

REPORT III

International Labour Organisation

INLAND TRANSPORT COMMITTEE

Fifth Session

Geneva, 1954

WELFARE FACILITIES FOR DOCK WORKERS

Third Item on the Agenda

Report Prepared by the International Labour Office

GENEVA  
International Labour Office  
1953

REPORT III

International Labour Organisation

INLAND TRANSPORT COMMITTEE

Fifth Session

Geneva, 1954

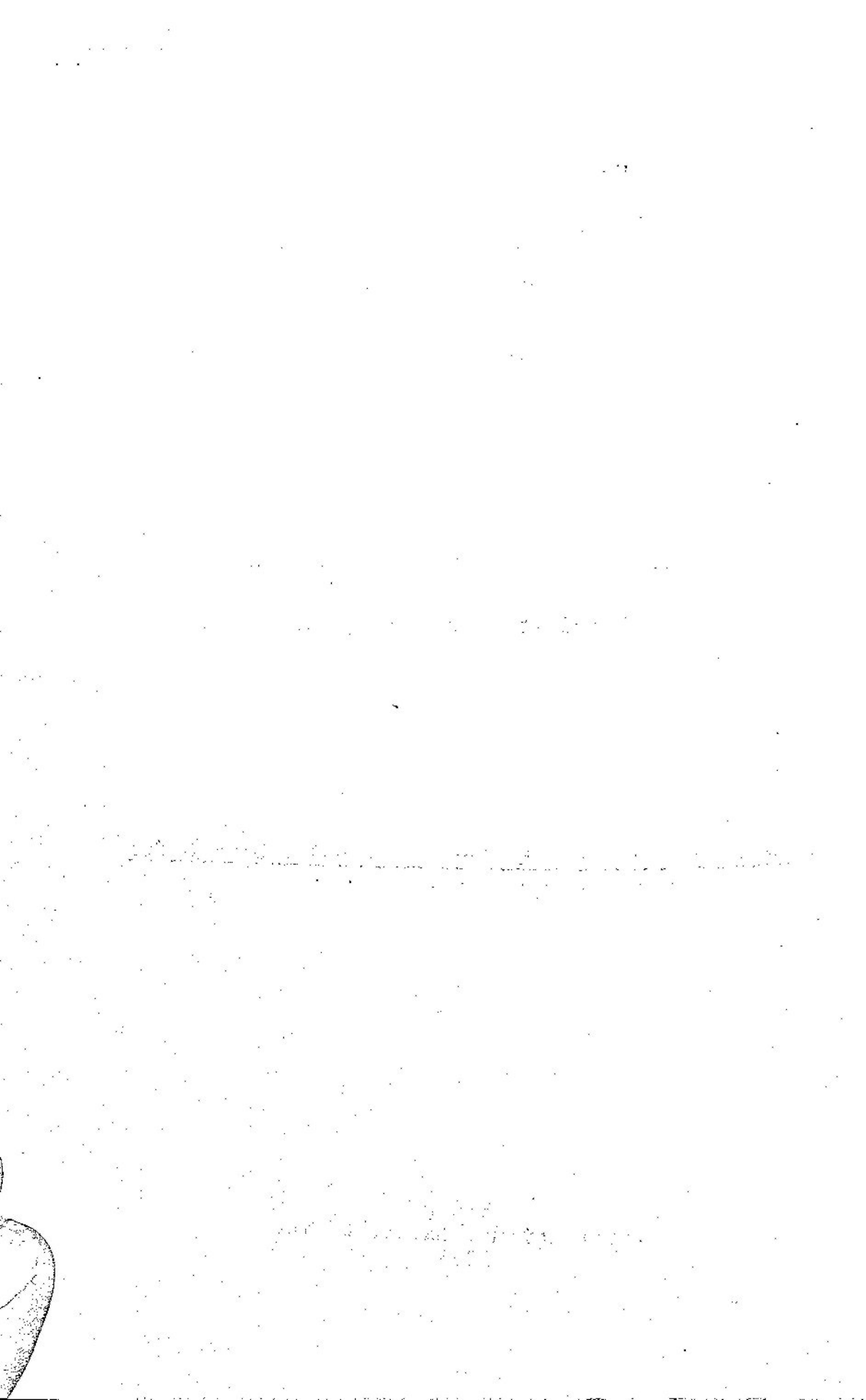
WELFARE FACILITIES FOR DOCK WORKERS

Third Item on the Agenda

Report Prepared by the International Labour Office

GENEVA  
International Labour Office  
1953





## Contents

	<u>Page</u>
<u>Introduction</u> .....	1
Proposals of the International Transport Workers' Federation .....	1
Resolution of the International Labour Conference .....	2
Resolution concerning Regularisation of Employment of Dock Workers .....	3
Other Discussions on Welfare .....	3
Plan of the Report .....	5
<u>Chapter I: THE NEED FOR WELFARE FACILITIES</u> .....	6
Some Characteristics of Work in Ports .....	6
Reasons for the Interest in Welfare .....	9
Existing Facilities .....	12
The Scope of Welfare Facilities .....	13
Persons Covered .....	13
<u>Chapter II: HIRING HALLS AND WAITING ROOMS</u> .....	15
The Advantages of the Hiring Hall .....	15
The Building .....	17
Waiting Rooms .....	20
<u>Chapter III: REFRESHMENT FACILITIES</u> .....	22
Location .....	25
Types of Refreshment Facilities .....	25
Space .....	26
Hours of Opening .....	27
Service .....	28
Standards of Hygiene .....	28
General Environment .....	28
Prices .....	29
Supervision .....	30
Drinking Water .....	30
<u>Chapter IV: FACILITIES FOR WASHING AND FOR CHANGING CLOTHES</u> .....	35
Existing Facilities .....	37
Standards of Washplaces .....	39
Showers or Baths .....	39
Soap and Towels .....	41
Facilities for Changing and Drying Clothes ...	41
Location .....	42
Toilet Facilities .....	43

... ..

... ..

... ..

... ..

... ..

... ..

... ..

... ..

... ..

... ..

... ..

... ..

... ..

... ..

... ..

... ..

... ..

... ..

... ..

... ..

... ..

... ..

... ..

... ..

... ..

... ..

... ..

... ..

... ..

... ..

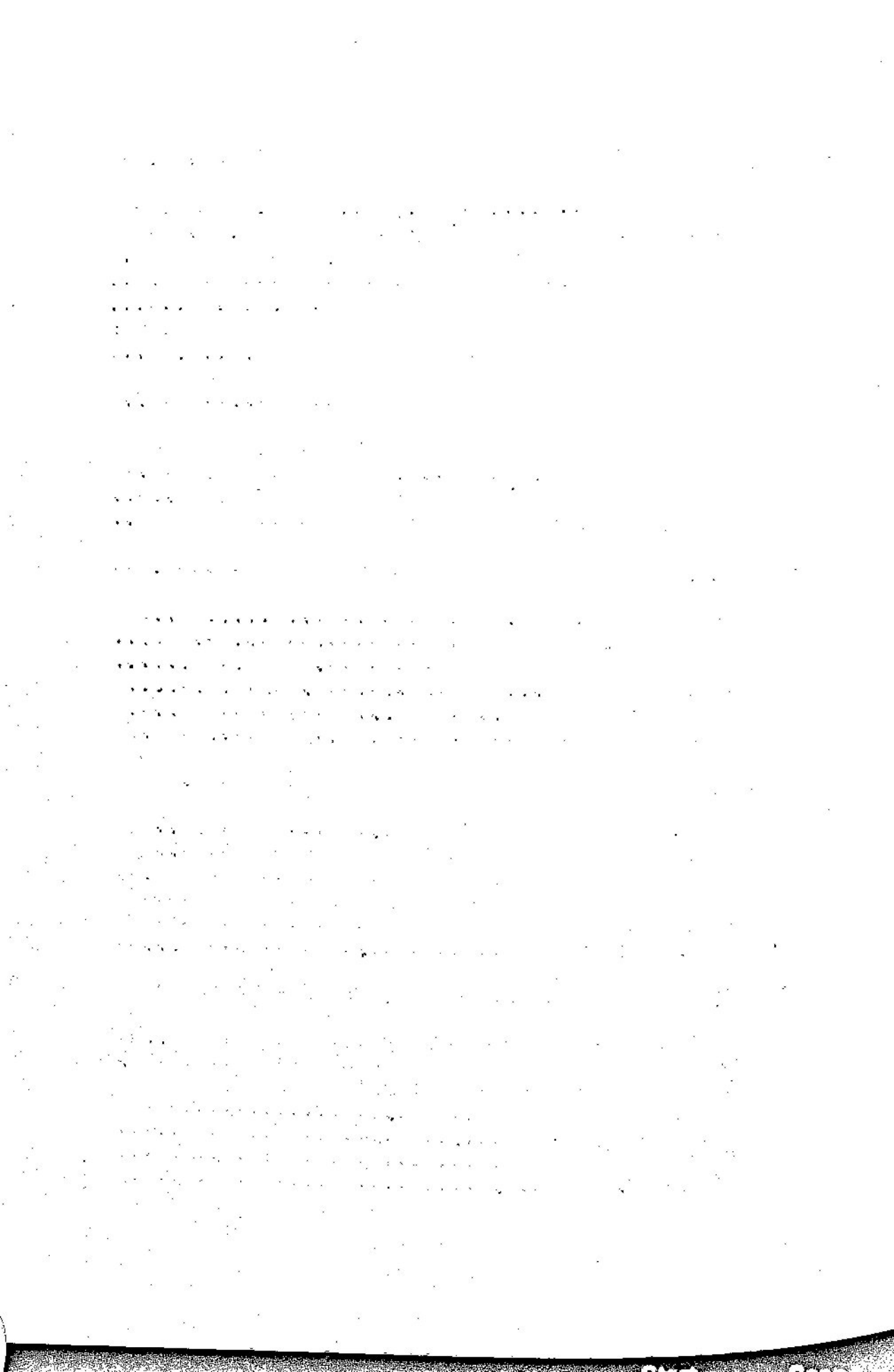
... ..

... ..

... ..

... ..

	<u>Page</u>
<u>Chapter V: FIRST-AID AND MEDICAL FACILITIES.....</u>	47
First Aid .....	49
Dispensaries and Medical Centres .....	54
Some Existing Practices .....	55
Ambulances .....	56
Rehabilitation .....	56
<u>Annex: Suggested Contents of First-Aid Box for</u> One Hundred Workers or Less .....	59
<u>Chapter VI: TRANSPORT FACILITIES .....</u>	60
Transport to and from the Hiring Hall or the Harbour .....	60
Transport within the Harbour .....	62
Transport from Port to Port .....	64
<u>Chapter VII: PROTECTIVE CLOTHING .....</u>	65
Overalls .....	66
Waterproof Clothing .....	67
Gloves or Palm Pads .....	67
Safety Boots .....	68
Other Equipment .....	68
Standards .....	69
<u>Chapter VIII: OTHER WELFARE FACILITIES .....</u>	69
Social Centres and Clubs .....	70
Educational and Cultural Activities .....	72
Sports and Recreation Facilities .....	72
Provident and Benevolent Funds .....	73
Advice on Social Problems .....	73
Other Activities .....	74
<u>Chapter IX: THE ADMINISTRATION OF WELFARE SERVICES .....</u>	74
Division of Responsibility .....	75
Commissions and Dock Labour Boards .....	76
Co-operation with Employers' and Workers' Organisations .....	76
Welfare Officers .....	77
Canteen Advisers .....	79
Finance .....	80



	<u>Page</u>
<u>Chapter X: GENERAL REVIEW</u> .....	82
<u>Points for Discussion</u> .....	84
Justification for Welfare Facilities.....	84
Ascertaining the Position.....	86
Methods of Action and Administration.....	88
Particular Facilities.....	
<u>Appendix: Proposals submitted by the International Transport Workers' Federation</u> .....	92

---



## Introduction

The item "Welfare Facilities for Dock Workers" was entered on the agenda of the Fifth Session of the Inland Transport Committee in accordance with a decision taken by the Governing Body of the International Labour Office at its 120th Session (Geneva, November 1952).

