwaymen's Union headquarters staff. The entire building will include thirty-nine flats and is a joint venture with the General Co-operative Building Society*



*Model of the new headquarters building of the Austrian Railwaymen's Union on which construction started last July. Present home of the Austrian railwaymen - the Eisenbahnerheim - has long proved to be inadequate to its purpose*

The law, for example, lays down that log books must be carried (and correctly filled in) so that law enforcement officers can check such matters as hours of work. Not all firms, however, are observing the law in this respect. Unfortunately, road checks cannot be undertaken for the simple reason that those responsible for supervision are not motorized. On the other hand, in Vienna itself and in Lower Austria, the co-operation of the Ministry of the Interior has been obtained with the result that the police themselves are carrying out road checks on log books.

The Arbeiterkammer finally points out that internationally accepted regulatory practices in the matter of the employment of drivers in international transport (passenger and goods) should also be applied in Austria. The Austrian Board of Trade, however, has hitherto successfully resisted union efforts to achieve this.

## A principal source of food

**FOR JAPAN THE SEA** has become a principal source of food and now about 800,000 fishermen and families are dependent on fishing for a living. Fishing accounts for 2.5 per cent of the total national income. The industry supplies work for persons working in the 20,000 marine products processing plants, about 2,600 ice making and cold storage plants, fishing equipment and shipbuilding yards.

Japan's boats in 1958 totalled 1,615,000 tons, of which about 1,000 are over 100 tons, engaged mainly in coastal, offshore and pelagic fishing. Pelagic fishing is developed to a very high degree in Japan, and the mother-ship system is used in tuna, salmon and salmon-trout fishing and crab fishing. The fleets are composed of a mother-ship, cannery, frozen food processing plant, catcher boats and supply ships.

In 1959 approximately 260,000 tons were hauled in by these fleets.


Japan's industry has received requests from underdeveloped countries for technical and management aid, and joint enterprises are established or agreements made for Japanese ships to use fishing bases and sell their catch on the local market.




*One that did not get away! Japanese fishermen haul a porpoise to dry land after a shoal has been trapped inshore on their annual migration. Fish is a principal source of food in Japan and some 800,000 fishermen and their families are at present dependent on the industry for a living*

In some instances Japanese fishing boats and crews are loaned to the country or skilled fishermen are dispatched to train native fishermen. A number of these agreements have been concluded with countries of S.E. Asia, South and Central America and Middle and Near East.

### Safety on the waterfront

 THE 1960 AUSTRALIAN INDUSTRIAL SAFETY CONVENTION held in Melbourne in August this year paid particular attention to the problems of safety on the waterfront. The Convention, which was attended by 2,500 delegates, decided that a special Waterfront Committee should meet for a full day to deal with the waterfront industry. The fact that the section was attended by 106 representatives, only 14 of whom were from workers' organizations, showed that employers were taking an increased interest in safety questions. A joint paper was presented and endorsed by the delegates. There was at first some disagreement on the question of whether employers should be charged with the sole responsibility for safety, or whether Safety Committees should be set up for this purpose. It was finally agreed that while it was – and must remain – the responsibility of the employer to ensure greater safety on the waterfront, at the same time a Safety Committee would be of great value in the Port of Melbourne in assisting the employer to discharge his responsibility.

### New transport licensing laws in Belgium


 TWO NEW LAWS RELATING TO LICENSING OF ROAD TRANSPORT VEHICLES operating in Belgium came into force on 1 August this year. The first makes it possible for anyone to register as a road carrier. The second modifies the statutes of the Belgian Railways (SNCB) by permitting them to operate road transport vehicles. Under the first law, 'any person may ask for and obtain "transport certificates" which allow short-distance operation without limitation as to tonnage and number of vehicles; after three years of continuous regular operation with one or several

transport certificates, the carrier may ask for these certificates to be replaced by "national transport licenses" which will permit the transport of all goods throughout Belgium. Note that at this stage the carrier remains limited to the vehicles initially catered for by the certificates. The law goes on to provide that 'after another probationary period of six years with these licenses the carrier may obtain them in unlimited number and without limitation as to tonnage of vehicles. As far as international transport licenses are concerned, these will be granted to carriers holding national transport licences and satisfying certain professional conditions'.

Carriers operating at the time the Act came into force will be considered as having filled the probationary periods of three and six years according to whether they were before authorized to operate on a short-distance or national basis.

The first law also entitles the Belgian railways to qualify as a carrier which has operated for nine years. This signifies that the SNCB will immediately be able to obtain national transport licences without limitation as to number and tonnage of the vehicles.

### New headquarters for Austrian railwaymen


 ON 27th JUNE 1960 the Executive Committee of the Austrian Railwaymen's Union decided to erect new offices on the piece of wasteland adjoining the Union's Railwaymen's Hostel. The new building is to be erected in conjunction with the General Co-operative Building Society. This means that the entire venture will consist of thirty-nine flats together with a number of offices, a conference room and other smaller rooms for the use of the Union. The decision to 'move house' was made because the premises at present in use – the *Eisenbahnerheim* – have long proved inadequate to the growing needs of the union. This is not surprising, the 'Heim' having been built in 1921 in a style appropriate to that time and age. Furthermore it has suffered a number of vicissitudes – including occupation by enemy forces

who (typically) altered the rooms to suit their own purposes which had nothing to do with trade unionism.

When the new building is completed – work on it began last July – the Austrian Railwaymen's Union will have modern comfortable offices and rooms and, above all, a conference hall constructed along modern lines with full regard to acoustic and other requirements and capable of serving not only the conference needs of the Union but of other trade union bodies.

Today the Austrian Railwaymen's Union has a membership around the 125,000 mark. The planned conference hall will hold something like 700 seated. Seats are removable and can be easily stowed away in the basement should the hall be needed for other purposes. If tables are used, the Hall's seating capacity is 400 persons. In addition, there is room for 150 people to sit in the gallery running round the hall. This is 'wired for sound' so that it is also suited to international conferences besides the many other purposes (film shows, concerts, dances, etc.) to which it can be put. A pleasant entrance hall, a number of foyers, cloak-rooms and a buffet complete an attractive 'ensemble'. Air conditioning and central heating plants ensure general comfort, whilst at ground level, the space under the conference hall is to be used as a car park for the occupants of the flats and the union staff as well as for delegates to conferences.

### Inquiry into rail dismissals

 THE CANADIAN MINISTER OF TRANSPORT has promised that 'serious consideration' will be given to a request for a halt to railway staff layoffs while a royal commission investigates the social and economic consequences of large-scale dismissals by Canadian National Railways. During the debate in the Canadian Parliament when this suggestion was made, it was stated that the CNR, apparently concerned more with its financial balance sheet than with the welfare of its employees, was dismissing thousands of railway workers after 25 or 30 years of service and leaving them with no means of support.

# Andrew Furuseth - seaman's emancipator



WHEN WE PAY TRIBUTE TO THE WORK OF THE PIONEERING GIANTS of the trade union movement, it is very often with the feeling that great as these men were in their time, they would not do at all for ours. In feeling this way we are not critical or disrespectful. We simply recognize that times have changed, and in this recognition itself there is a sort of tribute to them – if the world has changed for the better, we know that it is they who helped to make it so.

The life and struggles of Andrew Furuseth<sup>1)</sup> take us back to another age when the American seaman was virtually a slave. It was Furuseth more than any man who changed, or rather gave him, his legal status. But once the long titanic legislative struggle was over, Furuseth went on fighting his good fight in what was becoming increasingly a world of his own, quite unable to understand the ideas of younger men or to get them to understand his own views, which had always been original and which in his last years he was steadily driving to the point of eccentricity. He had never had much time for socialists; he did not approve of old age pensions, welfare legislation or industrial compensation



The modest Headquarters of the Sailors' Union of the Pacific in 1907. In those days the Sailors' Union paid its Secretary and fulltime officials from \$10 to \$15 a week. If many men were out of work or the union organized a strike this salary was cut in half or cancelled entirely

– all of which were a threat to liberty as he conceived it; in the eyes of some of his contemporaries his connexion with the international trade union movement seemed to consist largely in making a nuisance of himself; and he feared and despised the work of the ILO which he regarded as a gigantic European conspiracy to undermine the standards which he, a Norwegian, had laboured half his life to get written into the law of the United States of America.

He lived to be eighty-four, a lonely survivor of an age that had gone, a stubborn, isolated and disappointed man. As he lay dying, what was left of his world fell to pieces: the International Seamen's Union of America, an uneasy alliance of West Coast, Great Lakes and Atlantic Coast Seamen, which he had somehow managed to keep together through four troubled decades, finally and completely disintegrated. A few months earlier, his own union, the Sailors' Union of the Pacific, had passed into the hands of people he did not care for, and he had had to urge its expulsion from the ISU. At the time Furuseth had written to a friend: 'It seems that for forty years I have wasted my life and yet if I had to go through it again I would act in the same way'. On the face of it Furuseth's long life seems to have ended in one long series of humiliating rebuffs and catastrophes. Yet when he was dead, his remains were placed in the auditorium of the Department of Labor Building in Washington – he was the first American labour leader to be honoured in this way – Congressmen, members of the United States Supreme Court, as well as trade unionists, came to pay their last respect to him, and when, according to his last wishes, his ashes were thrown into the sea 'as far from land as possible', the master of the ship said: 'Fellow shipmates, we are assembled here to execute the last wish of



Furuseth's bust, done by Jo Davidson in 1929. The usually self-effacing Furuseth was proud of the bust. He wrote of it: 'Those who have seen it think it is myself in a mood in which I have said something and am expecting an answer'

Andrew Furuseth, venerable man, an unselfish worker for the betterment of seamen, who through legal means has done more to secure improved conditions under which you work than any other man. Because this is true, Andrew Furuseth will be remembered as long as Americans go to sea.

To understand Furuseth's achievement, as well as what came to appear as his eccentricity, one has to understand the hell out of which he came. When he came to San Francisco in 1880 Furuseth had known nothing but poverty, hardship and hunger, first in his native Norway and then together with the brutality and squalor which life at sea was at that time. It has to be said, however, that Furuseth remained all his life remarkably indifferent to matters affecting his personal comfort; that, even before he went to sea, he had probably to a great extent succeeded in liberating himself from the crippling and brutalizing effects of his immediate surroundings. He read a great deal, he always had his thoughts to turn to and his reaction to all he went through was ultimately rather abstract. What he seized upon was not the actual squalor which was everywhere before him, but the principle of the thing, the violation of the seaman's natural rights as a human being: for him this was the supreme evil from which all the other minor evils flowed.

<sup>1)</sup> Told in 'Andrew Furuseth: Emancipator of the Seaman' by Hyman G. Weintraub (University of California Press).

and in the last resort he believed that piecemeal mitigation of working conditions was worthless, as long as the seafarer continued to be denied the fundamental freedoms which other citizens enjoyed.

### The crimps

Furuseth arrived in San Francisco in 1880. He had been a deep sea sailor for seven years. For the next nine years or so he was on coastal and fishing vessels. After that he left the sea for good and devoted himself entirely to the affairs of the Coast Seamen's Union.

The CSU was founded in March 1885. Furuseth joined later in the year. The aim of the union was to prevent shipowners shipping non-union crews and to force wage rates up. During the union's first year of existence there was a great deal of violent sporadic skirmishing, but it did not lead to anything conclusive. Wage rates were kept up largely because of a seasonal shortage of crews but the union was not able to get men shipped through its own shipping office and boarding house which had been set up for this purpose. In the circumstances this particular failure was only to be expected at this stage since what the union had been trying to do was to eradicate one of the most deeply rooted evils in their lives, the 'crimping' system.