Certain previous proposals led up to this decision.

### Proposals of the International Transport Workers' Federation

The International Transport Workers' Federation in 1948 submitted to the International Labour Office certain proposals relating to the revision of the Protection Against Accidents (Dockers) Convention (Revised), 1932, which included a number of points regarding welfare and medical facilities.<sup>1</sup> Some of these points had already been brought up by the International Transport Workers' Federation when the Convention was first drafted in 1929<sup>2</sup>, but they were either not discussed by the Committee of the International Labour Conference which dealt with the subject or amendments based on them were ruled out of order because they were deemed not to be within the scope of the agenda. In the document submitted to the Governing Body on the agenda of the 37th (1954) Session of the International Labour Conference<sup>3</sup>, it was suggested that it would be difficult to include in a revised version of the above Convention provisions concerning welfare facilities which were omitted from the text as adopted in 1932 and which did not relate directly to protection against accidents. The suggestion was therefore made that these matters be referred to the Inland Transport Committee.

<sup>1</sup> For extracts from these proposals which have a bearing on welfare, see the Appendix to this report.

<sup>2</sup> For the text of these proposals, see Industrial Safety Survey, Vol. IV, No. 3, May-June 1928, pp.70-77; and International Labour Office: The International Labour Code, 1951, Vol. I (Geneva; I.L.O., 1952) (referred to in subsequent footnotes as I.L.C.), footnotes 230, 238, 283, 284 and 285 to Articles 587, 591 and 600. For a summary of the discussion thereon, see League of Nations, International Labour Conference, Twelfth Session, Vol. I, pp.904-905.

<sup>3</sup> Document G.B. 120/2/5, Appendix III, Annex D.



Since then, the Governing Body, at its 122nd Session (Geneva, May-June 1953), decided in principle to set up a Committee of Experts to consider the points on which the 1932 Convention might be revised. Some of the matters raised by the International Transport Workers' Federation have both safety and welfare or health and welfare aspects, but it is not yet known whether the Committee of Experts will feel that all these questions should be taken up in connection with the proposed revision of the Convention in question. In any case, any observations which the Inland Transport Committee may make on matters which the Committee of Experts may also be called upon to discuss may, in so far as appropriate, be brought to the attention of the latter. If, however, the Committee of Experts later deemed some of these matters to be outside its terms of reference, they would nevertheless have been given attention by the Inland Transport Committee.

#### Resolution of the International Labour Conference

The International Labour Conference, at its 30th Session in 1947, adopted a resolution concerning welfare facilities for workers, of which the following is an extract:

"The International Labour Conference .....

1. Draws attention to the importance of establishing in undertakings, wherever appropriate, in co-operation with representatives of the workers concerned and under properly qualified management, such services, facilities and amenities as adequate canteens, rest and recreation facilities, sanitary and medical facilities, arrangements for travel to and from work and for the accommodation of workers employed at a distance from their homes, and such other services, amenities and facilities as contribute to improve the conditions under which workers are employed; and

2. Requests the Governing Body .....

(c) to refer to future regional conferences and to the Industrial Committees for consideration such aspects of the question as may present special problems in particular regions or industries."<sup>1</sup>

This question has not yet been discussed by the Inland Transport Committee and there is little doubt that the provision of welfare facilities in ports does present special problems. The Committee, in taking up the matter, is therefore acting in accordance with the wishes of the Conference.

<sup>1</sup> I.L.C., Vol. II, p. 26.

## Resolution concerning Regularisation of Employment of Dock Workers

When the Inland Transport Committee considered the regularisation of employment of dock workers at its Third Session (Brussels, 1949), members of all groups in the Subcommittee which examined this question "warmly endorsed the principle of providing adequate welfare facilities for dock workers". The resolution adopted therefore includes the following paragraph:

"Comprehensive programmes should be carried out with a view to raising the standard of welfare of dock workers. These programmes should include the provision of adequate waiting-room accommodation and canteen facilities."<sup>1</sup>

### Other Discussions on Welfare

For the information of the Committee, it may be recalled that various organs of the International Labour Organisation, including other Industrial Committees, have at various times considered certain problems relating to industrial welfare.

The International Labour Conference in 1924 adopted the Utilisation of Workers' Spare Time Recommendation which encouraged, among other things, the promotion of recreational and educational facilities.<sup>2</sup>

Certain aspects of the questions raised in that Recommendation were developed in 1949 by the Advisory Committee on Recreation in a resolution concerning principles for the organisation of workers' recreation.<sup>3</sup>

The Seamen's Welfare in Ports Recommendation, 1936, among other matters, urges the development of seamen's hostels and institutes, and of recreational facilities<sup>4</sup>; and the question of welfare facilities for Asian seafarers in Asian ports is on the agenda of the Asian Maritime Conference, to be held in Nuwara Eliya, Ceylon, in October 1953.<sup>5</sup>

<sup>1</sup> I.L.C., Vol. II, p. 465; and International Labour Office: Official Bulletin, Vol. XXXII, No. 4, p. 242.

<sup>2</sup> I.L.C., Vol. I, Art. 610-614.

<sup>3</sup> I.L.C., Vol. II, pp. 160-161.

<sup>4</sup> I.L.C., Vol. I, Art. 1166.

<sup>5</sup> International Labour Organisation, Asian Maritime Conference: Welfare Facilities for Asian Seafarers in Asian Ports (Geneva, I.L.O., 1953).

The Protection of Workers' Health Recommendation, 1953<sup>1</sup>, also refers to certain welfare facilities such as washplaces, first-aid and protective clothing.

The Asian Regional Conference, at its session at Nuwara Eliya in 1950, adopted a resolution concerning the promotion of facilities for workers' welfare in Asian countries which, among other things, stressed certain administrative aspects, with special reference to the co-operation of workers in the running of welfare facilities and the role of welfare officers.<sup>2</sup>

Several Industrial Committees have considered reports and adopted conclusions relating to welfare facilities and amenities for workers in the industries concerned. Reference may be made in particular to the conclusions of the Textiles Committee at its Second Session (Geneva, 1948)<sup>3</sup>, the Building, Civil Engineering and Public Works Committee at its Third Session (Geneva, 1951)<sup>4</sup>, the Iron and Steel Committee at its Fourth Session (Geneva, 1952)<sup>5</sup>, the Chemical Industries Committee at its Third Session (Geneva, 1952)<sup>6</sup> and the Petroleum Committee at its Fourth Session (The Hague, 1952).<sup>7</sup> The question of social welfare facilities and services is also on the agenda of the Fifth Session of the Coal Mines Committee, which is due to take place in December 1953.

<sup>1</sup> Official Bulletin, Vol. XXXVI, No. 3, 31 August 1953.

<sup>2</sup> I.L.C., Vol. II, pp. 794-798.

<sup>3</sup> Resolution (No. 16) concerning welfare facilities in the textiles industry, in I.L.C., Vol. II, p. 526.

<sup>4</sup> Resolution (No. 25) concerning welfare in the construction industries, in I.L.C., Vol. II, pp. 550-51; and International Labour Organisation, Building, Civil Engineering and Public Works Committee, Third Session, Report II: Welfare in the Construction Industry (Geneva, I.L.O., 1951).

<sup>5</sup> Resolution (No. 31) concerning welfare services in the iron and steel industry, summarised in Industry and Labour, Vol. VIII, No. 3, 1 August 1952, p. 133; and International Labour Organisation, Iron and Steel Committee, Fourth Session, Report III: Welfare Services in the Iron and Steel Industry (Geneva, I.L.O., 1952).

<sup>6</sup> Resolution (No. 15) concerning general problems of hours of work in the chemical industries; in Industry and Labour, Vol. VIII, No. 10, 15 November 1952, p. 413.

<sup>7</sup> Memorandum (No. 37) concerning social services in the petroleum industry; in Industry and Labour, Vol. IX, No. 1, 1 January 1953, pp. 23-27; and International Labour Organisation, Petroleum Committee, Fourth Session, Report III: Social Services in the Petroleum Industry (Geneva, I.L.O., 1952).

## Plan of the Report

Chapter I of this report discusses some of the characteristics of work in ports and the reasons for which special interest has recently been taken in the provision of welfare facilities for dock workers. It indicates which amenities are to be considered and the classes of workers for whom they might be provided. Chapters II to VIII describe the problems which give rise to particular welfare facilities and how they have been met in some ports. The problems of administration and finance involved are discussed in Chapter IX. Finally, Chapter X attempts to give a brief overall picture. A list of points is included at the end of that chapter in the hope that it may be of use to the Committee as a guide to its debates.

---



## Chapter I

### THE NEED FOR WELFARE FACILITIES

#### Some Characteristics of Work in Ports

Work in ports has characteristics of its own, and the dock worker suffers from certain difficulties which he does not share with the factory worker. Many problems which are easily settled in a factory call for special solutions in a port.

#### Irregularity of Employment

The work is irregular. Ships come and go at various times and the amount of work to be done varies greatly from day to day. Yet if ships are to get a quick turn-round - and delay can be very costly - the work of loading and unloading must start at once and proceed with the least possible interruption.

Because much of the work was deemed to be unskilled - a view which is now gradually changing - many men without a trade and without work tended in the past to drift to the ports in the hope of securing work from time to time. As a result, "the dock managers accepted the crowd and struggle at the dock gates as an inevitable phenomenon, which happened to fit in well with the conditions of their trade".<sup>1</sup>

"A cold, fierce wind is blowing from the north, carrying with it flurries of snow. Streams of men are pouring through the narrow opening leading into the open space in front of the pier..... As the open space in front of the pier is not large, it is soon filled. The form of the space and its narrow limits do not permit the usual semi-circular formation, called the shape. ....

"By one o'clock the crowd has grown so that it numbers between 1,200 and 1,500. Promptly at that hour the whistle on the pier announces that the hiring is to begin, and the gateman begins at once to call the hundreds. As the men are called they struggle out of the crowd and pass rapidly through the narrow doorway at the side of the pier, each showing his check as he enters.

"After the first six or seven hundred are called, the struggle of the remaining men to get into conspicuous places increases. They are so thickly packed near the doorway that often a man who is entitled to pass in has to be pulled through by his fellows. A few get through who either have no check or have the

<sup>1</sup> Charles Booth and others: Life and Labour of the People in London, Second Series, Industry, Vol. III (London, Macmillan and Co., 1903), p. 399.

wrong one. They are promptly stopped, jerked toward the rope at the wagon entrance, and told to get under the rope and outside. This is difficult, for the crowd of men against the rope is a solid mass. They are forced to push themselves into this crowd .... Sometimes the line of the shape is broken, and the whole mass surges forward. The gateman is handed a stout switch, with which he attempts to strike the men over their faces. They, knowing what is coming, duck their heads and receive the blows on their caps. But the discipline has its effect, and the mass retreats a few steps, allowing the foreman to make his selection. If the rod fails, the hose is turned on, even in winter."<sup>1</sup>

This last passage relates to New York in 1914. Such action would no doubt not be tolerated today, but it is only in fairly recent years that progress has in most countries been made towards abolishing methods of recruitment of this kind. Schemes for ensuring a greater degree of regularisation of employment have, it is true, been introduced in a number of countries, including Australia, Belgium, Burma, France, the Federal Republic of Germany, Greece, India, Italy, the Netherlands, New Zealand, Norway, Sweden, the United Kingdom, the United States (Pacific Coast ports) and Uruguay.<sup>2</sup> It will be recalled that the Inland Transport Committee adopted a resolution on the subject at its Third Session (Brussels, 1949).<sup>3</sup> Such schemes are an essential

<sup>1</sup> Charles Barnes: The Longshoremen (New York Survey Associates, Inc., 1915), pp. 63-64.