The 'crimps' – agents who supplied masters with crews – and the unscrupulous boarding house keepers who were in the same business made up the other half of the harsh reality of a seafarer's existence, the half when he was not at sea and subject to the tyranny and whims of a master who had the law on his side up to the point of murder. It was these men who prevented the unfortunate seafarer from ever escaping from the miseries of life at sea. They enticed men from one unscrupulous master to hand him over to another – once they had got out of him what they could. Very often the master of a ship and the crimp worked it between them. When the ship came into port, the master would 'work the men ashore', i.e. he made life as hard as possible for them in the hope of getting them to desert. At this point the crimp took over;

he would come alongside and offer the harassed seamen board and lodging, a good time in port and the chance of another ship. If the seaman deserted he forfeited his wages, but everything the crimp offered was on credit. Often the seaman had no other way out than to accept the offer: he would go and live in one of the boarding houses for a spell, run himself into debt and only when he was in the red for as much as the boarding house keeper could hope to make on him,

would he get his new ship, and only then on condition he made over his first month's wages to his creditor. The system was practically foolproof: masters found it convenient to hire men that way and cheap to get rid of them, the boarding house keepers kept their houses full and the middlemen – the 'crimps' proper – got their commissions. It was all perfectly legal, more or less, and utterly demoralizing: it prevented seamen from making any sort of



*The headquarters of the SUP, the union which Furuseth headed for more than forty years. Originally the union, then the Coast Seamen's Union, catered almost entirely for the crews of sailing ships*

stand on wages and working conditions when they signed on, it reduced them to apathy and encouraged them to waste what little hope of life they had on shore in the only excesses that were open to them.

After the inconclusive skirmishing of 1885 the showdown came in the summer of the following year. The shipowners banded together in an association and ordered all their masters to employ crews only through the association's shipping office. The association also brought in a system of 'grade books' in which the master was to enter any remarks about the quality of the holder's service. The idea was to prevent the 'troublemaker', with his black marks in his grade book, from finding employment at sea. Obviously, the union could not submit to such a system without a fight. They fought, throughout the month of September, but at this stage in their organization, with the employers united against them and their own membership mostly made up of fair weather unionists, defeat was inevitable.

#### Putting the house in order

It was an almost completely demoralized union that Furuseth took over in January 1887. Membership was down to less than



*J. Havelock Wilson, the British union leader and one of the prominent figures in the international fight for seamen's rights with whom Furuseth maintained intermittent and uneasy relations*



*Some of the floral tributes to Furuseth grouped around the monument to the 'Lincoln of the Seas' His ashes were, at his own request, scattered at sea 'as far away from land as possible'*

half what it had been, and even union members were sailing under grade books issued by the shipowners. However, an upturn in trade and an increased demand for crews put the union in a favourable bargaining position and made for a revival of its strength. Furuseth exploited the position to the full, wages were forced back to their pre-strike levels, union finances were put on a more business-like basis, the treasury was refilled and the membership returned. At the beginning of 1889 Furuseth did not put up for re-election. He handed over to his successor a well-organized union with a membership of over 2,000, financially solvent and with all its records in order – a very different proposition than the chaotic wreck with which he had been confronted when he took up office.

Unfortunately the union now fell victim to the activities of several corrupt officials, including the treasurer and the secretary. Several open scandals involving the misappropriation of union funds eventually led to the membership calling back the only man in whom they had confidence – Furuseth came back in April 1891, and although he insisted on retiring again in February 1892, by the following June he was once more in office, and this time he was to remain there until 1936.

By this time the CSU had, through amalgamation with the Steamship Sailors' Union, become the Sailors' Union of the Pacific. This development had put an end to the five years of jurisdictional fights between the organizations which had prevented them hitherto from putting up a

united front against the shipowners. Furuseth had also, during his interrupted period of office in these years, worked assiduously to free the CSU from the hold which the Marxist International Workingmen's Association had had over it since its foundation. By the end of 1889 the IWA influence had been practically destroyed, first by the loss of its right to exclusive control of the union executive the so-called 'Advisory Committee' and then by the abolition of the Committee. It seems likely that much of Furuseth's later vehement contempt for 'socialists' stems from his early tussles with the IWA.

After this first brush with the 'socialists' there came the first of Furuseth's skirmishes with the international seafarers' movement. For some time the *Coast Seamen's Journal* had been following with enthusiasm the affairs of the National Amalgamated Sailors' and Firemen's Union of Great Britain. The Californian interest in the affairs of the British union may not at first have been much more than a shrewd recognition of the depressing effect which the lower wage rates paid to British seamen had on the wages of the West Coast seamen. Furuseth himself, however, seems to have had a glimpse of wider horizons. At any rate, when the British union invited the Americans over to an international seafarers' conference in October 1906, Furuseth accepted gladly and set off for Glasgow with his own proposals for organizing the world's seafarers. On arrival, he was disappointed to be treated at the conference as a mere visitor, and he was further dis-



appointed by the evident lack of enthusiasm for his proposals. The visit ended with Furuseth walking out of the conference in disgust.

#### A dose of cold lead

In marked contrast to this display of pique was the foresight and moderation which characterized Furuseth's handling of union affairs in America. Here, he was not slow to point out that seamen had responsibilities as well as rights – he wanted to create a favourable climate of opinion for the union, and that meant honouring its agreements, providing good crews, and, above all, keeping out of trouble: nobody would be able to say that his union was made up of hoodlums and racketeers. As it happened, the public image of respectability which Furuseth had striven so hard to build up, was all but shattered by the disgraceful events of 1893.

The trouble began in 1892 with the owners trying to ship crews who would sail for less than union rates. The union responded by a varied and ingenious programme which included harassing the owners by sending aboard ship 'dummies' who would desert at the last minute and thus delay the sailing; bringing court actions for the recovery of advances made to crimps above the amount allowed by law; enticing non-union seamen out of the boarding houses and sending them to live in the country at union expense; but, in the end, the battle between the union and the crimps for control of shipping led to violence on both sides. At the beginning of 1893, when the shipowners finally looked like giving in, the San Francisco Employers' Association joined in and hired on behalf of the shipowners a particularly unsavoury individual who at this time went under the name G. C. Williams. This gentleman, who was wanted at the time by the Michigan police, was formally described 'secretary' of the shipowners' association. In fact he was employed to smash the strike. The methods he intended to use are clear from a remark of his quoted in the contemporary press – 'A dose of cold lead has a wonderful effect in quieting disorders'.

The shipowners now opened their own shipping office again and insisted on all hiring being done through it. As the year wore on, the employers were helped by a deepening depression. Jobs were scarce and the shipowners' shipping office could get all the men it wanted. Men were beaten up, one ship was cut adrift and dynamite was found on three others. The union claimed that these incidents were the work of the shipowners in their attempt to discredit organized labour. Furuseth tried to keep up the fighting spirit of the union members, but by September it was clear that this particular fight was lost. The union tried to reach a settlement by lowering its wage scale. Then, at midnight on Sunday, 24 September 1893, six sailors who were returning to their lodging in a boarding house catering mainly for British seamen stopped to examine a small black bag near the entrance of the house. One of them noticed that there was dynamite in the bag and ran away. A moment later the bag exploded killing instantly four of those who had remained and badly mutilating the fifth.

In vain did the union protest its innocence and offer a reward for information leading to the arrest of the criminal. Public opinion condemned the seamen for the outrage and remained firm in its conviction even when subsequent arrests and trials failed to show any connexion between the union and the explosion. The union once again more or less disintegrated. Within a week after the outrage it was decided to shut up the union shipping office and to allow members to find work on whatever conditions they could get from the employers. It seemed that all Furuseth's work over the past eight years had been for nothing.

#### The International Seamen's Union of America

From 1893 until 1898 things had to go very quietly on the West Coast. In the meantime Furuseth had much of his attention taken up by his work on other fronts, within the American Federation of Labor where with two exceptions he represented the seamen

at every annual convention from 1893 to 1936; in organizing a national seamen's movement, and in campaigning for legislative reforms.

The first contacts with the Atlantic Coast and Great Lakes' Seamen had been made in 1890 when Furuseth returned from his illfated expedition to Glasgow, although the National Seamen's Union, a federation of maritime unions on the Great Lakes, Atlantic, Gulf and Pacific coasts was not formed until 1892. The union, however, soon disintegrated and had to be revived in 1895 and again in 1899. Things went rather slow in the East Coast, the Great Lakes' members objected to paying their dues (because the weak Atlantic Coast unions were usually exempted), and finally the SUP was the only organization paying the full per capita levy. Furuseth offered the Presidency of the National Union to William Penje, Secretary of the Great Lakes' Union, hoping this would help to create good will in that quarter. But Penje made out that he was insulted by the offer, although the following year he accepted it willingly enough after Furuseth had organ-



*For years Furuseth refused to be photographed and when he did, in 1915 after the passage of the American Seamen's Act, it was strictly as a personal favour to his old friend, the late Senator LaFollette co-author with him of the Seamen's Act*



*A group of American maritime trade union officials laying a wreath in memory of the great US seafarers' leader, Andrew Furuseth on the occasion of the hundredth anniversary of his birth*

ized a bold organizing campaign on the basis of the legislative reforms gained for seamen by the White Act of 1898. In December 1899 the union changed its name to the International Seamen's Union of America. It had 3,000 members.

After five years of marking time, the picture in San Francisco brightened considerably in 1899. By 1901 union membership was three times what it had been three years earlier and there was more than four times as much in the union treasury. This was the year, however, when the employers made a concerted attempt to stamp out trade unionism in San Francisco; their tactics, of picking one union off at a time, were soon obvious to all but the blind. However, it was not until they made their fourth attack, on the teamsters, that practically all San Francisco's organized labour got together and called a general strike in support of the locked out teamsters.

The strikers were not successful. They had too much against them. The employers refused to negotiate since this would have been to recognize the unions; strike breakers were brought in, and they were given special protection by the police. Moreover, the police department, which was controlled by the employers, actually recruited 'special' policemen, a collection of layabouts and near-criminals who were clearly there to try and incite strikers to violence and thus bring discredit on the movement. Furuseth, sensitive to public opinion since the dynamite outrage in 1893, managed to prevent feelings from getting out of hand altogether, and when the Governor intervened after ten weeks and brought the strike to an end, it was generally recognized that he had managed the

strike with supreme skill. If the workers had not actually gained anything the labour movement did at least emerge intact from the fray. The employers had not succeeded in their major aim of destroying the trade unions in San Francisco altogether. Indeed, as far as his own union was concerned, Furuseth now managed to keep on fairly good relations with the employers: during the following four years, he steadily urged union members to be reasonable in their demands and to honour the agreements that had been entered into with the employers. Thus, confidence was built up on both sides – the confidence which alone could bring to an end the bitter extremist positions into which both sides had tended to slip in the early years. The general improvement in relations did not however prevent a relapse into the old anger, bitterness and violence in the seamen's strike that took place in the abnormal atmosphere following the great San Francisco earthquake of 1906, but the great victory which the seamen eventually won in that year laid the foundation of an industrial peace which was to last for the next fifteen years.

#### **Furuseth and the longshoremen**

One of the most disquieting features of the 1906 strike had been the violence between longshoremen and seamen. Relations between the two groups, which had always been bad, were to grow steadily more acrimonious over the following years. An intensification of jurisdictional disputes was a predominant characteristic of the development of American trade unionism at this time. Furuseth's hostility to the longshoremen, however, has its general explana-

tion in the traditional contempt which the old-time seaman had for land-dwellers, particularly those with whom he most often came into contact, the unscrupulous hangers-on, thieves, prostitutes and boarding house keepers for whom the poor seaman was always fair game. However, practical considerations also entered into it. It was a tradition on the lumber ships for the crew to load and unload the timber and the skills they had acquired in this auxiliary function helped to assure the men of a steadier job. Another consideration was that if a ship was loaded by longshoremen, it could, at the worst, sail off with any old crew, but if it was loaded by experienced men, it would be these men who would sail the ship. More often than not as Furuseth knew, it was the experienced men who would be union members. These, however, were arguments which were already becoming rather out-dated. Other of Furuseth's claims, however, had more justice in them. He objected in principle to any group of sea-going personnel being organized by a shorebased union. Catering staff, for instance, could not, as he saw it, expect to have their interests properly looked after by a union made up for the most part of shore-workers. The workers on a vessel, including those in the catering department, were subject to maritime law. Shore unions knew nothing about maritime law, were doing nothing to improve it, and could do nothing therefore, in Furuseth's eyes, to improve the conditions of members who went to sea. This particular battle with the Hotel and Restaurant Employees' Union, Furuseth did not have much difficulty in winning.

The longshoremen, however, gave him more trouble. On the Pacific Coast, it is true, the two groups were able to live in armed harmony most of the time mainly because the Sailors' Union was more highly organized and was in a position to make the rules. On the Great Lakes, however, the long tradition of exclusiveness by the Seamen's Union had driven the firemen who at that time were regarded with contempt by the other seafarers, into the arms of the International Longshoremen's Ass-

ciation – a natural enough choice seeing that many of the firemen had originally been recruited from the longshoremen who loaded coal on to the vessels: Penje, Secretary of the Great Lakes' Seamen's Union (and also President of the ISU), was all for leaving the firemen to the ILA, feeling that in an inter-union war his own organization was bound to come off worst. He therefore flatly refused the ISU Convention mandate to organize the firemen.

This resolution by the ISU Convention of 1899 had already caused trouble; Furuseth had taken it to the AFL and when the AFL offered to arbitrate between the ISU and the ILA Furuseth refused on the grounds that there was nothing to arbitrate. In 1901 the ISU reiterated its determination to organize all categories of seagoing workers, and in retaliation the ILA changed its name to International Longshoremen's and Marine Transport Workers' Association so that the union had now at least the name of a genuine maritime union. Furuseth did not like this and began a systematic campaign to break the might of the ILA on the Pacific Coast. By 1905 he had succeeded and in the following year the chairman of the AFL managed to get the two sides to meet and settle their differences. Furuseth more or less got his way: the Pacific coast jurisdictional demarcation line between longshoremen and seamen was accepted as valid for the whole country.

Furuseth did not get his Great Lakes firemen however. But then neither did the ILA, for the firemen now had their own organization.

It is impossible to give even the briefest account of the subsequent vicissitudes of Furuseth's Pacific Coast sailors, let alone of the tumultuous history of the ISU. We must content ourselves with a brief look at Furuseth's most important work as a legislative reformer and at his activities on the international scene.

### The White Act

Furuseth's greatest contribution to the welfare of the American seaman was in promoting legislation on his behalf and in fighting in the courts and out of them for

that legislation to be favourably interpreted and enforced. Since the knowledge of law, tactical shrewdness and sheer tenacity which Furuseth amazingly combined in his own person was just about matched by the hired skills which his powerful opponents were able to marshal against him and by the enormous economic and political resources which were theirs to persuade public opinion, the legislature and the administration to join them in obstructing reform, the struggle was bound to be a long series of apparent gains and reverses. Successive bills were shuttled back and forward between the two houses of Congress, endlessly referred back to committees, recommended and then quietly shelved or abandoned in favour of other watered down versions. The very heavily amended bills which did become law were then liable to be further vitiated by adverse court rulings and by the way in which their reforming provisions were interpreted by the administration.

By 1898 when the White Bill became law, seafarers had the right to leave their ships in any American port; allotments, i.e. the making over of a seaman's wages to a crimp, were forbidden in the coastal trade; a majority of the crew could call for a survey of the seaworthiness of their ship; masters were compelled to hire a full crew, but only 'if obtainable'; there were penalties for unreasonably withholding a seaman's wages; the penalties for various offences by seamen had been reduced; crews were also entitled to a passage home if their vessel was wrecked in a foreign port; their statutory scale of provisions and minimum accommodation space had been improved. Against these gains, the seaman's legal and real freedoms were still limited insofar as he could still be imprisoned for deserting in a foreign port; his wages, up to one month, could still be allotted to a third party in the foreign trade (i.e. he might still be in the hands of the 'crimp'); he could not claim against the shipowner for injuries received from the officers; and the master could still have inserted in the articles a provision that the seaman's wages should be payable at the master's option.

### La Follette

The second phase of Furuseth's legislative programme for freeing the seaman began in 1904. This time he had a much bigger job on his hands. It is impossible to give here even the briefest summary of the origins and vicissitudes of all the bills that found their final form in the La Follette Act of 1915. One can only say that Furuseth's feat of endurance was positively heroic. Quite apart from his courage in the face of repeated disappointments – on several occasions victory seemed to be assured, only to be snatched out of his hands at the very last minute – one has to marvel at the way he was able to translate the pathos which kept him going into a sober handling of the situation which prevented him from ever being completely out-maneuvred.

Even when the La Follette bill in its final form had gone through both houses, President Wilson was in two minds whether to sign it or not. He referred it back to Secretary of State Bryan who recommended him not to sign it. On March 2, 1915, Furuseth and Senator La Follette put their case to the Secretary of State and the President. On March 4, only one hour before Congress adjourned, the news came that the President had signed the bill. Afterwards the President wrote that he had 'finally determined to sign it because it seemed the only chance to get something like justice to a class of workmen who have been too much neglected by our laws'.

The La Follette Act had twenty sections – five new provisions and fifteen revisions of previous statutes. Among the new provisions were those on manning – sixty-five per cent of deck ratings had to be ABs of at least nineteen years of age and with three years' deck experience at sea; the carriage of lifeboats; and a provision closing the loophole which had enabled shipowners to evade paying compensation to seamen for injuries on board. The amendments, however, were nearer to Furuseth's heart: imprisonment was at last abolished for desertion; advances on seamen's pay to third parties were for-

bidden; seamen were now entitled to claim half their outstanding pay in any port of loading or unloading; and the 'master's option' in this matter was finally done away with. The gains in the coastal trade secured in 1898 were thus now extended to seamen in the foreign trade. Moreover most of the provisions were made applicable to foreign vessels in United States ports – it was this provision which had made Wilson hesitate to sign the bill: the United States had treaties with twenty-two countries undertaking to arrest and detain foreign seamen who deserted in us ports. These seamen could now walk off their ships with impunity, and with half pay.

The passing of the La Follette Act marks the climax of Furuseth's achievement as a reformer. Although he lived another twenty years and spent the greater part of his time in Washington trying to get the Act strengthened, he got nothing more out of Congress. He did, however, prevent the act being weakened and there can be little doubt that he had already got what he really wanted: the American seaman could now withdraw his labour like anybody else, he was no longer a serf bound to his ship, and these had been for Furuseth the essential conditions for any trade union activity which was not to be absolutely futile.

It is difficult to assess the immediate concrete benefits of the Seamen's Act because it was hardly in operation before the abnormal conditions of wartime obscured the situation; certain of its provisions had necessarily to be neglected for the time being, but on the other hand the shortage of seamen drove up wage rates. But although the war boom eventually gave way to a depression about which the seafarers, however strongly organized they might have been, could have done little, there can be no doubt that the Act ultimately strengthened the bargaining position of seafarers against the shipowners.

#### Furuseth abroad

Furuseth's jealous defence of the Seaman's Act explains in large measure the bitter hostility which characterized his attitude



*One of the tragedies of Furuseth's life was his basic inability to co-operate in the international struggle to improve seafarers' conditions. He wanted the struggle to be fought on his own terms.*

to the international labour movement. He wished to take part in international affairs, but he was impatient of anything that conflicted with his own philosophy. He insisted that everybody should see things from the point of view of 'the American seaman' and this insistence came more and more to seem like monomania. He began his post-war career by denouncing, in a letter to President Wilson, the League of Nations and the International Labour Organization as a plot to kill the American merchant marine. On this original view he elaborated at the 1919 American Federation of Labor Convention but his opposition to the AFL endorsement of the League was defeated almost unanimously.

Furuseth's seven trips to Europe between 1920 and 1935 were about as successful. In 1920 and 1922 he attended conferences of the International Seafarers' Federation. At the first of these meetings, Furuseth and J. Havelock Wilson of the British Seafarers exchanged rather acid comments on each other's aims and achievements, but later on in the year they teamed up against the Danish seamen, who were on strike, and with whose political views Wilson and Furuseth both disagreed. No aid was given by the ISF to the Danish strikers. A thousand dollars which had been raised by his own union for the strikers was handed over by Furuseth to the ISF, and there the money remained.

Behaviour like this naturally alienated

the Scandinavian unions and they now left the ISF and went over to the ITF. Other European unions soon followed suit and within a few years the ISF consisted of only Furuseth and the British union. Furuseth's main opposition to the ITF was because it had dockers in it and as we have seen Furuseth was rather prejudiced against dockers.

His special venom, however was reserved for the ILO. The International Seamen's Code he resisted as an attempt to destroy the American Seamen's Act and he advised the ILO to concentrate on abolishing the slavery 'rampant within the League's jurisdiction in place of trying to abolish freedom where it has been gained'.

Although he was in Europe at the time Furuseth was not invited to represent the United States at the important Conference on Safety of Life at Sea held in London in 1929. He had attended a previous Conference in 1913, and he had felt at the time that this Conference had been another tactical move by his opponents to prevent the passing of the Seamen's Act. Because he felt that it would weaken the Act American adoption of the treaty drafted by the 1929 Conference was stubbornly opposed by him right up to 1936.

#### Furuseth's philosophy

Just as Furuseth's original views gave him the appearance of a lonely eccentric on the international scene, at home they isolated


him from the main stream of American labour thinking. He discoursed at great length at the AFL Conventions and he was listened to with respect, but the respect was for the man and not for the views. He tended to object to all reforms and even more to all reformers. He consistently opposed proposals for regulations enforcing minimum wages. A plan to establish the six-hour day was opposed by him on the grounds that if the Government once had the powers to regulate working hours, the people would end up by being forced to work even longer. Rather inconsistently, he was against reductions in working hours as such, since these, he felt, would destroy civilization by destroying the skills which men had acquired over the centuries. He attacked old-age pensions and unemployment insurance, the latter because it would introduce a system of 'industrial passports' which would give the employer new powers of discrimination against his workers and sap the workers' independence and courage. Old age pensions he opposed because the labour movement was an army, and its battles would have to be won by fighting and not by looking after the wounded. With his long-standing antipathy to the longshoremen, it was only natural that he should deplore the growth of industrial unionism.

The most important last-stand of Furuseth was on the question of injunctions - the subject on which he had acquired a redoubtable knowledge. He drafted his own bill on this question and had it introduced to the Senate, apparently without the official approval of the AFL. His bill struck at what for him was the root of the issue, the fact that labour was regarded as property. He wanted to have it that property should only be what was 'tangible and transferable', and thus remove labour entirely from the jurisdiction of the courts. Accordingly he was disgusted when the AFL adopted a bill on entirely different lines, and when this passed into law as the Norris Laguardia Act, Furuseth never ceased to attack it, although the rest of organized labour found it quite satisfactory.