<sup>2</sup> For information on the subject, see International Labour Organisation, Inland Transport Committee, Third Session, Report II: Decasualisation of Dock Labour (Geneva, I.L.O., 1949); and A.A.P. Dawson: "The Stabilisation of Dockworkers' Earnings", in International Labour Review, Vol. LXIII, Nos. 3 and 4, March and April 1951 (also available as a reprint). For information on action taken in different countries, see International Labour Organisation, Inland Transport Committee, Fourth Session, Report I, Points 1(a) and (b): General Report, pp. 42-59, and the Supplement thereto, pp. 4-9; and Fifth Session, Report I: General Report.

<sup>3</sup> Resolution (No. 25) concerning the regularisation of employment of dock workers, in I.L.C., Vol. II, pp. 464-466; and Official Bulletin, Vol. XXXII, No. 4, pp. 241-242.

element in raising the standard of living and the status of the dock worker. Nevertheless, there are still many ports where they have not yet been introduced. For instance, it was only in June 1953 that legislation was passed by the States of New York and New Jersey to abolish the "shape-up"<sup>1</sup>, officially described, in the particular circumstances obtaining in the port of New York district, as a "vicious and antiquated system".<sup>2</sup>

It is also part of the irregular nature of the work that there is in most cases no fixed place of employment; the docker may be working on one ship or wharf on one day and another the following day, a fact which presents certain practical difficulties when it comes to providing clothes lockers, washing facilities and transport to and from work.

### Irregular Hours of Work

To secure quick turn-round, recourse must often be had to shift work and overtime. The docker may therefore be required to start early on some days and finish very late on others. Attendance at hiring halls or call stands or, if these are not in use, various recruiting points on the waterfront may involve a great deal of waiting about between call times or between being taken on and starting work, with no suitable place to go to unless one has been specially provided for the purpose. This is particularly the case if, as happens to an increasing extent in view of the tendency to a greater dispersal of the working population, the harbour is too far from the docker's home for him to be able to return to it in the time available.

### The Relationship between Employer and Worker

The relationship between the docker and his employer is also usually a more tenuous one than in a manufacturing industry, as the man may work for different undertakings one after another in rapid succession. It is understandable that in these circumstances the employer may feel a lesser degree of responsibility towards the individual worker, and the lack of direct contact between management and men greatly complicates human relations.

### Exposure to Weather

The docker may have to carry on work in any weather, though suspension of work is frequent when it is particularly wet. He may therefore be exposed to wind, rain, cold, or excessive heat.

<sup>1</sup> Act of 30 June 1953, Chapter 882 of the Laws of New York.

<sup>2</sup> Fourth Report of the New York State Crime Commission, Legislative Document 1953, No. 70 (Albany, Williams Press, Inc., 1953), p. 37.

### Dirty Cargo

The variety of cargo to be handled is infinite: some of it may be dirty, wet, dust-provoking, obnoxious or otherwise disagreeable to handle.

### Environment

Most of the dock work takes place within the precincts of the port estate; some of it on board ships or lighters which are not moored at the quayside. Within these areas there is in most ports a lack of necessary amenities, in particular as to places where the worker can obtain a cheap meal or eat the food he brings with him, unless special steps have been taken to provide them. In any case, access from the place of work to such facilities as exist may not always be convenient.

### Reasons for the Interest in Welfare

In recent years there has been a very lively interest in the provision of welfare facilities in a great many ports of the world. This is a significant change, as reports of even thirty years ago scarcely refer to these matters.

One of the main reasons for the present interest in the subject is the recognition that the drawbacks inherent in the nature of the work can be overcome at least in part by providing suitable welfare facilities which, for instance, will enable the docker to attend at a covered, and, if necessary, heated, hiring hall or call stand for recruitment, to get or eat his meal while waiting or during the break in the shift, to wash and, if desired, change his clothes before going home, to be sure of receiving first-aid and medical attention when necessary and to find a ready and suitable means of transport to and from work.

There are, however, also other reasons for giving sympathetic consideration to the provision of welfare facilities.

In many countries there is a shortage of suitable labour. The casualness of the work and the low earnings which frequently result, as well as the conditions in which the work is carried out, have discouraged men from taking up dock work when, as in recent years has been the case in so many countries, other employment offering more regular earnings was available. The provision of welfare facilities, by mitigating the consequences of some of the physical conditions and by giving a greater recognition to the status of the docker, help to attract and retain labour.

The provision of welfare facilities is also likely to make a great contribution to improving the climate of work in the port and thereby human and industrial relations. It is



significant that, in the United Kingdom, a committee which was set up under the chairmanship of Sir Frederick Leggett to investigate unofficial stoppages in the port of London devoted a great deal of attention to welfare facilities. "We are strongly of the opinion that the speedy establishment of decent conditions on the docks, comparable with those in other industries, is essential if there is to be on the part of the dock workers a more responsible, co-operative and constructive attitude towards their own industry and towards the community".<sup>1</sup> Or again, "amenities for dock workers in London are totally inadequate, and this has contributed to the sourness of industrial relations in the Port".<sup>2</sup> "Although the lack of amenities does not appear to have been a direct cause of strikes, it has been a constant source of irritation, and there can be no doubt that the general attitude of dock workers to employers and to the community is greatly affected by conditions which are often so primitive and degrading."<sup>3</sup>

The Royal Commission of Inquiry into the Waterfront Industry in New Zealand expressed a similar view. "In all the industries during the last few years, ... the provision of amenities has been accelerated and the standard improved. The waterfront industry, particularly in the main ports, has not kept pace with other industries in this respect, and it is our opinion that the lag must be made good if good relations in the industry are to be maintained."<sup>4</sup>

"The provision of reasonable standards of working conditions may not, of itself, improve labour-management relations, but any steps taken to achieve better relationships will have little chance of success if the industrial welfare of the workers is not adequately catered for."<sup>5</sup>

<sup>1</sup> United Kingdom, Ministry of Labour and National Service: Unofficial Stoppages in the London Docks (Report of a Committee of Inquiry), Cmd. 8236 (London, H.M. Stationery Office, 1951), p.29.

<sup>2</sup> Ibid., p.2.

<sup>3</sup> Ibid., p.29.

<sup>4</sup> New Zealand: Report of Royal Commission of Inquiry into the Waterfront Industry (Wellington, Government Printer, 1952), pp. 155-156.

<sup>5</sup> Commonwealth of Australia: Second Report of the Australian Stevedoring Industry Board (Sydney, 1952), p.30.

The absence of good relations tends to lower productivity and world trade requires keenness and efficiency in securing a quick turn-round of ships. Slowness may be due not so much to lack of equipment as to the difficulty of ensuring the whole-hearted co-operation of the workers concerned. Many of the advantages of efficient production and of international trade may be lost through delays in transport and industrial disputes in ports, involving high handling charges. The International Labour Conference in its resolution concerning workers' welfare facilities, adopted in 1947, expressed the view that "the establishment in industries of services, amenities and facilities designed to meet the needs of the workers" resulted in "increased efficiency and higher productivity".<sup>1</sup> In New Zealand, the Royal Commission took the same line: "Much has been heard of incentive payments, ... but in our opinion one of the best incentives which can be provided in this or any other industry is good conditions of work and satisfactory amenities provided in relation to the work".<sup>2</sup>

Lastly, serious efforts have been made in certain countries to raise the status of the docker. In the United Kingdom, the National Dock Labour Board draws attention to this aspect of its work in the following terms:

"It is also important to note when considering welfare on the docks that the standards of life among dock workers have been raised, both in fact and in expectation. Although this is part of the general raising of standards, it is more marked among dockers because of the exceptional changes in their industrial conditions during the past ten years. During the war, decasualisation became a fact; since the war, it has become permanent, through the Dock Workers (Regulation of Employment) Act, 1946. This is a social change of far-reaching significance. It has given a new status to the docker. This is reflected in his frequent comments on the need for better canteens, wash places and lavatories, and in his interest in dock workers' clubs and in education.

"This is, in part, the background of welfare among dock workers."<sup>3</sup>

<sup>1</sup> I.L.C., Vol. II, p.26.

<sup>2</sup> Royal Commission of Inquiry into the Waterfront Industry, op. cit., p. 156.

<sup>3</sup> United Kingdom, National Dock Labour Board: Welfare among Dock Workers (London, 1952), p.9.

The New Zealand Royal Commission added: "Waterside work is an essential and honourable calling, and men who engage in it must, if they are to be kept in it, be treated with equal respect in all regards as are workers in other callings".<sup>1</sup>

In conclusion, the opinion of the same Commission may be cited to the effect that "amenities up to modern standards are a part of the essential equipment of a port".<sup>2</sup>

### Existing Facilities

The following chapters will provide examples both of excellent facilities which exist in certain ports and for certain services, and of serious deficiencies in other respects.

This report does not attempt to review what has been done in this field throughout the world. Examples are given to show how certain problems have been met in this port or that, and as the Office was in possession of a number of such examples it deliberately abstained, in accordance with a desire generally expressed, from sending out a detailed questionnaire to all the Governments concerned. Therefore, if reference is not made to all the cases in which welfare facilities have been provided, this is due to the nature of this Report, which is intended primarily to provide the Committee with a basis for discussion and not to be an exhaustive survey. Similarly, if comments critical of the situation in certain countries are quoted, it is not with a view to pointing a finger at any particular country or port, but rather with the object of giving examples of the need. The very frankness with which some of the reports quoted show up, usually as a result of special investigations, the position in certain countries is very much to the credit of their authors, who have thereby added realism to this Report. The reader must also bear in mind that some of the criticisms quoted were made several years ago, and that substantial improvements have in many cases already been carried out, partly, no doubt, owing to the facts brought to light by these investigations. Such criticisms, however, still remain valid for other ports or for other countries. Allowance must also be made for the difficulties of the post-war period: ports have been natural targets for bombardment, and physical destruction has in many cases been very heavy indeed. Though years have passed, it has often been difficult in the post-war period, in view of the inevitable restrictions of capital expenditure imposed in the interests of restraining inflationary pressures and of shortages of certain materials, to proceed with building programmes otherwise

<sup>1</sup> Royal Commission of Inquiry into the Waterfront Industry, op. cit., p. 156.

<sup>2</sup> Ibid., p. 154.

than cautiously. Lastly, the change in the general outlook regarding human needs - the change in social climate - has, particularly with regard to dockers, been so marked that it takes time for its implications in terms of the provision of welfare amenities to be realised.

### The Scope of Welfare Facilities

Questions have sometimes been raised as to what should be included in the term "welfare", and each case has to be judged on its merits. In this report, the enumeration used in the resolution adopted by the International Labour Conference in 1947 and quoted in the Introduction has been taken as a general guide, and hiring halls and call stands being also regarded, in view of the special conditions under which dockers are recruited, as coming within the scope of welfare facilities. The fields covered are, therefore, hiring halls and waiting rooms, refreshment facilities (including the provision of drinking water), facilities for washing and changing clothes (including toilets), first-aid and medical facilities, transport to and from work, protective clothing with a reference also to social centres, educational and recreational activities and to the services of welfare officers.

Housing, though unquestionably of great importance from a welfare point of view, has not been brought in. As harbours are usually located near towns, the problem in the case of dockers to a large extent merges with that of providing housing for the community as a whole.

### Persons Covered

For whom are the welfare facilities to be provided?

This report is concerned with "dock workers". In using this term there is no intention of drawing a distinction, as is sometimes done, between the "dock worker" who works on the dock-side or wharf, the "stevedore" who stows the cargo in the hold or the "lighterman" who handles the cargo on the lighter or barge. The terms used in different countries vary and the man who is called "dock worker" or "docker" in this report, is variously described in different countries as a stevedore<sup>1</sup>, a longshoreman or a waterfront worker. It would appear unnecessary for the purpose of this report to define exactly the categories of workers to which welfare facilities should be extended as this will be a matter for decision in each individual case. Broadly speaking, the report is concerned with any "person employed or to be

<sup>1</sup> This term is also used in some countries to denote an undertaking employing dock labour.



employed in, or in the vicinity of, any port on work in connection with the loading, unloading, movement or storage of cargoes, or work in connection with the preparation of ships or other vessels for the receipt or discharge of cargoes or for leaving port".<sup>1</sup>

Within this group of workers, no distinction is drawn between regular dockers attached more or less permanently to a given undertaking or pool dockers who work now for one, now for another undertaking. The provision of facilities for regular employees only would clearly constitute no more than a partial solution.

In practice, ports are also used by a great number of other persons: drivers of vehicles, railway workers, clerical staff of shipping companies, seamen, ship repairers and various industrial undertakings, particularly those connected with timber-yards and grain silos operating in the port. In the United Kingdom, for instance, it was estimated that there were some 500,000 men and women using docks quite apart from the 82,500 registered dock workers<sup>2</sup>, many of whom may naturally make use of the facilities provided in the port, even though the latter may have been intended principally for the dockers. A general demarcation line is difficult to draw and will depend on the particular amenity in question and on local custom. In some cases, it would be unlikely that any legitimate dock user would be debarred: clearly, "if an injured man appears at a Port Medical Centre he is treated and only afterwards are details taken as to his work on the docks".<sup>2</sup>

---

<sup>1</sup> United Kingdom: Dock Workers (Regulation of Employment) Act, 1946, in Legislative Series, 1946 (U.K. 1), Section 6.

<sup>2</sup> Welfare among Dock Workers, op. cit., p.8.

## Chapter II

### HIRING HALLS AND WAITING ROOMS

#### The Advantages of the Hiring Hall

One of the main social and economic problems which has faced port authorities, employers of dock workers and the dockers themselves is that of the arrangements for day-to-day recruiting. Because of the irregular arrival of ships, the number of men required varies greatly from one day to another and yet, if ships are not to suffer delay, a sufficient number of men must be available for work at short notice. For this reason, one or more hiring halls or call stands have been established in many ports: mention may be made in particular of those of Amsterdam, Antwerp, Bremen, Hamburg, Rotterdam, several ports in the United Kingdom, India and Italy, the Pacific coast ports of the United States, and most Australian and New Zealand ports. Others have been planned, as in Bremerhaven, Dunkirk and Rotterdam (where a new building is to replace a previously existing one), and in other ports in the United Kingdom. In New York and New Jersey, recent legislation provides for the establishment of employment information centres in the Port of New York district.<sup>1</sup>

Reference has already been made to the schemes for the regularisation of employment which exist in many countries; the existence of one or more hiring halls is in all but exceptional cases regarded as a necessary part of those arrangements. "The despatching hall is the essential feature in the decasualisation plan", to quote a description of one of the early ventures in this field, that of San Francisco<sup>2</sup>, as in these buildings "men could be engaged expeditiously and without unnecessary inconvenience and discomfort".<sup>3</sup>

It should also be noted that the proposals of the International Transport Workers' Federation refer specifically "to properly-constructed call-on stands or rooms". Trade unions in many countries have asked that these be established.

One of the earliest recorded cases was the establishment of a "longshoremen's exchange" in Boston in 1884 by the Associated Charities of one of the wards which provided many facilities,

<sup>1</sup> Act of 30 June 1953, Ch. 882 of the Laws of New York.

<sup>2</sup> M. Keller: Decasualisation of Longshore Work in San Francisco, Methods and Results of the Control of Despatching and Hours Worked, 1935-37 (Philadelphia, United States Works Progress Administration, 1939), p. 17.

<sup>3</sup> Commonwealth of Australia: Second Report of the Australian Stevedoring Industry Board (Sydney, 1952), p.30.

including a coffee and lunch counter, reading facilities and telephone connections with the wharves.<sup>1</sup> It was, however, soon discontinued. In one case at least, "these labour engagement centres constituted in fact the first direct governmental ventures in the field of welfare on the waterfront".<sup>2</sup>

It may be added that even where recruitment is still on a casual basis, the hiring hall or covered call stand serves a useful purpose. In the absence of these halls or stands, the "call" has to be made in the open and has, of course, to take place in any kind of weather. It may involve the workers in long waiting about in the wet or the cold and in many countries, for several months of the year at least, in darkness, as the first call is usually made in the early hours of the morning. If unsuccessful at one call point, the docker may, unless calls at fixed times have been instituted, have to proceed to another and thus feels impelled to hang around the harbour lest he lose the chance of employment. Or, as for example, in a tidal port, he may return to the same point later in the day in expectation of a ship's arrival. In other ports where no hiring hall is provided, much of the recruiting is in practice done in public houses, with all the abuses to which such a practice is liable to give rise.

The situation described above may, it is true, have disappeared in most of the large ports of the world but there are still a number of them, including ports of great importance, in which there are no covered call stands or hiring halls. A description of the experience in Seattle describes the change in these terms: "As it once was - he (the docker) used to go from gate to gate; as it is now - one convenient place, the Hall".<sup>3</sup>

There can be little doubt that the saving in time and sometimes expense for the workers is very great indeed: for the employers, there is the advantage of being able to turn to one single centre to secure the labour needed. For the community as a whole, there is the saving which results from a proper allocation of available manpower and the removal of a cause of social unrest and grievance.

<sup>1</sup> Charles E. Barnes: The Longshoremen (New York, Survey Associates, Inc., 1915), p. 186.

<sup>2</sup> Second Report of the Australian Stevedoring Industry Board, op. cit., p. 30.

<sup>3</sup> F.P. Foisie, for the Waterfront Employers of Seattle: Decasualising Longshore Labor and the Seattle Experience (Seattle, 1934), p. 19.

## The Building

### Size

To serve its purpose, the building must be large enough to give standing room without overcrowding for the maximum number of men likely to be applying for work on any given shift. The number will, of course, depend on the number of registered dockers in the port; its degree of centralisation, that is, whether there are one or several hiring halls; and on whether all dockers have to apply at the call or whether a certain proportion of them are on regular employment with particular undertakings and thus go straight to their work. For instance, in Antwerp, where nearly all the workers attend the call, the hiring hall has standing room for about 8,000 men. In Amsterdam, where about half the workers are attached to individual undertakings and where a regular rotation system applies, the hiring hall deals with perhaps 1,000 men at each call. In Hamburg, the hall recently put up by the employment service for dockers supernumerary to the registered dockers provides standing room for about 2,000 men, as well as other accommodation.

### Internal Arrangements

The main body of the hall is naturally used for mere standing room. If, as for instance in Antwerp, recruiting is not by rotation but by pick up, provision is made for a number of raised platforms or alleyways on which the recruiting foremen can call for workers, recognise them and issue passes to them. Where recruiting is by rotation, there may be a number of exit gates bearing a given series of numbers through which the dockers who have been taken on pass, with others for those not taken on, and separate gates for tallymen, winchmen, crane-men, or any other special categories. At certain gates men not taken on can get their cards stamped to prove attendance, and in those cases in which attendance money is paid out at once, pay counters are provided.

If the hiring hall also serves the function of a waiting room, a point to which reference will be made below, seating space separate from the main body of the hall but with access to it may also be provided; thus, for instance, at Hamburg, in the hall for supernumerary dockers, there are raised portions of the hall with a seating capacity for 800.

Where the call is by rotation, the value of an efficient loud-speaker system to enable the numbers called to be heard throughout the hall is obvious. The use of well-lit boards showing clearly the numbers whose turn it is for work also helps to avoid confusion and thus contributes to efficiency.



In large, modern hiring halls a substantial amount of office space is in practice provided for (a) the manager of the hall; (b) the secretarial staff required to collect requests for labour; (c) where either a rotation system or a central pay system exists, for the keeping of records; and (d) for the men calling the numbers or for the recruiting foremen, as the case may be. In practice, plans often provide that the office space should have an entrance of its own and be separate from the hall, but with ready access to it. Good telephone connections are of course essential if, as is frequent, most requests for workers are received by this means.

As a matter of convenience, space for other services is often provided in the same building and, if new premises are being planned, there is an obvious advantage in taking these possibilities into account at the time the plans are being prepared.

Finally, visits to a certain number of hiring halls reveal a great deal of difference in general appearance and in the impression they create. The psychological influence of a building which is spacious, well-lit, clean, heated in cold weather, brightly painted and with an efficient loud-speaker system should not be under-rated. For many men, the hiring hall must inevitably be a place where disappointment and frustration are encountered by those who attend but are not taken on. It is not conducive to good industrial relations for the dockers' sense of discouragement to be deepened by an atmosphere of gloom produced by the building itself. In the United Kingdom, the National Dock Labour Board has expressed its intention of replacing makeshift buildings, some of which were erected quickly during the war, by "specially designed Call Stands or Offices which will be bright, attractive and efficient" and of setting up new medical centres and shelters. "All these new buildings will be worthy of the best type of building on the dock estate. They are a symbol of the new standing of the industry and of the dock worker in the post-war world. It is expected they will encourage a respect for the industry and a corresponding sense of responsibility for its efficiency and well-being among those who belong to the industry."<sup>1</sup>

### Location

The location of the hiring halls depends a great deal on the lay-out of the port. Where access to the latter is largely concentrated at one point, it is easy to provide a single hall at or near that place or, if not, in a central position in the harbour. If, on the other hand, as in London, the port stretches along many miles of river bank, several call stands have to be established. In some cases, the time and expense involved in

<sup>1</sup> United Kingdom, National Dock Labour Board: Welfare among Dock Workers (London, 1952), p.11.

- 17 -

what may be a fairly long journey to the hiring hall have been the reason for the objections to the system voiced by some workers.

Where there are several call stands in the same port or group of ports, it is clearly desirable that there should be rapid transport facilities between them so that a shortage of labour in one place can be met by a surplus in another.

Where, owing to the limitations of existing buildings, there are difficulties in having a single centre, arrangements may be made, as for instance in Hamburg, to have one hiring hall for registered dockers, another for supernumerary dockers taken on through the employment exchange, with other call points for special categories such as winchmen, tallymen, samplers and cranemen.