Andrew Furuseth died alone as he had lived alone. He had given his entire life to


the American seaman and in his last years he must have felt that he had been abandoned by them. The intense austerity of his life apart from the causes he fought for is almost frightening. Practically every day of his life he put in between 12 and 16 hours work. He ate little. He was tall and thin. As he got older he became thinner and seemed to grow taller. He paid no attention to his appearance. He always wore a crumpled suit which people said he washed instead of sending to the cleaner's. He had a horror of personal publicity and refused even to have his photograph taken until 1915 after the passage of the Seamen's Act and agreed only then as a personal favour to his friend Senator La Follette. His relationship with the La Follette family was about the nearest Furuseth ever got to friendship. In his contacts with others, the personal aspect was completely obliterated. He was generally known as a 'soft touch' for a loan, but many who knew him well could never recall him asking about their health, their family or how they were getting on even in a casual way. He never married and usually went to eat alone.

### Brother Evans new ASLEF General Secretary

 LAST MONTH BROTHER WILLIAM JOHN EVANS became General Secretary of the ITF-affiliated British Associated Society of Locomotive Engineers and Firemen on the retirement of Brother Albert Hallworth. Brother Evans was elected a member of the ITF Management Committee at the ITF Berne Congress in July this year. Having worked on the railways since 1916 and held union office since 1934, he was elected Assistant General Secretary in 1956, and became General Secretary Elect in January, 1959.

Brother Hallworth had been in office as ASLEF General Secretary since February, 1956. Before that he had been Assistant General Secretary since 1948. For the past six years Brother Hallworth has served on the ITF Management Committee since his election at the ITF London Congress, 1954.

### The roadrailer

 A REVOLUTIONARY NEW VEHICLE that runs equally well on road and rail has just emerged successfully from seven months of testing on Britain's roads and railways. The vehicle, known as the 'roadrailer', has retractable road and rail wheels, which are lowered when required rather like an aircraft undercarriage. The whole process is accomplished in a few minutes by a special reversible 6 h.p. motor. On the road the vehicle is hauled by a road tractor, and thus becomes part of an articulated lorry. On the railways it is coupled to a train of similar vehicles. The body has a capacity of 1,400 cubic feet and a payload of 11 tons. On rail it is designed for speeds of up to 70 miles per hour. British Railways, who have been carrying out the tests, believe that the 'roadrailer' will effectively combine the advantages of both rail and road transport. It will be hauled by rail at high speeds over long distances and the easy transformation from goods lorry to goods wagon and vice-versa will cut out a lot of the difficulties, expense and delay entailed by complex marshalling operations.



*British Railways' new road-rail vehicle, the 'roadrailer' is lowered onto the rails. This vehicle combines the flexibility and convenience of road movement for collection and delivery of freight with the speed and economy of railways for the trunk haul (Photograph by British Railways)*



### Pakistani port workers meet



AT A GENERAL MEETING of the East Pakistan Port Workers' Union, held in August, a resolution was passed urging that all unions representing port workers should come together into one unified organization and forget their own personal minor differences for the sake of the overriding advantages for all port workers which would be the natural consequence of unity. This followed the report of the union's General Secretary on the failure of attempts at unification which had been made up to then.

The meeting also passed resolutions calling on the government to ensure the representation of port workers' interest on the Chittagong Port Trust; to set up a Port Labour Board to look after the welfare of Chittagong port workers; and to institute better social security provisions in the way of housing and medical facilities and accident and death benefit schemes.

### Expansion plans for Sudan Railways



THE GENERAL MANAGER of the Sudan state railway has announced



The Sudan Railways are to be extended under the new seven-year plan. This photo shows work already in progress on the construction of a new railroad from Sennar Junction to Singa in the Fung area - a total length of 66 kilometres (Photo: Sudan Government Public Relations Office)

that they are carrying out an extensive survey of railway expansion requirements for a period of seven years. Plans include the extension of railway lines and the purchase of new locomotives and rolling stock, and expansion of harbours. The plans will tie in with other constructional projects planned by the State. A full report embodying this seven-year plan was scheduled to be submitted to the Minister of Communications before the end of September.

### Aden legislation restricts freedom to strike



AN INDUSTRIAL RELATIONS (Conciliation and Arbitration) Ordinance was passed by the Aden Legislative Council through all its stages on 15th August.

Introduced by Hasson Bayoomi, Adeni member in charge of labour and welfare, the Ordinance set up an industrial court in which the president may at any stage in a case sit with assessors nominated by each of the parties to a dispute in such numbers as the president may determine. A labour officer is charged with the duty of bringing about within a reasonable time an amicable settlement of disputes reported in writing; and his memorandum of the settlement (signed by the parties) is binding until (but not before the expiration of six months) it is denounced by either side. Any person who 'commits or aids, abets or incites the commission of any act in violation of such settlement . . . shall be guilty of an offence and liable upon conviction to a fine of one thousand shillings or to imprisonment not exceeding six months or to both such fine and imprisonment' (section 13-2). This conciliation procedure does not apply to workers within the scope of a wages council order.

Unsettled disputes go to the industrial court whose award is binding upon the parties (whether or not they appeared or were represented) for a specified period not exceeding two years; but may be retrospective. An employer must obey a court order to employ or reemploy a worker or pay a specified sum of money by way of compensation. The Crown need not accept

arbitration (section 14-2); and if the court holds that an employer or association of employers has 'failed to negotiate or attempt to negotiate in good faith and no injustice would thereby be caused to the other party' it may make an order refusing to take cognisance of the dispute. It is an offence for any person bound by an award to commit, or for any person to incite any such person to commit, any breach of an award (sections 22 and 23).

Any association of employers or workers and any employer (where the president is satisfied that there is an agreement for the satisfactory settlement of trade disputes) may be exempted from the provisions of the ordinance relating to conciliation and arbitration; but the president may withdraw a certificate of exemption on the application of one of the parties if there are reasonable grounds to suppose that the terms of an agreement are not being observed - and if withdrawal of the exemption is recommended by a board of enquiry appointed by the governor under section 1 of the Trade Disputes (Arbitration and Enquiry) Ordinance.

No person may take part in a strike or employer in a lockout (of his own workers or 'to aid another employer') unless exempted from the arbitration provisions and it is an offence for a person wilfully to break or terminate or to instigate anyone to break a contract in the nine scheduled essential services if he knows that the public would consequently be deprived of service or if there might be damage to life and property. The rights of a person refusing to take part in or continuing a strike or lockout may not be prejudiced; and may not be a condition of employment that 'a workman shall not be or shall not become a member of any or a particular trade union or other association representing workmen in any trade or industry. Every member of the committee of an association and every director and officer of a company or corporation guilty of an offence under the ordinance is also guilty of the same offence unless it took place 'without his knowledge or consent' (section 31); but no prosecution may be commenced

The oil harbour in the port of Aden. An Industrial Relations Ordinance recently passed by the Aden Legislative Council providing for an industrial court and mediation and arbitration procedures has been strongly criticized by both Aden and international trade unions (Photo by courtesy of the British Petroleum Company)



without the written consent of the attorney-general (section 28).


These new measures have the effect of depriving many trade unions of their most fundamental right - that of withholding their labour. It is true that, in cases where a 'satisfactory' system of collective bargaining exists, exemption from the compulsory arbitration provisions may be granted. But the Ordinance taken as a whole gives no positive encouragement to the practice of collective bargaining; indeed, it seems likely that employers will find it preferable to reject voluntary negotiations in favour of compulsory arbitration since under the former their workers may strike while under the latter they are forbidden to do so.

The Ordinance provoked strong trade union opposition when it was proposed. The Aden Trades Union Congress called its members out on a general strike of protest, but the bill passed into law and the strike was called off. This was followed by reprisals in the form of dismissals and the withdrawal of the publication licence from the Aden workers' journal.

After sending a mission to Aden to support the trade unions and investigate the situation, the ICFTU has now lodged a complaint with the ILO, claiming that the legislation conflicts with ILO Convention No. 98 on the right to organize and

bargain collectively. In addition the ICFTU has called on the ILO to recommend to the British Government: 1) that the Ordinance be repealed; 2) that the development of voluntary negotiating machinery be encouraged; 3) that the Aden TUC be allowed to resume publication of a journal without undue limitation as to its contents; and 4) that workers dismissed following the strike be reinstated.


### Facts and figures about Indian Road Transport

 TWO STUDIES CONDUCTED BY THE NATIONAL COUNCIL OF APPLIED ECONOMIC RESEARCH at the request of the Indian Ministry of Transport and Communications show the importance of the financial contribution made by the road transport industry to the public exchequer, and of its employment potential. The net contribution to Government revenue from this source is greater even than that of the railways, amounting to Rs 955.5 million.

The employment provided by road transport is estimated at 2.4 million, provision and maintenance of track accounting for 41 per cent of this total (970,000). Road transport operations themselves gave employment to 712,000 and the provision and maintenance of vehicles and supply of fuel to 516,000. Terminal services engaged 169,000 employees and transport administration and control formed the smallest of all the categories with 14,000 employees. Taking employment in workshops and the transport operations together, direct employment in the industry amounts to 46 per cent of the total.

The employment potential is very high, and the study indicates that the wage rewards of this industry go mainly to the low income groups.

### Co-operatives combat exploitation in the Sudan

 CO-OPERATIVE SOCIETIES have been formed by fishermen on the White Nile who have long been suffering exploitation by merchants who used to make huge profits by acting as middlemen between the fishermen (whom they often only paid in


Sudan fishermen scaling and sun-drying fish. Sudanese are now forming co-operative societies to avoid exploitation by middlemen. Advice on technical matters is available to them from the Sudan Fisheries Board. Credit and marketing facilities however present problems (Photo by Sudan Government Public Relations Department)



kind) and the exporters in the flourishing dried fish trade with the Belgian Congo. Through their co-operative efforts the fishermen have cut out the middleman and now obtain the price the exporter used to offer to the merchant.

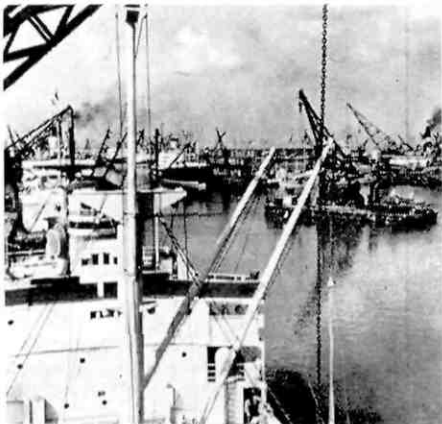
Inevitably, however, there are great problems to be overcome. The fishermen are very poor and inexperienced; they need credit, managerial skill and technical advice and marketing facilities. Advice is available from the Fisheries Board; the Co-operative Department is providing junior personnel for management; marketing arrangements are being handled by the Sudan Co-operative Union. But poverty-stricken fishermen are not considered credit-worthy and the Government is no longer willing to lend money to co-operative institutions. So it is the problem of finance which is causing the biggest headaches at the moment.

### Harbour developments in India

 A PROGRAMME FOR THE DEVELOPMENT OF PORTS is envisaged during India's third Five Year Plan. Schemes of development and modernization have been outlined for Calcutta, Bombay, Madras, Cochin, Vizagapatam and Kandla as well as a number of minor ports.