In some ports, the dock area lies at some distance from the centre of the town. To save time and expense for the dockers it might be advisable in some such cases to have the hiring halls in the town itself, e.g. in the area where most of the dockers live, or perhaps even attached to the employment exchange which is used by other workers. The dockers would then only need to go "down to the docks" when they were actually selected for work.

#### Space for Ancillary Services

Some of the hiring halls, being conveniently located, are used to provide other welfare services in the same building.

Thus, for instance, in Amsterdam, Antwerp and Seattle, the hiring hall has central accounting offices for the preparation of wage slips and for the payment of wages or other sums in lieu thereof, such as the minimum guarantee or attendance money. It will be recalled that resolution No. 25 adopted by the Inland Transport Committee (Third Session, Brussels, 1949) asks that "consideration should be given to the desirability of arranging for the central payment of wages in ports in which such arrangements are possible and desirable". This is in fact being done in many ports where arrangements for the regularisation of employment are in force. Otherwise, the docker has to go round to the offices of the various undertakings for which he worked to collect his wages, a process which may well take a great deal of time. In fact, in the absence of a central system, "a longshoreman earns his money twice; once working for it and once collecting it".<sup>1</sup>

The same building is sometimes used for a medical centre, the welfare officer's reception room and for the offices of trade union officials concerned with the recruitment and allocation of labour in the port.

<sup>1</sup> Decasualising Longshore Labor and the Seattle Experience, op. cit., p. 19.

### Waiting Rooms

Dockers are often called upon, if not taken on at one call, to present themselves for the next one and there may not be time to go home between these calls. For instance, as at Antwerp, the first call is between 7 and 7.30 a.m., the next is between 10.30 and 11 a.m. If he is selected at the second call, the docker only starts work on the afternoon shift. Where the shape-up system exists, there is also sometimes a great deal of waiting about.

Resolution No. 25 adopted by the Committee specifically asks that "the provision of adequate waiting-room accommodation" should be included in the comprehensive programme for the raising of the standard of welfare of dock workers and the International Transport Workers' Federation's proposals, to which reference has been made above, also ask for "rest rooms with library facilities for men waiting between calls". There is clearly a need for such waiting rooms. In their absence the men may have to "hang about the street corners".<sup>1</sup> If no facilities are provided, the only place to wait may be the public house and that may turn out to be expensive.<sup>2</sup> Nor can the moral aspect be left out of account, as "the inducements to gamble and drink present on a waterfront are difficult to evade when there are hours each day and days each week to be spent waiting for a job".<sup>3</sup>

The need for a place to fill in time between calls is in practice met in various ports in a number of different ways.

A special shelter may be built: thus, for instance, the United Kingdom programme of building "includes shelters - a room furnished simply and with a stove for heating water or warming a snack - ..... where men may wait between one call and the next".<sup>4</sup> In New Zealand, for instance, Harbour Boards are specifically authorised "to establish, equip and furnish waiting rooms".<sup>5</sup> In

<sup>1</sup> Welfare among Dock Workers, op. cit., p. 11.

<sup>2</sup> For a description of the position in Marseilles before regularisation of employment was introduced, see M.R. Loew: Les Dockers de Marseille, Analyse-type d'un complexe (L'Arbresle (Rhône), Documents Economie et Humanisme, 1945), especially pp. 6-7 and 51-54.

<sup>3</sup> Decasualising Longshore Labor and the Seattle Experience, op. cit., p.17.

<sup>4</sup> Welfare among Dock Workers, op. cit., p.11.

<sup>5</sup> New Zealand Harbours Act, 1950, Section 174.

Poland, dockers have at their disposal specially-constructed and well-equipped waiting rooms.

A separate building may not be necessary if other facilities are available. For instance, the hiring hall itself may provide seating accommodation, with adequate warmth and light, as in the case described above in Hamburg. Or a general welfare and recreational centre may exist near the hiring hall with ample seating capacity, the possibility of securing reading matter and equipment for indoor games, as in the case of the Maison du Docker in Antwerp, and other similar institutions in other ports. Finally, a suitable canteen may exist in the immediate neighbourhood, but in this case it is clearly desirable that the docker should be able to use it to fill in time without any obligation to spend money on food or drink.

---



### Chapter III

#### REFRESHMENT FACILITIES

Dock workers usually work through a shift of, say, eight hours, with at most an hour, and perhaps only a quarter or half an hour, as break. Even when, as is the rule in some countries, the regular day shift breaks off for two hours for lunch, there is not always time for the docker to go home. Another factor to be considered is that the docker may be on late shifts, or working at night, when the ordinary commercial facilities for taking meals near the harbour may not be readily available and a return home may be impossible.

Apart from the break in the middle of a shift, or between the end of a regular shift and an overtime extension thereof, there is the worker who, not being taken on at the first call, is unable to go home before the next one, or who, having been taken on at a call made, for instance, at 11 a.m., starts work only in the afternoon. In all these cases, the docker has to face the problem of finding a place in which he can relax during his interval and eat in reasonable comfort and decent environment at a low price or secure at least suitable beverages and light refreshment. If no such facilities are available, as is still the case in many ports, the dockers working on board will settle down in some corner of the hold or, if the weather is fine, perhaps on deck, to eat the food they have brought with them. Those on the wharf may find shelter in a warehouse. In hot countries, workers are described as creeping into the nearest shade, where they squat in groups. In India, a report refers to workers who, in the absence of rest shelters, "are obliged to take refuge in the shade of some building or stack of packages or more often under the railway wagons on the sidings. In many of the docks which work on shifts, the night shift finishes at about 3 a.m. and the workers who are not residing near the docks are forced to remain in the dock premises or to shift for themselves in the absence of suitable facilities".<sup>1</sup>

---

<sup>1</sup> Government of India, Ministry of Labour: Annual Report of the Chief Adviser, Factories, for the Year 1950 on the Working of the Indian Dock Labourers' Act, 1934 and the Indian Dock Labourers' Regulations, 1943 (New Delhi, Government of India Press, 1952), p. 2.

The desirability of making some provisions for refreshment facilities has been widely recognised. "Adequate canteens" are among the facilities to which the International Labour Conference drew attention in 1947<sup>1</sup>; the Asian Regional Conference of the International Labour Organisation (Nuwara Eliya, 1950) expressed the view that "canteens and other feeding arrangements" are one of "the basic requirements in respect of workers' welfare facilities".<sup>2</sup> They are also mentioned in the resolution adopted by the Inland Transport Committee at its Third Session on the regularisation of employment of dock workers.<sup>3</sup> The International Transport Workers' Federation, in the proposals submitted to the Office, has asked for "suitably situated and equipped eating rooms, which should be properly lighted, ventilated and, if necessary, heated", and the list of claims put forward by the transport workers of the World Federation of Trade Unions also calls for the establishment of canteens enabling dockers to secure suitable food. It may also be mentioned that when an I.L.O. Mission visited Chittagong in December 1952, the Port Mazdoor Union suggested that the employers should arrange for cheap canteen facilities.<sup>4</sup>

The importance of canteens in ensuring good nutrition should be borne in mind, as "research has shown conclusively the close connection between health and good feeding". "Malnutrition can arise from a number of causes. It may be due to ignorance of what constitutes good dietary, to rushed and irregular meals, to lack of income necessary to meet the cost of essential food, a case to be found particularly with juveniles, with large families and with casual workers. Heavy manual workers whose expenditure of energy necessitates particularly substantial meals may not get sufficient calories."<sup>5</sup>

<sup>1</sup> Resolution concerning welfare facilities for workers, in I.L.C., Vol. II, p. 26.

<sup>2</sup> Resolution concerning the promotion of facilities for workers' welfare in Asian countries, in I.L.C., Vol. II, p. 795.

<sup>3</sup> I.L.C., Vol. II, p. 465.

<sup>4</sup> An Address of Welcome presented to the Respected Members of the I.L.O. Mission visiting Chittagong, December 1952.

<sup>5</sup> Industrial Welfare Society: Canteens in Industry, A Guide to Planning, Management and Service, Sixth Edition (London, Industrial Welfare Society, Inc., 1947), p.6; see also International Labour Office: Nutrition in Industry, Studies and Reports, New Series, No. 4 (Montreal, I.L.O., 1946).

Some of these causes are particularly relevant to dockers, whose work is usually strenuous and often casual, whose meal hours are apt to be irregular and who may have to take their food when they are cold or wet.

Space in this report precludes an enumeration of the facilities provided in all countries, and only a few examples of recent developments are given by way of illustration.

In Australia, the Stevedoring Industry Board in 1951 controlled 22 cafeteria and snack bars, as well as several shelter sheds and lunch rooms.<sup>1</sup> In Finland, port authorities are obliged to provide shelters where workers can rest and take refreshment, with facilities to prepare and consume meals, or to warm up those brought from home. In India, "all ports except Vizagapatam have provided canteens for their workers. Snacks and tea at cheap rates and cheap food in some cases are given".<sup>2</sup> All these ports have also provided rest shelters. In the Netherlands, under the Stevedoring Regulations, if more than 25 port workers are employed on stevedoring, whether on board or ashore, a canteen must be provided. This requirement is waived if the length of the break or other local circumstances make it possible for the docker to go home for a meal, or if there is a suitable place where he can pass the time without cost and without obligation to order anything, and where no strong drink is served.<sup>3</sup> The New Zealand Government reports that at the main ports a number of canteens have been erected round the ports. At secondary ports where modern waiting rooms have been erected, canteens have been included in the waiting rooms. In Poland, canteens and dining-halls are available. Dockers are provided with hot coffee in winter and with a cool drink or coffee in summer. In the United Kingdom, encouragement is being given to the development of canteens. In the Liverpool area, for instance, in 1949 there were 55 canteens, with a seating capacity of 12,273, of which 45 had been built since the war.

---

<sup>1</sup> Commonwealth of Australia: Second Report of the Australian Stevedoring Industry Board (Sydney, 1952), p. 30.

<sup>2</sup> Indian Labour Gazette, Vol. IX, No. 12, June 1952, p. 1041.

<sup>3</sup> Staatsblad van het Koninkrijk der Nederlanden, 1950, K. 519, Order of 21 November 1950, Arts. 185 and 187.

### Location

Decisions as to where to place the canteen or other facilities are obviously important. Where, as is usual, the time available for the meal is short, there is an obvious advantage in having the required facilities within easy reach of each wharf or berth; thus, as stated above, in the Netherlands every employer of 25 men or more has to provide them. In many ports, a number of canteens or mess rooms are set up, each serving a number of wharves in the same vicinity.

In Australia, the Marine Services Board in Sydney has solved the problem of providing facilities for dockers working at points distant from normal eating places by converting a lighter into a floating dining room, with seating capacity for 80 at tables, in addition to washrooms, first-aid posts and toilets. Two more floating dining rooms are planned for construction.

Where the port is a small one, it may be possible to concentrate meal facilities at one point readily accessible from all parts. A difficulty about centralising the canteen facilities is that men doing heavy work do not usually want to make the effort of walking a distance to a canteen - still less so in bad weather. A central canteen would not be popular if it meant a long walk or perhaps taking a ferry.

Thus, a large central canteen such as that in the Maison du Docker at Antwerp, which is located opposite the main hiring hall, serves the needs of men waiting between calls but not those of the men at work throughout the port. It is, however, admittedly difficult to provide for the men working on ships not moored alongside, or for small numbers in outlying berths, and there may well be a number of workers in the docks whose needs cannot be met by canteens.

### Types of Refreshment Facilities

The size and type of refreshment facilities naturally vary with local eating habits.

It has been pointed out in many ports that shelters, mess rooms or canteens are totally lacking.