The need for a deep water port in the region of Calcutta has been recognized and Haldia unanimously accepted by experts as the best site for it. An assessment of this


The docks at Bombay. India's third Five Year Plan envisages the development of the country's ports and modernization plans have been outlined for Calcutta, Bombay, Madras, Cochin, Vizigapatam and Kandla as well as for a number of minor ports (Photo: Government of India)



traffic Haldia might be called upon to handle by the end of the Plan is being made in order to enable a decision to be made on the size of the port and the phases in which it should be developed.

A limiting factor in the development of minor ports has been the inadequacy of the requisite type of technical assistance. To overcome that difficulty the Indian government has decided to set up a Central Technical Assistance Board to advise on problems of ports and inland waterway transport.

### Not eye to eye


 THE JOHANNESBURG CHAMBER OF COMMERCE — which presumably knows what it is talking about in matters commercial — does not see eye to eye with the government of the Union of South Africa on the subject of (non-European) labour movement control. In its 1960 report, published at the end of September, the Chamber called for a lowering of the barriers preventing any race from conducting business anywhere in the Union. It also wanted a progressive relaxation of restrictions on the free movement of labour. It opts for a repeal of job reservation regulations and comes out in favour of the right of trade unions, under suitable safeguards, to represent all races.

Coming from a body of business men — who neither in South Africa nor in any other part of the world are particularly noted for their willingness to allow sentiment to interfere with profit-making — this is indeed an indictment of the South African government's labour policies towards its subject native population. It is a clear

indication that the government's repressive measure against non-white workers is unjustified on business grounds alone.

The government now has two enemies lined up against it: common decency (to which hitherto it has not shown itself to be particularly sensitive) and plain business self interest. With the present government having gone berserk on this question, however, it is saddening to reflect that it probably could not care less what body of opinion is arrayed against it. 'They are all out of step except our Jim'.

### Tanganyika and the South African boycott


 SPEAKING IN DAR-ES-SALAAM on 12 September, the Chief Minister made a reference to the question of a total boycott of South African goods. This had earlier been discussed by dockers' union leaders in Tanganyika who had originally contemplated boycott action with effect from 1 September. In his reference to this action, Julius Nyerere, in his first Press



The docks at Dar-es-Salaam, Tanganyika. There is a movement among East African dockers towards closer ties between dockers' unions in various ports as well as between dockers' and seafarers' unions. Dockers in this region are also pressing for Joint Industrial Councils in the ports

conference since assumption of office. Chief Minister, expressed the hope that would not be necessary for the new government of Tanganyika to legislate for the boycott of South Africa and South African businesses. He stressed that the boycott was a voluntary protest by consumers and that a refusal on the part of Tanganyikan dockers to handle South African cargoes was a matter for the trade unions. He added that the government would not interfere with their actions, and that, if shipping companies closed their offices in Tanganyika following trade union boycott action, he would rather lose shipping business than compromise with South Africa.

### A living wage for Africans

 STRIKES AND SIGNS OF GROWING UNREST AMONGST AFRICANS reported from different parts of Southern Rhodesia highlight a state of affairs which ought to be causing the Government some sleepless nights. The basic minimum wage for urban Africans has remained static for a long time during which the cost of living has jumped. The present minimum was laid down in 1957 during the Government of Mr. R. S. Garfield Todd, is £6 10s. per month. A Commission which was set up at the time to investigate the conditions of Africans in urban areas recommended £14 10s. as the barest subsistence wage. Other bodies made their own investigations and came up with figures of £15, £20 and £25. It should be noted, however, that these figures were suggested about ten years ago and therefore take no account of the sharp rise in the cost of living since 1957.

The average wage for Africans in the whole of Southern Rhodesia is £5 8s. 11d. while that of Africans in urban areas is £10s. How they make up for the difference between what they ought to be getting and what they actually receive has never been discovered. The situation has been aggravated recently by the application of the Land Husbandry Act which has the effect of rendering 200,000 Africans landless.

(Continued on the next page)



# Road report



The road patrol officer is up and about very early in the morning checking on the state of the roads in his sector. He is here seen putting through his report – which is despatched in coded form – to the regional roads department

**IN ALL PROBABILITY NO-ONE IS SURPRISED TO HEAR** a report on the conditions to be met on the roads of Western Germany when he switches on his radio at seven o'clock in the morning to hear the news. It is all part of the radio service and few, if any, are a thought as to how the report is produced. Nevertheless there is a close-knit organization active in every one of the *Länder* making up the Federal Republic of Germany which is responsible for ensuring that every day a report on the conditions drivers are likely to meet on the roads goes out over the country's radio network.

the *Land* alone – Baden-Württemberg – has some 3,500 to 5,000 persons involved directly or indirectly in the production of

the 'state of the roads report' transmitted during the winter months.

When the normal weather report in-

dicates that frost is to be expected during the night, the road patrol officers immediately make an early night of it, setting their alarm clocks for 4 a.m. to 5 a.m. This is the time when they will be patrolling the most difficult part of their section, measuring the depth of any snow that has fallen and estimating the state of the surface and the extent to which it constitutes a driving hazard. They then record the temperature before going to the nearest telephone box to make their report to the roads department.

This department has already been on the go for some time preparing for the work of snow-clearing or putting down sand. 'Federal Trunk Road 3, Section 19: state of surface, 5; work to be done, 7; traffic 2', comes the report. And from this coded message the roads department knows that some 15 cm of snow has recently fallen, that it has to be cleared away and sand put down and that road traffic is being delayed in certain sectors. Messages of this kind keep the telephone bell ringing in the roads departments continuously between the hours of five and five-thirty in the morning. The man on early duty in the department enters this information in coded form on the specially printed forms used for this purpose in the department. When all the reports are in he retransmits them in code form to the surveyor's department which acts as the central office for the collection of all data relating to the state of the roads. These reports are then processed in the surveyor's department between 5.33 a.m. and 5.45 a.m. At exactly 5.49 a.m. the surveyor's department rings up the duty-officer in the Presidency. He does not have to wait for his call to get through – the Post Office has 'standing orders' to make this connection every morning at 5.49. By 6.10 a.m. all road reports are in the hands of the Presidency staff and after short

*(Continued from page 254)*

These dispossessed thousands are rushing to the towns, where there is already heavy unemployment and a chronic housing shortage.

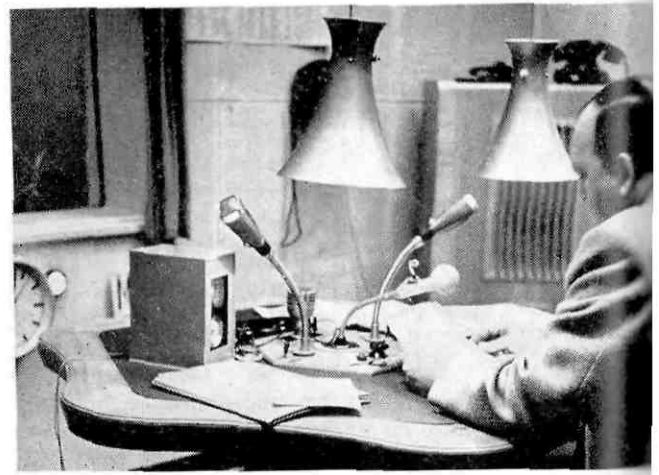
This state of affairs is bound to get worse unless the Government has the political courage to tread on a few expensive corns. But Governments in Southern

Rhodesia are made or broken by the votes of employers. Mr. Garfield Todd boldly raised the minimum wage to a quarter of what it ought to be – and lost office through this over-generous action. But unless the Government raises the statutory minimum wage it must expect more strikes and disturbances among the African population.

- 1) The road surface and weather conditions along the various sectors of the Land's Autobahnen are phoned to the roads department and 'flagged' on the wall map there. At this stage all information is still in coded form
- 2) The officer in the regional roads department is kept busy taking down the state of the roads reports coming in to him from all parts of his region. All details are entered in coded form on special forms used for this purpose in the department
- 3) In the Länder Presidencies – the government secretariats – officers are busy collating all information for retransmission to the roads department

ment of the Ministry of the Interior. This must be in their hands not later than 6.30 a.m.

- 4) The 'state of the roads' report goes out over the teleprinter network to radio stations, the Federal Ministry of Transport and the meteorological offices as well as to a special section of the central Post Office for tape recording
- 5) Sharp at five minutes past seven the announcer's voice can be heard. 'And now we bring you a report on road conditions . . .' A lot of preliminary work by transport officials has been put into the shaping of this report



4

5


processing are retransmitted to the Ministry of the Interior.

In the Ministry numerous forms are already filled up with coded details as the reports flow in: where and to what extent road surfaces and the movement of vehicular traffic are affected by weather conditions such as fog, fresh falls of snow, or packed snow on the carriage-way, etc. Meanwhile the road services have already begun or completed their work of making the roads safer for traffic. All these details are recorded in code form in the Ministry.

All 'state of the roads' details are marked on a map in the Ministry, the entire road network in the *Land* being flagged with coded details referring to the various road sectors and covering all major and secondary roads. On the basis of this map, Ministry staff gain an overall picture of road conditions throughout the *Land*, enabling them to produce their 'state of the roads' report, this time, in plain language. This report also contains the details which the roads departments of the Federal *Autobahnen* have collected over their own teleprinter network and have transmitted to the Federal Ministry of Transport.

At 6.35 a.m. the *Land* Ministry staff are ready with their report which is put out over the teleprinter network to the radio stations, the special centre of the Federal Post Office (for tape broadcasting) to the meteorological offices and the Federal Ministry of Transport.

### Industry - not agriculture


 TODAY MORE PEOPLE ARE EMPLOYED IN SWITZERLAND in industry and manual trades, which we take both here and below to include such branches of economic activity as mining, building, and the supply of electricity, water and gas, than in any other sector of the economy, viz. 463 out of every thousand who earn their living. This figure is based on the 1950 census. As early as 1888 a census showed 416 out of every thousand gainfully employed to be working in these sectors. Only Belgium and

Great Britain have a somewhat higher proportion of their working population engaged in these branches of trade and industry.

This high proportion of workpeople in industry is paralleled by the modest number engaged in work on the land. In 1950 only 165 out of every thousand were engaged in such basic production as agriculture, horticulture and forestry; the number in 1888 was 375. Next to Belgium and England, Switzerland has relatively the smallest number of people engaged in agriculture of any country in Europe.


The distribution of the rest of the working population is also typical of Switzerland as an industrial country, more than one ninth of them finding employment in commerce, banking and insurance. Another forty-five per thousand are engaged in transport, forty-two in the hotel industry, and seventy-six in the liberal professions and administration. Domestic work accounts for fifty-two out of every thousand gainfully employed.

### Norway to centralize labour exchanges

 UNDER A GOVERNMENT bill to be laid before the Norwegian Parliament, the country's labour exchanges and vocational guidance, at present under the control of local authorities, are to be placed under direct government control. Some 120 labour exchange districts are to be set up in various parts of the country with one labour exchange centre for each district. Special departments will be organized or special officials appointed to deal with vocational guidance at the various offices.

At the end of 1959 the percentage of the total working force unemployed was 3.4. The number of persons in gainful employment at that time was 1,010,800.

### A bright idea

 THE ZURICH POLICE have hit on a brilliant idea to 'punish' school children discovered committing traffic offences. Instead of threatening them with a visit from a policeman - and possible dire consequences - the traffic police send

the offender a letter which invites him to 'reflect on his misdeeds'.

The letter reads somewhat as follows: 'Dear John,

Have you so soon forgotten all that your teachers told you at school about how to behave on the road?

Judging by your recent behaviour, it would appear that you have!

By way of a reminder of how you should behave on our busy roads today, you are to write a little composition entitled: "What could happen?". This will be your punishment.


Send your composition, which must be at least two pages long, to the following address:

Zurich Canton Police,  
Traffic Advisor's Department  
Zurich 4.

p.s. Do not forget to write your name and stamp the envelope.

The extension of this practice to adult offenders would not be a bad idea either! How many of us, we wonder, would then be kept busy doing 'police' homework of this sort? There is room for reflection there.

### The problem of elementary education in Switzerland

 THE PROBLEM OF ELEMENTARY EDUCATION is not an easy one in Switzerland, given the type of settlement. The decentralization of the high schools and secondary schools makes them more accessible, and the university statistics plainly show that the body of students is recruited from all classes of the population. The scattered villages in the mountains, however, are far removed from the schools, and the children have to walk many miles to reach them. In the mountain cantons, where the families leave their homes in the valleys to go up to the Alpine pastures in summer, the problem has been solved by opening the schools only during winter. By concentrated work during the winter months, it is possible to cover the whole syllabus. Very often teachers in such schools take up some other occupation during the summer months, such as hotel work.

# Mid-air collisions



**+** THE PROBLEM OF PREVENTING MID-AIR COLLISION of aircraft is becoming daily more acute with the increasing number of aircraft in the skies — aircraft which are flying at speeds not contemplated by the early pioneers who first took to the air.

In the following article by Anchar F. Zeller, Ph. D., which is reprinted from 'Aerospace Medicine', the human aspects of mid-air collision are treated in detail. In particular, the author concludes that the rule 'see and be seen' is hardly adequate to meet today's needs.

In World War I, when relatively large numbers of aircraft were being flown in the same general area at the same time, the first major mid-air collision recorded occurred on August 17, 1917. To those who are accustomed to thinking of mid-air collisions as being recently significant, it is of some interest that in 1918 there were forty-five mid-air collisions, of which forty-two resulted in fatalities.

During 1958 there were thirty-three mid-air collision accidents experienced by the U.S. Air Force. This represents a decrease in the number as well as the rate, computed on the basis of flying hours, of mid-air collisions over the previous several years (Table I). For the first time since 1950, it also represented a definite decrease in the

portion of all Air Force aircraft accidents which were mid-air collision accidents (Table II). When it is considered that the ratio of mid-air collision accidents to all aircraft accidents in the Air Force doubled between 1950 and 1957, the importance of this is emphasized.

In spite of this improved record, the significance of even one major mid-air collision accident is such that continued effort toward the elimination of this type of accident is required. As is the case with any type of accident, prevention depends upon an identification of the circumstances surrounding the accident and of the causes. Evaluation of Air Force experience indicates that, to a great extent, the mid-air collision problem is a self-contained one.

*Failure to see other aircraft in flight is given as the main cause of mid-air collisions. The rule 'see and be seen' however is hardly adequate to meet today's needs.*

*Instrumentation is required to eliminate the danger as far as possible particularly in view of the limitations imposed by the 'human factor'.*

Although a few serious occurrences have involved Air Force and non-Air Force aircraft, these occurrences have been relatively rare. Since the Air Force was established as a separate service in 1947, only 18 accidents have involved Air Force and civilian aircraft. Within the Air Force, great strides have been made in the reduction of formation-type, mid-air collision. The most critical aspect of the problem which remains is the collision of aircraft which were not being operated in association with each other. Air Force accident experience shows that approximately four out of five of the mid-air collisions occur under visual flying rules (VFR) in daylight conditions. Most are within twenty miles of an airfield and occur at relatively low airspeed.

When the assessed causes of the accidents are considered (Table III), it is apparent that by far the greater number of these are related to either errors of omission or commission on the part of the pilot. In order of frequency, these errors relate to failure to see the collision object, a misjudgment of distance, or failure to take corrective action in time to avoid a perceived aircraft. Other errors are committed by such persons as instructors, flight leaders and supervisory and ground support personnel. Due to the very nature of mid-air collisions, in a large number of instances the actual causes are undetermined because of the extremely destructive nature of such accidents. The remaining mid-air collisions are the result of some type of unsafe condition, but during a recent five and one-half year period only two mid-air collision accidents fell into this category.

The immediate conclusion that would be drawn from an evaluation of these accidents would suggest that the human participant was at fault in mid-air collision accidents. A careful evaluation of the

tion, however, would suggest that this obvious conclusion should be examined more critically in the light of the basic limitations inherent in the equipment, the setting, and in the man himself.

TABLE I. Mid-air Collision Rates per 100,000 Aircraft Hours in U.S. Air Force and Air National Guard, 1947-1958

Year	Major Collisions	Fatal Collisions
	Rate	Rate
1947	0.80	0.40
1948	0.86	0.36
1949	0.83	0.47
1950	0.63	0.33
1951	0.71	0.32
1952	0.82	0.45
1953	0.74	0.38
1954	0.71	0.34
1955	0.58	0.28
1956	0.59	0.34
1957	0.55	0.32
1958	0.38	0.24

TABLE II. Relative Frequency of Major and Fatal Mid-air Collisions in U.S. Air Force and Air National Guard 1947-1958

Year	Frequency per 1,000 Major Accidents	
	Major Collisions	Fatal Collisions
1947	18	9
1948	21	9
1949	23	13
1950	17	9
1951	22	10
1952	29	16
1953	30	15
1954	35	17
1955	34	16
1956	40	23
1957	40	23
1958	36	22

TABLE III. Percentage Distribution of Most Frequent Primary Pilot Factors Occurring in Mid-air Collision Accidents in U.S. Air Force and Air National Guard 1953-1958

Nature of Factors*	Per cent
Unable to see other aircraft	
In flight . . . . .	46
In pattern . . . . .	3
Judged distance . . . . .	23

Did not change flight pattern in time to avoid collision . . . . .	19
Used improper crossover or cross-under technique . . . . .	9
<b>Total . . . . .</b>	<b>100</b>

\* These factors were represented in 75 per cent of all mid-air collisions.

**Human Factors**

In any human activity, considered in conjunction with the operation of a piece of equipment, there are three sequential steps which must be followed. First, perception which involves seeing and hearing, but also an understanding of the meaning of the stimulus perceived. The second step in the sequence involves decision. Once perception has been accomplished, it is necessary that the information received be integrated with other information and past experience, and a decision made as to the course of action to be followed. The third step is the logical culmination, namely, the performance of some action. In other words, response. This perception-decision-response cycle is always involved. It is an interesting coincidence that in order of frequency the errors committed in mid-air collisions fall roughly into the same sequence, that is, the greatest number of errors are related to perception, the second greatest to decision and the third greatest are related to inappropriate decisions and judgment and responses. Consideration of this sequence of activity indicates that there are finite time lapses associated with each step, and that there are factors which can interfere with the optimal development of each step of the sequence.

When perception is considered, it is obvious that in order for an aircraft on a collision course to be observed, it is necessary for the pilot to be looking outside of the cockpit. By the very nature of the pilot's task, there are occasions when the requirements of flying made this impossible. The monitoring of instruments and the adjusting of controls often require that attention be directed inside the cockpit.

Information developed through research studies indicate, for example, that the

average time taken to read a standard Air Force aircraft altimeter is seven seconds. Incidental to this, it is pointed out that one-sixth of the readings are in error and that one-tenth are in error by as much as 1,000 feet. During this seven seconds a pilot in a standard jet penetration from 20,000 feet at 350 mph, in a rate of descent of 5,200 feet per minute, travels 3,600 feet along a flight path and descends 600 feet vertically. Any shift from one instrument to another within the cockpit takes time. The actual lateral movement of the eyes will consume five one-hundredths of a second while traveling through 20 degrees. If a person looks into the cockpit, looks outside, and then re-focuses on the instrument panel a minimum of two seconds has elapsed. Other activities are even more time-consuming. The changing of radio channels which requires complete concentration inside the cockpit, the monitoring of the fuel system which requires selection of various tanks, re-setting altimeters, and various other activities associated with visual flight. When an instrument flight plan must be followed, the time spent monitoring the instruments is much greater, even under VFR conditions. Under emergency or anticipated emergency conditions, even more time is spent looking inside the cockpit.

Even if the pilot is looking outside of the cockpit, there are a number of factors which contribute to failure to observe a collision object. First, the available space which can be scanned is restricted to the area which can be observed through the windshield or canopy. Although consistent efforts have been aimed at improving the possible field of vision, even a casual survey of modern aircraft will reveal the limited degree to which the objective has been attained.

Another limitation relates to the resolving power of the human eye. Even though vision is unobstructed and the object is clearly in focus, an aircraft, particularly a fighter aircraft, on a head-on collision course, presents a very small target on which to fixate, and the distance at which actual visual identification is possible is

limited to a few miles at the most. When the image received is clear and distant, the minimum visual angle at which any type of form other than a dot can be perceived is approximately one minute of arc. Depending upon atmospheric conditions and the location of the sun, this relatively short distance may be even further reduced. Still further restriction occurs if the object is not directly in focus. Stimulation of the periphery of the eye does not result in perception nearly as readily as stimulation of the central portion. Even when a peripheral stimulus is noted, it may take several tenths of a second to bring this into clear focus to the point that recognition is possible.

At high altitudes another peculiar visual phenomena, which is not so well recognized, becomes important. This is the tendency of the eye, when looking into space with no object on which to fixate, to automatically focus only a few feet in front of the individual. Efforts to overcome this, and to look into the distance, only aggravate the problem. At extremely high altitudes, where there are no concrete objects upon which to fixate, or in haze conditions which result in the same restriction of possible external stimuli, this condition exists.

Another factor is related to scanning habits and division of attention. Even under optimal conditions, when the amount of air space which can be seen is related to the human visual field, the actual probability of seeing a collision object in time to avoid it, particularly when the rate of closure is extremely high, is small. The decision which the pilot must make, once an object is perceived, can be stated simply as the decision of whether or not a collision course has been established and the corollary decision of what to do if it is determined that one has. This simple statement, however, disguises the extreme complexity of both of these decisions. When straight line courses are involved, the problem of determining whether or not another aircraft is on a collision course is relatively difficult but this difficulty is magnified many times when either or both

of the aircraft involved are flying in other than straight line courses. The problem of judging rate and of projecting curvilinear paths by visual reference to open space is almost outside the pilot's capability. Because of the high rate of closure often involved, which makes it necessary for the evaluation to be made at relatively great distances if a collision is to be avoided, this difficulty is enhanced.

The problem of decision as it relates to the course of action to be followed is also far from simple. This decision must be made rapidly and accurately because, in most instances, once the pilot has committed his aircraft to some type of manoeuvre, insufficient time remains for major correction.

The problem of teaching an individual to make quick and accurate decisions in emergency situations is one which has concerned those responsible for training for many years. One of the best training methods, of course, is actual experience. Unfortunately, actual experience as regards mid-air collision is often gained on a disastrous one-time basis and even when this is not the case, there are so many variables involved that predetermined routine courses of action are difficult to devise in any meaningful manner. Even under the most optimal circumstances, decision involves some finite time which must be considered in the total activity sequence.

The problem of response is the problem of efficient technical operation of the aircraft, and hence is related to the degree of inherent ability, adequacy of training, amount of experience, and an accurate evaluation of the specific circumstance which makes the response in question appropriate. Not only the perception and decision portions of the perception-decision-response sequence involve time delays, the response itself is a time-consuming process. In the simplest case, the response time lag can be restricted to the actual neural transmission time and the time involved in muscular contraction. In practice this type of analysis is inadequate because the control of an aircraft

involves more complex types of manipulations.