Sometimes privately-run snack bars or catering houses are sufficiently accessible, but more often than not such establishments may not be set up within the dock gates. In any case they are often unable to meet the workers' needs satisfactorily and cheaply.

A frequent solution is the establishment of a mess room, that is, a heated room, simply furnished, equipped with a stove or a gas range in which workers can heat up the food they



bring with them and make soup or hot beverages. The latter may be most important to them in the cold or wet weather.

In other cases, as at the smaller wharves in Amsterdam and Bremerhaven, the canteens also provide non-alcoholic drinks and snacks, but the workers bring their own food.

Another device is the mobile canteen which, in London, for instance, provides a variety of food. In other cases, for instance in Dunedin, the mobile canteens are used so that the men can have morning or afternoon tea, either on the wharf or in a shed.<sup>1</sup> Reference has already been made to the floating canteen used in Sydney, Australia.

Where the number of men warrants it, canteens may be large. For instance, a Steamship Company in Amsterdam provides one canteen with a seating capacity for 500 and another for 200. Coffee, milk and soft drinks are available, but the workers bring their own food. Another company in the same port also runs two canteens where, in addition to the above, soup, salted fish and snacks are on sale. The facilities in this case are considered adequate to meet the needs of 530 workers occupied on the company's regular staff, including dock workers, and 300 to 400 additional workers engaged from the dockers' pool. One of these companies provides separate rooms for regular staff, pool workers, foremen and office staff. In Antwerp, the Maison du Docker caters for a large number of men, serving hot soup, meat and other dishes. There are many canteens in certain countries which serve full meals.

#### Space

If a mess room or canteen is to provide adequate relaxation for the workers, there should be enough space.

In Finland, plans for buildings must be submitted to the Ministry of Social Affairs before being put into execution. The Netherlands Decree referred to above, for instance lays it down that the clear space must amount to at least 3.5 cubic metres (123.6 cubic feet) per person, and the floor space should amount to at least 1.25 sq. metres (13.5 sq. feet) per person. A study made in the United Kingdom suggested that for square tables seating four persons 12 sq. feet (1.12 sq. metres) per person must be allowed.<sup>2</sup>

---

<sup>1</sup> Royal Commission of Inquiry into the Waterfront Industry: Statement on Health, Welfare and First Aid Facilities, Ports of Port Chalmers and Dunedin.

<sup>2</sup> Canteens in Industry, op. cit., p. 19, in which detailed advice is given regarding the building, layout and operation of canteens.

A Model Code prepared by the International Labour Office suggests the following minimum space; on the basis of the maximum number of persons using the room at any one time:

- (a) 25 persons or less, 18.5 m<sup>2</sup> (200 sq. ft.);
- (b) 26 to 74 persons, 18.5 m<sup>2</sup> (200 sq. ft.) plus 0.65 m<sup>2</sup> (7 sq. ft.) for each person above 25;
- (c) 75 to 149 persons, 50 m<sup>2</sup> (550 sq. ft.) plus 0.55 m<sup>2</sup> (6 sq. ft.) for every person above 74;
- (d) 150 to 499 persons, 92 m<sup>2</sup> (1,000 sq. ft.) plus 0.50 m<sup>2</sup> (5 sq. ft.) for each person above 149; and
- (e) 500 persons and over, 255 m<sup>2</sup> (2,750 sq. ft.) plus 0.40 m<sup>2</sup> (4 sq. ft.) for each person above 499.<sup>1</sup>

Spacious canteens are sometimes also used for recreational activities, such as social gatherings, dances or amateur dramatics.

#### Hours of Opening

Canteens or mess rooms, to serve their purpose, must be accessible to the workers during the break in the shift and immediately before and after work. For those which serve as waiting rooms between calls, the hours of opening should be based on call times.

Where night shifts are worked, the importance of providing hot food during the night shift is generally stressed by nutritional experts. In New Zealand, for instance, evidence was submitted to the Royal Commission of Inquiry into the Waterfront Industry in 1950 which showed that dock workers were called upon to work throughout the night and were unable to get a meal. The Chemical Industries Committee of the I.L.O. (Third Session, September 1952) also had its attention drawn to this problem and, in suggesting practices for the guidance of those concerned in the industry, recommended that

---

<sup>1</sup> International Labour Office: Model Code of Safety Regulations for Industrial Establishments for the Guidance of Governments and Industry (Geneva, I.L.O., 1949), Regulation 217(52).

"where the number of workers in the plant permits, facilities should be provided at hours convenient to shift workers, particularly to those on the night shift, to enable them to partake of hot meals. Workers on the night shift should be encouraged, on grounds of health, to make use of these facilities".<sup>1</sup>

### Service

Meal breaks are usually short and though the cafeteria type of service is common, it is only satisfactory if the planning of the service is such that the worker does not spend too much of his time standing in a queue. If this is not done, it can easily happen that the worker has scarcely time to eat his meal before going back to work.

### Standards of Hygiene

In most countries, public eating places are required to observe certain standards regarding cleanliness and hygiene and it would seem to be reasonable to expect that the same rules should apply to canteens serving the dockers.

### General Environment

The best advantage is to be gained from canteens if the buildings used for the purpose are sufficiently bright and attractive, properly heated and ventilated. Consideration may, for instance, be given to the position of windows and to the sun and to the avoidance of glare, the decoration of the wall in relation to the number and placing of the windows, the brilliance and position of artificial lighting, the material to be used for flooring to ensure easy cleaning, the nature of the internal wall surface with regard to cleaning, durability and colour. "The canteen is a place for relaxation, not work, and its colour scheme should reflect this difference." Attention may also be paid to proper furnishings, such as smaller colourful tables and better seating. For instance, if the canteen is also used for social functions, folding and stacking chairs may be desirable.<sup>2</sup>

---

<sup>1</sup> Industry and Labour, Vol. VIII, No. 10, 15 November 1952, p. 413.

<sup>2</sup> Canteens in Industry, op. cit., p. 29. Chapter IV of this publication makes a number of interesting and detailed suggestions in this matter.

Clearly it is not always easy to follow these suggestions, especially where an existing building has to be used. Thus it has been noted in at least one case that, in spite of improvements, "the general effect at many dock canteens is one of drabness, and the construction of many of the buildings renders it hard to make them attractive and even in some cases to get them reasonably clean".<sup>1</sup> The Report for 1951 states that "at docks, improvements to canteen premises were noted in many areas. In some, however, buildings remained drab and little attempt had been made to use cheerful colour schemes or improved furnishings."<sup>2</sup>

Prices

It is clearly desirable that the refreshment facilities available should be within the means of the workers for whom they are intended. This implies that some steps are taken to prevent unduly high prices being charged.

One safeguard against excessive prices is the freedom of the worker to abstain from using the canteen. Quite apart from actual practice, that principle is embodied in the Protection of Wages Convention, 1949, which states that "where ... services are operated in connection with an undertaking, the workers concerned shall be free from any coercion to make use of such ... services".<sup>3</sup> This requirement is also embodied in the legislation of many countries. It may, however, not be easy for the docker to leave the port area for his meal in the time at his disposal, and any attempt to secure unduly high prices will lead to dissatisfaction.

Costs to the worker are in practice often reduced by providing free of charge the premises and equipment. In some cases, the cost of the meals themselves may even be subsidised.

---

<sup>1</sup> United Kingdom, Ministry of Labour and National Service: Annual Report of the Chief Inspector of Factories for the Year 1950 (London, H.M. Stationery Office, 1952), p.196.

<sup>2</sup> United Kingdom, Ministry of Labour and National Service: Annual Report of the Chief Inspector of Factories for the Year 1951 (London, H.M. Stationery Office, 1953), p. 193.

<sup>3</sup> I.L.C., Vol. I, Art. 207.



The more usual method, however, is to expect the docker to pay for the cost of the food but to ensure that the prices are fair. This may be done by associating the workers with the management of the canteen, by providing machinery for the consideration of grievances about prices, or by direct price control by some competent authority, dock labour board, or welfare committee. The International Labour Conference suggested in the Protection of Wages Convention, 1949, two criteria to prevent possible abuses where access to other facilities was not possible, namely, that the services should be provided "at fair and reasonable prices" or that "services operated by the employer are not operated for the purpose of securing a profit but for the benefit of the workers concerned".<sup>1</sup>

In this connection, it is important, if the task of running a canteen is handed over to a contractor, that the responsible authority should not divest itself of all responsibility, in particular in regard to prices. Clauses may be inserted in the contract about prices; these may be such as to enable the body granting the contract to exercise the necessary supervision and to terminate the contract in specified circumstances. It should also be borne in mind that dock canteens present difficult business problems, owing to wide fluctuations in the number of customers and the necessity of keeping open at inconvenient hours, often for a small number of men. Therefore, the possibility of the employer, the occupier of premises, or some other body, such as the port authority or an employers' association, having to underwrite losses in order to keep a useful service running should not be excluded.

#### Supervision

Mess rooms need to be kept clean and in order. For this purpose, staff is required and adequate supervision is needed to see that it is done. Similarly, canteens should also be expected to maintain a good standard of nutritional quality of food, of cleanliness and of hygiene. This also calls for good supervision with recourse to the advice of canteen advisers, where such officers exist.

#### Drinking Water

One of the needs of manual workers is access to drinking water.

The International Labour Conference has recommended that "all appropriate measures should be taken by the employer to

---

<sup>1</sup> I.L.C., Vol. I, Art. 207.



ensure that ... adequate supplies of wholesome drinking water are provided in suitable places and properly maintained".<sup>1</sup> Industrial Committees have, in their resolutions concerning welfare, also made suggestions that it be available. The Model Code suggests that "an adequate supply of clean, cool, wholesome and safe drinking water shall be provided for, and be readily accessible to, all employees in all workplaces".<sup>2</sup> The proposals of the International Transport Workers' Federation also refer to "convenient and adequate access to pure drinking water".

In most ports drinking water is available, but this is not the case everywhere. Even in London, a Committee of Inquiry "had complaints that no proper provision is made throughout the docks"; however, it understood that the matter was receiving attention.<sup>3</sup> In India, the Chief Adviser, Factories, reported in 1951 that there was considerable scope for improvement, even in so elementary a provision<sup>4</sup>, though in more recent reports it was stated that arrangements for drinking water existed at rest shelters.<sup>5</sup>

### Accessibility

One of the problems is making drinking water accessible wherever needed. On the face of it, however, it should not be too difficult to provide taps at convenient places, as the water could be drawn from the mains already put in for supplying fresh water to the ships. In the case of a docker working in a ship's hold, he should either be able to use a supply made available on the spot or have access to the ship's supplies or be permitted to go ashore to get water. In practice, ships do not always wish to give the dockers access to the quarters on board and foremen have been known to refuse to grant permission to go ashore. Moreover, even when the men can go

<sup>1</sup> Protection of Workers' Health Recommendation, 1953, in Official Bulletin, Vol. XXXVI, No. 3, 31 August 1953.

<sup>2</sup> Model Code, *op. cit.*, Regulation 214.

<sup>3</sup> United Kingdom, Ministry of Labour and National Service: Unofficial Stoppages in the London Docks (Report of a Committee of Inquiry), Cmd. 8236 (London, H.M. Stationery Office, 1951), p. 32.

<sup>4</sup> Annual Report of the Chief Adviser, Factories, *op. cit.*, p. 2; see also the Address of Welcome of Chittagong, *op. cit.*, which contained a request that drinking water be provided.