Another type of response which must be considered is related to the functioning of the aircraft itself. This machine response time consists of the time required for the movement of the controls and control surfaces, and the time required for the modified airflow to produce sufficient deviation of the aircraft from the original flight path for a collision to be avoided. Under relatively optimal circumstances the minimum perception-decision-response lag together with the machine lag, has been determined to be about five seconds. This theoretical minimum, as is readily apparent from the preceding discussion, can extend to an indefinite time, and in practice is certainly several times the possible minimum. Even using the assumed minimum figure, two aircraft on a collision course with a combined rate of closure of 1,200 mph will be a mile and a half apart five seconds before collision. Under optimal circumstances a collision could be avoided. At these speeds, if the aircraft were closer together than this before one of the pilots observed the other aircraft on a collision course, a collision would be essentially inevitable.

### Limiting Factors

The discussion to this point has been concerned primarily with normal universal human limitations and standard operating conditions. Unfortunately, there are many adverse circumstances which can lead to further degradation of the efficiency with which the perception-decision-response sequence is initiated and hence increase the probability of mid-air collisions. Because up until now at least, perception of a collision object is dependent upon looking outside the cockpit, aircraft design, particularly of the cockpit, which increases the complexity of the pilot's task or the amount of time which must be spent looking inside the cockpit, will reduce the outside scanning time and increase the probability of collision.

Another important consideration is the amount of background training and

Damage caused by a mid-air collision in this case was not so severe as to prevent a safe landing. In many instances, however, the results are much more serious. Continued strenuous efforts are needed to eliminate this type of accident

experience which the individual pilot has in the specific equipment. With training and experience, many functions which originally were performed on a visual basis become semi-automatic and are performed more and more on the basis of tactile rather than visual cues. The pilot with limited experience, or one in a strange cockpit, must use visual stimulation to adequately perform his cockpit tasks. This automatically increases the probability of collision.

Although man apparently can do many things at one time, evidence unequivocally indicates that in actual fact he can attend to only one thing at a time, although he may alternate his attention very rapidly and hence appear to be attending to a multiplicity of tasks within a restricted time period. The requirement for additional concentration on any facet of the operation must result in a reduction in the time available for attention to other facets.

Other limiting factors are boredom and fatigue. As was indicated, the task must not be too complex or the time available for the scanning operation is reduced. On the other hand, the pilot's task must not become too simple because lack of activity in progress is conducive to general boredom and inattention due to drowsiness or preoccupation. The result is a degradation of the general scanning habit patterns. Under these conditions the proximity of another aircraft may not be noted until the critical point has been reached, or in fact may not be noted at all, until a collision results. Flights of long duration are conducive to fatigue with a general degradation in the efficiency with which all tasks are accomplished.

Special hazards, which are almost unique to the pilots of aircraft, are those associated with oxygen deficiency and explosive decompression. Under extreme circumstances, either can lead to unconsciousness but before this point is reached there is general impairment of all aspects of the perception-decision-response sequence as a result of an inadequate supply of oxygen within the bloodstream. Although conscious, the pilot may be and often is un-



ware of his impairment. Related hazards are those resulting from carbon monoxide or from toxic poisoning. These all lead to impaired efficiency.

Another less defined type of hazard which, because of the impairment of efficiency associated with it, is important, is that associated with the pilot's mental state. Excessive concern with problems of personal interest can lead to incorrect accomplishment of essential flying duties, particularly during periods when the immediate demands are at a minimum. This can result in inattention to outside traffic and to a resultant accident.

One other factor deserving mention is the relation of age to general performance ability. Although increased age is generally associated with increasing experience, it is also associated with a deterioration of certain bodily functions, particularly those related to rapid precision activity. There is a slowing of reflex time, slowing of accommodation of the eyes, a general deterioration in the ability to attack new and novel situations and ultimately, in advanced age, marked deterioration in abstract mental ability and physiologica resistance. The degree to which this factor is related to mid-air collisions cannot be evaluated but it is certainly a factor to be considered.

Physiological incapacitation regardless of age is also always a potential limiting factor.

Although the Air Force, and other agencies, have experienced a large number of mid-air collisions in the past, the percentage has been relatively small in comparison to total aircraft accidents. To a great extent this reflects exposure to this type of accident. As more and more aircraft are using a given air space the statistical probability of a mid-air collision increases. The history of the Air Force, in terms of the relative portion of all accidents which are mid-air collision accidents, bears out this

anticipated trend. What was a dramatic but relatively infrequent occurrence thus became, with time and increasing traffic density, a devastating and frequent one. This called for critical action, although public awareness of this action followed some of the more highly publicized accidents within the past year, actual remedial efforts within the Air Force, as well as elsewhere, have long been established and new corrective programs are continually being developed.

#### Solutions

As was indicated, the findings from accident investigation would tend to imply that since mid-air collisions are the result of pilot errors, remedial action should be aimed directly at the pilot. The preceding analysis, however, indicates the fallacy of this argument and documents theoretically what has been demonstrated in fact, namely, that many mid-air collisions are the result of the pilot finding himself in a situation which exceeds the capability of the man and machine as currently constituted. Although added emphasis upon training pilots in various procedures and techniques can undoubtedly result in the elimination of many mid-air collisions, an adequate solution must aid the pilot, both through information supplied directly to him and through control procedures, to guarantee aircraft separation, so that the potential mid-air collision situation does not develop.

It has been suggested that multiple pilots or additional scanners, when this is possible, will serve to reduce mid-air collision accidents. This is based on the assumption that two pairs of eyes can scan more adequately than one. This is certainly the case, and accident histories demonstrate that aircraft with more than one pilot, particularly those with a side-by-

side seat configuration, are involved in fewer mid-air collisions than other types of aircraft. It must be kept in mind, however, that factors other than the multiplicity of pilots are operating to produce this improvement. The human limitations discussed are as applicable to several persons as to one so that any additions in terms of scanner personnel can be expected to eliminate only a fraction of the mid-air collision accidents.

A remedial approach can be expected to be of value. Modification of aircraft to increase visibility and improvement of design of the cockpit, to reduce the complexity of the pilot's task, would decrease the probability of mid-air collision. Aerodynamic considerations seem to limit progress in the visibility area. The process of cockpit simplification and standardization is one which has received, and is receiving, a great deal of attention. Changing aircraft performance characteristics, with the consequent requirement for new and different instruments and controls, make this a difficult task.

Various solutions have been suggested aimed at increasing the conspicuousness of aircraft. These would appear to be of some value, especially in relation to aircraft at relatively low speeds in areas of high traffic density, such as near an airfield. It should be pointed out, however, that the actual possible space available for the pilot to scan is restricted and that aircraft approaching from many angles may not be seen no matter how conspicuously marked. It is also relevant to consider that accident histories indicate that most collisions of the non-formation type occur when one or more of the aircraft were following a curvilinear course immediately prior to the accident, which makes judgment regarding possible collision extremely difficult.

The use of high intensity lights, especially if these can be designed to furnish directional information, should also be useful, particularly for night operation. Empirical evidence indicates, however, that over four-fifths of all mid-air collisions occur during daylight hours, under good visibility conditions so that unless lights can be

developed which have marked attention-provoking characteristics under daylight conditions, the prevention potential of anti-collision lighting is limited.

Smoke puffs and vapor trails have been evaluated. Under certain cruise conditions away from congested traffic these have some limited value. On well-travelled air-lines, however, or more particularly in the congested areas around terminal points, the multiplicity of such trails might well lead to confusion and it is conceivable that the haze condition created could present its own problems.

Traffic control appears to offer the most profitable immediate solution to the mid-air collision problem. A guarantee of positive separation of all aircraft should be of great value; again, however, positive control of traffic is dependent upon a number of factors. These include the capability for such control and the willingness for all traffic to be controlled. The development of positive traffic control, even for all commercial and military aircraft, is dependent upon facilities and equipment not yet available. The control of certain other types of aircraft does not appear to be prospective because of the lack of willingness upon the part of some groups to subscribe to full control. Furthermore, there are some types of traffic, including many test and tactical flights, which cannot be subject to full control.

#### Discussion

The development of adequate anti-collision equipment, in the form of either a proximity warning indicator or a true anti-collision device, remains in an open status. Caution should be exercised in implementing and adopting any of the devices in this category. It should be borne in mind that the pilot needs very specific, easily-assimilated information in order to use it for mid-air collision avoidance. This information must be presented meaningfully and in time and must include at least direction, bearing and rate of closure, and take into consideration all aircraft in the immediate vicinity. Presenting this information by means of a visual display, which requires

cockpit attention and interpretation on the part of the pilot, may well aggravate rather than alleviate the problem. True anti-collision avoidance information fed into the auto-pilot system may add excessive weight, and hence be unacceptable for many types of aircraft.

An over-all consideration of the human aspect of mid-air collisions demonstrates that the apparently obvious conclusion attributing almost all such accidents to pilot error, is incorrect. They are the result of a complex situation the demands of which, in many instances, exceed the basic capabilities of the pilot. If further corrective measures are not instituted, it can be predicted that mid-air collision accidents will increase because of the great probability of increased air traffic. The remedial measures under consideration will result in a decrease in accidents in direct proportion to the degree to which they guarantee aircraft separation, or assist the pilot in perceiving, deciding and acting as the functions relate to collision avoidance. All of the currently suggested measures have limitations which will preclude complete effectiveness. In implementing any measures aimed at a reduction of mid-air collision accidents, caution should be exerted to guarantee that the corrective measure applied does not in itself create other problems which might lead to an increase in accidents in general.

#### Summary


Since its first major mid-air collision in 1917, the U.S. Air Force has directed efforts toward the prevention of accidents of this type. These efforts have involved selection and training of personnel, improved external control measures, cockpit redesign for simplicity and better visibility methods for increasing the conspicuousness of approaching aircraft and equipment designed to give the pilot additional information by means of cockpit presentation which indicate approaching aircraft. Particularly important has been control of collisions between Air Force and civil aircraft. In its history as a separate service from 1947 to the middle of 1959, it



eighteen such accidents have occurred. Until 1958, none had involved commercial transport, passenger-carrying vehicles.

An evaluation of the mid-air collisions which have occurred indicates that, to a great extent, they are the result of a combination of human limitations and situational factors. Present control and assistance efforts are not adequate for the guaranteed prevention of all collisions. Although flying on a see-and-be-seen basis is currently necessary, it should be recognized that due to the limitations of man and of the equipment now available, such flying involves a risk which will increase with greater traffic density. Accident evaluations do indicate, however, that full utilization by all users of the airspace of all prevention methods available at present can result in a decrease in mid-air collision accidents. The development of advanced control and warning equipment will further this end.

### Compulsory medical examination for ageing drivers ?

 WHETHER ROAD TRANSPORT DRIVERS who are getting on in years should be obliged to undergo a medical examination in order to assess their fitness to continue driving is a question which has frequently engaged the attention of all those in any way connected with the industry. Not least among these are, of course, those trade union bodies who organize transport workers. Our Swiss affiliate, the Commercial and Transport Employees Union (VHTL) put this question to a number of people particularly qualified to express an opinion by reason of their knowledge and experience.

Among these was the Chi of Medical Officer of the Institute of Forensic Medicine of the University of Zürich. Enumerating the chief ailments assailing drivers with advancing years (circulatory disorders, heart trouble, high blood pressure, diminution of acuity of sight and hearing, general retardation of the quickness of reflex actions, etc.) this authority stressed that driving made greater physical demands than


was generally supposed and failing health could be specially serious in the case of drivers in view of the grave consequences of a road accident.