<sup>5</sup> Indian Labour Gazette, June 1952, p. 1040.

ashore, the nearest taps may be some distance away. Thus a statement submitted to the Royal Commission of Inquiry into the Waterfront Industry in New Zealand recommended that "in addition to the drinking water supply points on the wharfs, containers of an approved pattern should be supplied for the use of gangs in the holds".<sup>1</sup> On the Pacific Coast of the United States, drinking water is furnished in every hold in which longshoremen work. Another example may be cited: a collective agreement of 1 August 1952 in Trinidad calls for the provision by the employer of a water carrier and of a covered container, one in each hold where a gang is working, one on the fore deck and/or one on the after deck for the use of deck hands.

### Quality

The quality of the water is, of course, important. In this connection reference may be made to the suggestions made in the Model Code prepared by the International Labour Office, which contains the following provisions on the subject:

All water furnished for drinking purposes shall be from a source approved by the competent health authority and controlled in the manner prescribed by this authority.

Where such water is not available the competent health authority shall furnish the necessary directions for rendering the water safe for human consumption.<sup>2</sup>

In hot climates, it is obviously desirable to keep the water cool. Thus, in Australia, refrigerated water cooling units are provided.<sup>3</sup> In the Trinidad collective agreement, it is stipulated that where a ship does not provide cool drinking water, ice will be supplied by the employer at certain ports. It lays down the times for delivery and provides that it shall be supplied also to night gangs. The quantity to be provided is to be 40 lbs. (18 kg.) per day gang and 20 lbs. (9 kg.) per night gang.

The Model Code also suggests that where employees have to work in great heat for considerable periods, the employer should provide salted water or salt tablets.<sup>4</sup>

---

<sup>1</sup> Royal Commission of Inquiry into the Waterfront Industry: Statement on Waterfront Health and Welfare by Dr. D.P. Kennedy.

<sup>2</sup> Model Code, op. cit., Regulation 214(2).

<sup>3</sup> Second Report of the Australian Stevedoring Industry Board, op. cit., p. 30.

<sup>4</sup> Model Code, op. cit., Regulation 214(4).

## Hygiene

Unhygienic practices are even now not infrequent. A District Medical Officer of Health at one port states that "there are no drinking fountains on the wharves, and the cans supplied for the use of men in holds have, in my experience, been most unhygienic, being battered and rusty in many instances. Some of the cans have a central tube through which persons drinking water are expected to suck. No cups or equivalent provided".<sup>1</sup> In another case, agreement was reached between employers and the trade unions on the provision of one enamel cup for each water container.

The Model Code makes the following suggestions in this respect.

### Cooling of Drinking Water

Where water is cooled by ice the water container shall be so constructed that the ice does not come into direct contact with the water.

### Drinking Cups

The use of common drinking cups shall be prohibited.

When individual drinking cups (to be used but once) are supplied there shall be provided -

(a) a suitable container for the unused cups so constructed that the cups are protected against dust and other impurities; and

(b) a receptacle for the used cups.

Where sanitary drinking fountains are installed they shall be of a type and construction approved by the competent health authority.

### Prohibition of Open Containers

Open barrels, pails, tanks or other containers from which the water must be dipped or poured shall not be allowed for drinking water, whether they are fitted with a cover or not.<sup>2</sup>

<sup>1</sup> New Zealand, Royal Commission of Inquiry into the Waterfront Industry: Statement on Waterfront Health and Welfare by Dr. D.P. Kennedy, p. 5.

<sup>2</sup> Model Code, *op. cit.*, Regulation 214 (3), (5), (6), (7) and (8).

For fountains, those where water is delivered by an upward jet are generally favoured from the point of view of hygiene; taps from which it is possible to drink directly are regarded as presenting some health risks.

Where containers have to be delivered on board for the use of gangs in holds, it has been suggested that they should be of a type approved by a Medical Officer of Health.<sup>1</sup>

---

---

<sup>1</sup> New Zealand, Royal Commission of Inquiry into the Waterfront Industry: Statement on Health and Welfare by Dr. F.H. King (Auckland, 1951), p. 2.

## Chapter IV

### FACILITIES FOR WASHING AND FOR CHANGING CLOTHES

The docker has to work largely in the open and often in cold weather. He is likely at times to get wet, even though work is sometimes suspended during rain. The work is usually heavy and in warm weather the docker may perspire freely. Inability to change clothing after work in these circumstances may accentuate a tendency to colds or rheumatic illnesses, particularly in damp climates. In addition, the docker may have been unloading noxious or even toxic substances, such as hides, carbon black, cement, coal or fish, to mention but a few of the wide variety of cargo which he has to move. In all such cases a change of clothing may, apart from being a matter of convenience, be a measure for the protection of the health of the worker.

Of course the docker can, and more often than not does, go home in his working clothes. If no facilities for changing and washing are provided, he has to do so. "After working on cargoes of wet hides or even lamp black, a dock worker may often have to travel home in public transport in his dirty clothes without any proper opportunity of washing. This is embarrassing to the man and an annoyance to other travellers".<sup>1</sup> "For this reason men have on occasions been refused admission to public transport".<sup>2</sup> In a large city other members of the public are known to shun the tramways coming from the port at the end of a shift, an attitude the workers can scarcely be expected to appreciate. "In any case they [the dockers] do not want to take the dust of the docks into the home".<sup>3</sup> In fact, in many places the facilities for washing at home are quite inadequate. "If one wishes to clean up, an hour and a quarter should be allowed. One has to begin with to rub down dry with a rag, then with soap and water. It is an almost hopeless task. One can well understand that the coal dockers no longer wash themselves and stay dirty all the week, if not throughout the year".<sup>4</sup> It may be added that many dockers may

<sup>1</sup> United Kingdom, Ministry of Labour and National Service: Unofficial Stoppages in the London Docks (Report of a Committee of Inquiry), Cmd. 8236 (London, H.M. Stationery Office, 1951), p. 32.

<sup>2</sup> United Kingdom, National Dock Labour Board: Welfare among Dock Workers (London, 1952), p. 15. On the question of transport facilities to and from work see Chapter VI below.

<sup>3</sup> Ibid., p. 15.

<sup>4</sup> M.R. Loew: Les Dockers de Marseille, Analyse-type d'un complexe (L'Arbresle (Rhône), Documents Economie et Humanisme, 1945), p. 9.



wish to go straight from work to meet friends or to an entertainment without the necessity or possible waste of time and money of going home first.

The International Labour Conference, in its Protection of Workers' Health Recommendation, 1953<sup>1</sup>, has recommended that all appropriate measures should be taken by the employer, in cases where it is necessary for workers to change their clothing when commencing or ceasing work, to ensure that "changing rooms or other facilities for the changing or storing of clothing are provided and properly maintained". This recommendation also refers to washing facilities. In addition, reference may be made to the resolution adopted by the Petroleum Committee at its Fourth Session (The Hague, October 1952) suggesting adequate facilities for washing and for changing clothes whenever the nature of the work renders this desirable, and to a resolution concerning welfare adopted by the Building, Civil Engineering and Public Works Committee at its Third Session (Geneva, 1951) which suggested, for the guidance of those concerned, the provision at the building site of "reasonable washing facilities" and "storage and drying of clothing, including protective clothing, and facilities for the changing of clothing".<sup>2</sup>

The proposals submitted by the International Transport Workers' Federation include the following passage: "Properly equipped and conveniently situated washing and bathing facilities, with sufficient supply of hot and cold water, soap and towels... Facilities for changing, keeping and drying clothes with individual lockers of sufficient size and easy to keep clean and so distributed over the port area as to meet the needs of men not working constantly at one place".

An enquiry into the position in New Zealand ports stresses the importance of providing these facilities, in the following terms: "They the dockers are often called upon to work among dirty cargoes and they should be provided with the means of cleaning themselves and of keeping their clothes clean so that on leaving their work they may mix freely and comfortably among their fellow citizens... It is no conclusive argument to say that washing facilities or showers are not used when provided. In the instances where that is the case the fault is with the worker, but in the many more cases where they could be used but are not provided the fault is with those whose duty

---

<sup>1</sup> Official Bulletin, Vol. XXXVI, No. 3, 31 August 1953.

<sup>2</sup> I.L.C., Vol. II, pp. 550-551.

it is or should be to provide them".<sup>1</sup> The same point is made in a British enquiry: "It is also suggested that the facilities will not be used if provided. Experience shows that the latter risk should be taken and that where the provision is made, appreciation and proper use will follow. The need for such facilities is urgent and the workers will gain in self-respect by having the opportunity of using them".<sup>2</sup>

Existing Facilities

That such facilities have not yet been provided on a satisfactory basis in many ports is shown by the following quotations from official reports or from information received from eye-witnesses.

In India, it is reported that "the washing facilities provided are far too inadequate".<sup>3</sup> In New Zealand, "the virtual absence of washing facilities in the working areas of the Port is a deficiency which requires to be remedied immediately and should come first in any scheme for providing amenities of an approved standard on the Auckland waterfront".<sup>4</sup> In the United Kingdom, a Government Committee, referring to the Port of London, "could not find evidence of any provision of washing facilities for men working on dirty cargoes beyond the crude provision of buckets for which hot water could be obtained only from a ship".<sup>5</sup> In the United Kingdom generally, "washing facilities are in many cases quite inadequate".<sup>6</sup>

In one port, in another country, it was observed that they consisted of no more than a few cold water taps over a trough

---

1 Report of Royal Commission of Inquiry into the Waterfront Industry, op. cit., p. 156.  
2 Unofficial Stoppages in the London Docks, op. cit., p. 32.  
3 Government of India, Ministry of Labour: Annual Report of the Chief Adviser, Factories, for the Year 1950 on the Working of the Indian Dock Labourers' Act, 1934, and the Indian Dock Labourers' Regulations, 1948 (New Delhi, Government of India Press, 1952), p. 2.  
4 Royal Commission of Inquiry into the Waterfront Industry: Statement on Waterfront Health and Welfare by Dr. F.H. King (Auckland, 1951).  
5 Unofficial Stoppages in the London Docks, op. cit., p. 32.  
6 United Kingdom, Ministry of Transport: Report of the Working Party on the Turn-Round of Shipping in The United Kingdom Ports (London, H.M. Stationery Office, 1948), p. 11.

at the end of a warehouse. In a port in a predominantly Moslem country, the facilities for ablutions were limited to those attached to the mosque. In some ports, it has been noted that adequate measures are taken by some undertakings owning or operating on a permanent basis particular wharves, but that they were lacking in other wharves in the same port.

These examples should not, however, be allowed to give the impression that no action has been taken, whether in the countries cited or in others. On the contrary, there is evidence of extensive facilities being offered in some ports and of considerable progress in many others.

For instance, in the Netherlands, regulations require<sup>1</sup> that properly equipped and located washplaces be provided in well-protected and enclosed spaces and that these facilities be maintained in good order and be available to the workers during the time needed. In India, the Dock Labour Regulations, 1948, require that suitable facilities for washing be provided and maintained in good and clean condition for the use of workers engaged in loading or unloading coal or dangerous or noxious goods. In the United States, the Marine Safety Codes agreed upon between the parties provide that conveniently accessible wash basins shall be available.