He expressed the view that all road transport drivers (and not only taxi and coach drivers) should be medically examined when taking out a licence, and periodically re-examined thereafter – every three years up to the age of forty-five and every two years thereafter in the case of coach drivers, and every three years up to fifty and every two years after that in the case of lorry and taxi drivers.

He also stressed that the driver himself is not always in a position to judge the exact state of his health, and in any case would probably tend to play down any infirmity for fear of losing his job. Failing health and the diminution of the faculties with advancing years always, in the opinion of the doctor, represented a danger irrespective of the additional care with which elderly drivers drove or of the ability to do the right thing as a result of years of experience behind the wheel.

The Director of the Zürich Advisory Centre for Transport and Industry gave as his opinion that, although elderly drivers were more subject to tiredness and were particularly subjected to strain under modern conditions, the cause of accidents was nevertheless more often to be found in a driver's 'mental make-up' than in any physical weakness due to advancing years. He recommended that any person under the age of 22 applying for a learner's licence should be required to undergo an examination to discover his mental aptitude for driving. Those who drove for a living, should be required to undergo an examination at the age of sixty.

### A land with four languages

 THREE-QUARTERS OF THE SWISS PEOPLE speak German dialects and the remainder French, Italian or Romansch; nevertheless the question of languages has never caused trouble. Officially the four national languages are on the same footing; administration is therefore rather more difficult, but that is the only


drawback. There has never been any suggestion that the minority be compelled to use the language of the majority; indeed the attitude is far from that, for while French and Italian-speaking Swiss are not particularly eager to learn German, the German-speaking Swiss like to learn and to speak French or Italian. French in particular has an importance in Switzerland which is out of all proportion to the number of those who speak it as their mother tongue.

### New blind landing system

 ONCE AGAIN SCIENCE HAS TRIUMPHED OVER NATURE. Fog, which so often in winter months disrupts air services because of the landing difficulties it creates, has been defeated by electronics. A new electronic invention, known as *Autoland*, which will enable airliners to land automatically in all weathers, including fog, has been developed by the British Ministry of Aviation's Blind Landing Experimental Unit. An aircraft equipped with this system will be able to land on a runway under any weather conditions fully automatically without intervention by a human pilot.

The first part of the system, known as *Autoflare*, is to be installed on the next generation of British civil aircraft, including new jet airliners due to come into service in 1963-64. *Autoflare* will enable an airliner to be brought down almost on to the runway with the pilot then taking over and performing the actual touch-down itself. The full *Autoland* system will carry this a stage further, so that the complete landing operation can be carried out automatically in perfect safety.

### British dockers' pension scheme

 THE British government has given the go-ahead signal for the new British dockers' pension scheme. Under it, new entrants or dockers now under 25 will get a pension of 40 shillings a week on retirement. Those already over retirement age get a lump sum payment of £100 and a pension of 10 shillings a week. In between are various combinations of pension and lump sum payment.

## What they're saying



### Human conscience not wanted

**THE SECRET AND TREACHEROUS DEPORTATION OF DR. AMBROSE REEVES**, the Anglican Bishop of Johannesburg, shows that the South African government is still adamantly resolved to stamp out the protests of human conscience against its racist policies.

Dr. Reeves had to flee earlier this year after his arrest for opposing the Sharpeville massacre was imminent. Now the South Africans have bundled him out of the country as though he were a plague carrier.

But the deportation of Bishop Reeves has a deeper significance, which is that the Nationalist government has become openly afraid of meeting the moral challenge of apartheid. It can send every dissenting clergyman packing, but it cannot face the issue in human terms. So the victory goes to Dr. Reeves.

Let us hope that it is the harbinger of victory in the real battle which, as South Africans must know, is approaching more rapidly with every passing day.

New York Herald Tribune

### European Transport

**THERE IS GOING TO BE A BIG ARGUMENT DURING NEXT YEAR** in the Six Countries of the Common Market. These countries are to try to come to some agreement on the future organisation of transport in the Community.

The Common Market Commission expects to finish the preliminary work on basic principles. But detailed studies so far have indicated that there are numerous and deep-seated differences between the six countries on the future of transport.

There are two opposing trends. One seeks to manage transport in the general public interest. The other prefers to treat transport like any other industrial or commercial sector of the economy.

There have been some moves towards greater correlation of carrying rates and tariffs with the cost prices of the services rendered. The Commission say, strangely, that 'further strengthening of this tendency

could greatly aid the more rational distribution of traffic between the different forms of transport'. It does not follow. Unless you have some genuine equality in the costing conditions of different forms of transport you cannot get a true correlation between charges and tariffs with the cost of providing the services. In fact, that is what causes the real disparity when, for instance, you are judging the efficiency of 'c' licensed operation, or even when comparing the basic costing of services as between private road haulage and the railways.

It seems obvious to us that to facilitate communications and distribution in the Common Market Community nothing less than a rational organisation of transport based on the co-ordination of the different forms will be necessary. Already some progress has been made in that direction.

Now the transport authorities of the six countries should get together and formulate such a policy.

'Railway Review', official organ of the NUR

### Only the least imaginative

**IT HAS BEEN COMPARATIVELY EASY** (in the Union of South Africa) to separate black and white horizontally by denying property rights and occupational opportunities in so-called white areas and by destroying political rights; it has been less easy to produce vertical separation that might have offered counterbalancing economic and political rights for Africans in separate areas. In the circumstances, the policy of apartheid has become in effect a policy of cheap labour with political frustration for African leaders and political voicelessness for the African mass. The result is the present state of crisis the dangers of which only the least imaginative can fail to see.

(Margaret Ballinger, one of the three Native Representatives - now abolished - in the South African House of Assembly)

### Hard to spot

**THE NEXT FEW YEARS** will bring new methods in finding and training flying personnel. Future personnel will require more general abilities than those in the past, for the emphasis is less on

specific abilities for specific tasks. Air speeds, altitudes and instrumentation increase, and automatic aids both in the air and on the ground assume more of the actual controlling functions, the required human qualities are now less specialized. Of the future flight operator, quickness, alertness, speed of decision, endurance and a willingness to welcome and adapt himself to strange conditions of behaviour are required. He will be reliable rather than meticulously accurate, and his qualities will be very hard to spot.

Sir Frederick Bartlett, Emeritus Professor of Experimental Psychology, Cambridge

### Subjects of concern

**MANY CHANGES HAVE TAKEN PLACE** IN OUR FAST-MOVING WORLD TODAY. These changes as they come upon us are in themselves the greatest single need for more education. The rehabilitation of present workers and the upgrading of jobs will give rise to increased need of advanced skills and know-how.

Some of the changes we are facing and will have to face are, new trends and developments in mechanization and automation, economic changes that can result in productive changes and changes in localities, dwindling work forces, problems of advanced pensions and rehabilitation, and labour laws, right-to-work laws and other legislative trends; as well, we are faced by hard-nosed attitudes in bargaining with management. These are subjects of concern and importance to all of us if labour is to survive, maintain and enlarge our present standards.

Trainmen News in Canada

### Losing his place in the queue?

**IF ALL CRAFTS OF WORKERS** in the U.S. were to line up one behind the other in the order of their hourly wages the railworker would find he is now 79th in a long line behind the leader. This is a far cry from early railroad days when rail employees were well paid and at one time were only seventh from the top wage.

from US Brotherhood of Locomotive Firman and Enginemen's Magazine

# International Transport Workers' Federation

President: R. DEKEYZER

General Secretary: P. DE VRIES

**7** industrial sections catering for

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

- Founded in London in 1896
- Reconstituted at Amsterdam in 1919
- Headquarters in London since the outbreak of the Second World War
- 225 affiliated organizations in 71 countries
- Total membership: 6,500,000

## *The aims of the ITF are*

- to support national and international action in the struggle against economic exploitation and political oppression and to make international working class solidarity effective;
- to cooperate in the establishment of a world order based on the association of all peoples in freedom and equality for the promotion of their welfare by the common use of the world's resources;
- to seek universal recognition and enforcement of the right of trade union organization;
- to defend and promote, on the international plane, the economic, social and occupational interests of all transport workers;
- to represent the transport workers in international agencies performing functions which affect their social, economic and occupational conditions;
- to furnish its affiliated organizations with information about the wages and working conditions of transport workers in different parts of the world, legislation affecting them, the development and activities of their trade unions, and other kindred matters.

## *Affiliated unions in*

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

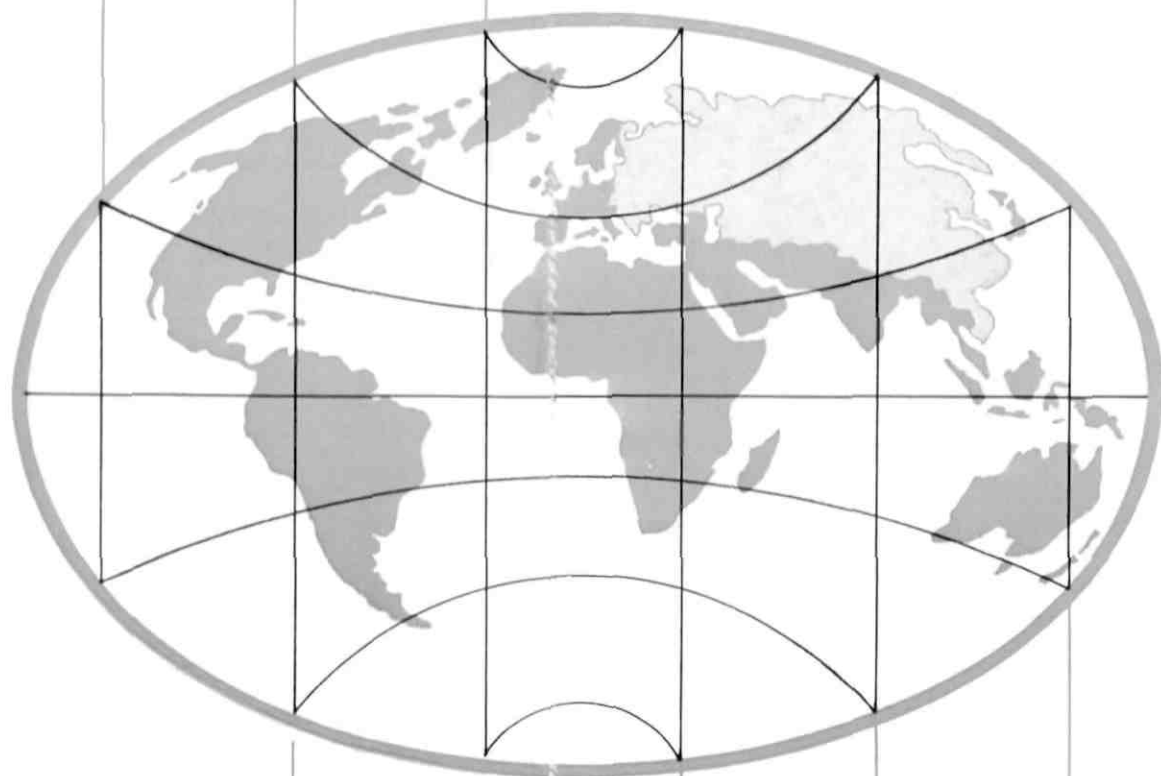
# Publications for the world's transport workers

International Transport Workers' Journal

Internationale Transportarbeiter-Zeitung

ITF Journal (Tokyo)

## **Editions of Journal**



## **Editions of Press Report**

Pressebericht

Pressmeddelanden

Communications de Presse

Transporte (Mexico City)

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