Even apart from regulations or agreed codes, action has in practice been taken in many countries, as will be illustrated by a few examples. In Australia, the amenities provided by the Stevedoring Industry Board include washing facilities. In Finland, the dockers' centres now being set up in several ports provide washing facilities, including sauna baths. In the Federal Republic of Germany, in Bremen, for instance, many of the warehousing concerns provide wash basins of a modern type with hot and cold water. In Italy, the Dockers' Houses (Case del Portuale) which exist in most ports also provide showers. In the Lebanon, at Beyrouth, the dockers employed by the Port Company have washing facilities, lockers and showers. In New Zealand, washing or bathing facilities have been or will be included in the new buildings to be erected at all the main ports. In the United Kingdom, the Docks and Inland Water Transport Executive have ordered a five-year programme. In Manchester, for instance, special facilities have been provided for men engaged on dirty cargoes.<sup>2</sup> In Uruguay, premises with

<sup>1</sup> Order of 21 November 1950, Art. 192.

<sup>2</sup> British Transport Commission: Reports by Docks and Inland Waterways Executive on Review of Trade Harbours 1948-50 (London, British Transport Commission, 1951), p. 68.

wash basins, hot baths, etc. are provided for the workers employed on ships and it is planned to provide baths for the workers employed by the National Port Administration.

### Standards of Washplaces

The practice differs as to the number of washplaces which are required in ordinary circumstances.

The Netherlands regulations require washplaces on the scale of one to every 10 workers or fraction thereof having the same working times or intervals.<sup>1</sup> In New Zealand, a District Industrial Medical Officer in Wellington recommended to the Royal Commission the provision of wash basins on the scale of one for 15 workers. The I.L.O. Model Code, which recommends that "adequate facilities for maintaining personal cleanliness shall be provided in all industrial establishments", suggests that "at least one wash basin with adequate water supply, including hot water where necessary, shall be provided for every 7 employees, or portion thereof, ceasing work simultaneously".<sup>2</sup> Where, however, workers "are exposed to skin contamination with poisonous, infectious or irritating substances or oil, grease or dust", the Model Code suggests that "at least one wash basin supplied with hot and cold water from one tap should be provided for every five employees ceasing work simultaneously and exposed to such contamination".<sup>3</sup> The New Zealand recommendations referred to above suggest the same figure.

The wash basins themselves take various forms. They may be individual. The common form in the Netherlands is a large round basin with numerous taps serving about six persons at a time. Others are in trough form. The Model Code suggests that 24 inches (60 cm.) of sink or circular trough with adequate water supply shall be considered equal to one basin.<sup>4</sup>

### Showers or Baths

There are marked differences of opinion as to the extent to which showers should be provided.

According to a Netherlands Order, if in any undertaking the work calls for cleaning more of the body than the head, the hands

<sup>1</sup> Order of 21 November 1950, Art. 192.

<sup>2</sup> Model Code, op. cit., Regulation 217 (30) and (34).

<sup>3</sup> Model Code, op. cit., Regulation 217 (36).

<sup>4</sup> Model Code, op. cit., Regulation 217 (34).



and the feet, dockers engaged on such work must be provided free of charge with facilities such that they can clean themselves in a short time before going home. If possible, bath installations used for no other purpose should be available.<sup>1</sup> In the United Kingdom, the National Dock Labour Board's first experimental washing unit was incorporated in the Aberdeen call stand opened in May 1952, and a second unit was being adapted at Glasgow at the end of 1952. These units will make it possible for the dockers to change clothes and have a shower on leaving work.<sup>2</sup> Other examples of cases in which showers are provided have been given above.

The Model Code recommends showers or bath tubs with an ample supply of hot and cold water for employees exposed to excessive heat or skin contamination with poisonous, irritating or particularly dirty substances or dust.<sup>3</sup>

As to the number of showers to be provided, the Model Code suggests one fixture for every six workers or portion thereof, but this applies to the types of work described above. The New Zealand recommendations referred to above suggest three showers per 100 workers in ordinary cases and a greater proportion where dirty cargoes are handled as at the coal berth. In the Netherlands and in Bremen showers were provided by certain firms visited, on a scale varying from one for 16 workers to one for about 50 workers. At a coal discharging berth in Amsterdam, 9 showers were provided for a maximum of about 100 workers going off duty at any one time.

Even though showers are not widespread at present, it should be borne in mind that in many countries boys are nowadays trained to have showers after sports or gymnastics at their schools, and this fact, together with a general rise in standards of personal hygiene, is likely to lead to an increasing demand for such amenities at the workplace.

The Model Code makes the following suggestions regarding the standards with which shower baths ought to comply:

---

<sup>1</sup> Order of 21 November 1950, Art. 193.

<sup>2</sup> National Dock Labour Board: Annual Report and Accounts, 1952 (London, 1953), p. 18; and Welfare among Dock Workers, op. cit., p. 15.

<sup>3</sup> Model Code, op. cit., Regulation 217 (37).



"Shower baths shall be under cover and enclosed in individual compartments, with the entrances suitably screened, either by location or by partitions or curtains.

"Mixing valves for shower baths should be of such type and be so installed and adjusted that no water can be supplied at a temperature exceeding 38° C. (100° F.).

"Shower bath equipment shall be thoroughly cleaned at least once a day, and an effective disinfectant shall be used to destroy fungi and ringwork organisms."<sup>1</sup>

### Soap and Towels

It will be recalled that the request of the International Transport Workers' Federation included the provision of soap and towels. In practice, where washing facilities are provided the dockers often carry their own towels. The same applies to soap. A Netherlands Decree provides that soap must be available in sufficient quantity<sup>2</sup> and the Model Code also calls for the provision of "suitable, non-irritating soap"...<sup>3</sup> On grounds of hygiene, the Model Code recommends that "the use of common towels shall be prohibited", though these are still often found in practice, and suggests that "individual cloth or paper towels shall be provided, together with proper receptacles for disposing of used towels".<sup>4</sup>

### Facilities for Changing and Drying Clothes

It has already been pointed out that it is important in the circumstances in which dock work is to be carried out for the docker to be able to change his clothing and to get it dried.

<sup>1</sup> Model Code, op. cit., Regulation 217 (38) to (40). See also United Kingdom, Ministry of Labour and National Service: Cloakrooms, Washing Facilities, Drinking Water and Sanitary Accommodation in Factories, Welfare Pamphlet No. 8 (London, H.M. Stationery Office, 1947).

<sup>2</sup> Order of 21 November 1950, Art. 192.

<sup>3</sup> Model Code, op. cit., Regulation 217 (35).

<sup>4</sup> Model Code, op. cit., Regulation 217 (31) and (32).

The Model Code suggests that industrial establishments should have suitable and sufficient installations for accommodating the workers' clothes and drying them.<sup>1</sup>

In a great many ports such facilities are provided, for instance in the Netherlands ports, in Bremen, in certain ports of Finland, in Australia and in New Zealand. In the Netherlands Order referred to above, suitable changing rooms are required where more than 25 dockers are employed.

In many ports, including those mentioned above, lockers are provided. Where it is difficult to run to one locker per worker, one is sometimes shared by two men.

A more awkward problem arises where clothes get wet or very dirty. It is in such cases desirable to have separate lockers for clean and for dirty clothes. If the example of pithead baths at coal mines in certain countries is used, workers should after work deposit their wet or dirty clothing in lockers or on hangers in one room, pass through the showers and find their ordinary clothing in the "clean room". For the purpose of drying damp clothing, full-length lockers with ventilation top and bottom are regarded as desirable. Drying can be speeded up where necessary by arranging for hot pipes to pass under the lockers and for the top to be in the form of wire mesh. It has been suggested that this top should be sloped in order to prevent articles being placed over the mesh.

For special cases other arrangements may be necessary. For instance, for the overalls and clothing of fish dockers at Bremerhaven, where work has to proceed whatever the weather, clothes are lifted to the ceiling of a drying room on hangers, are first dried by hot air, and then ventilated by cold air to remove the fishy smell.

#### Location

Washing facilities may be needed at different points, even for the same workers.

On grounds of personal hygiene, it is generally recommended that an opportunity should be provided for the washing of hands (a) after leaving the toilet and (b) before entering a canteen or mess-room, and that without prejudice to whatever other facilities are provided on ceasing work.

As far as facilities for washing at the end of a shift are concerned, these may be provided for at each pier or wharf,

---

<sup>1</sup> Model Code, op. cit., Regulation 217 (41).

as is usually the case, for instance in the Netherlands, or within easy reach of a group of berths as, for instance, in Bremen. If berths are used regularly, there is an advantage from the point of view of the worker in having washplaces attached to each wharf. If, however, the use of a particular wharf is only intermittent, the capital expenditure would be reduced by a measure of centralisation, with the consequent disadvantage that the men would have to travel a greater distance to reach the facilities. There would also be a risk of overcrowding if at any given time more workers were employed at the group of wharves served by these facilities than was presumed would be the case when they were planned.

Another solution consists in moving the washing facilities to the workplace. Thus in Australia, the Maritime Service Board has provided floating hot and cold showers for dockers handling dirty cargoes.

Lockers can, of course, only be allocated to workers as long as the job at a pier served by the same changing room lasts, which means that it may not be possible to provide clothes drying facilities after a given job is finished if the worker is liable to be allocated elsewhere the next day.

The best site for washing facilities is often in the same building as the canteen or mess-room.

The most suitable degree of dispersion of the amenities depends largely on the physical lay-out of the port and on the extent and variation of activity at individual wharves, and no general rule can be laid down which is likely to meet all circumstances.

#### Toilet Facilities

One of the requests of the International Transport Workers' Federation is for "a sufficient number of sanitary conveniences to be accessible for men employed in loading or unloading work on deep-sea ships, floating cranes, grain silos, bunker machines and similar appliances".

In many countries, there is a legal obligation to meet requirements of this nature. The relevant regulations may be adopted with special reference to ports, as in the Netherlands Order adopted in application of the Stevedores Act<sup>1</sup>, or they may depend on the Factory Acts. In the United Kingdom, for instance, the Minister of Labour and National Service has the power to extend by order the relevant provisions of the Factories

---

<sup>1</sup> Order of 21 November 1950, Art. 190.

Act, 1937<sup>1</sup>, to docks and wharves. In other cases, it is a matter for the legislation relating to public health; for instance, in New Zealand, the Health Act, 1920<sup>2</sup>, requires Harbour Boards to act in the abatement of nuisances and in the provision and maintenance of sanitary conveniences for the use of the public and the Royal Commission of Inquiry into the Waterfront Industry in 1952 recommended that the Harbour Boards should also be required to provide adequate sanitary conveniences on the wharves for the use of people using the wharves, general public as well as workers.<sup>3</sup> It can happen that docks and wharves fail in this matter to be covered by either the legislation applicable to public health or the legislation applicable to factories. In the United Kingdom, for instance, the National Joint Council for the Port Transport Industry, the Port Authorities and the National Dock Labour Board were urging amendment of the existing sanitary legislation so as to include docks and wharves.<sup>4</sup> It was, however, subsequently agreed that progress could best be made by the submission, through the Factory Inspectorate, of cases where improvements were urgently required.<sup>5</sup>

In other cases, the industry itself has agreed to accept certain standards. For instance, in the United States, the Marine Safety Codes which have been jointly agreed upon both in New York and on the Pacific Coast make necessary provision in this respect. The latter, for instance, states that "at least one conveniently accessible toilet, either on board the vessel or on the wharf or other place where the vessel is moored, shall be available at all times for the use of every person engaged in the operations. Such toilet should be kept clean and in good order".<sup>6</sup> In one case a collective agreement applicable to Trinidad provides that "for ships at anchor ... where there is no built-in lavatory provided for the stevedores, a suitable lavatory shall be provided built over the side of the ship".

---

<sup>1</sup> Legislative Series, 1937 (G.B.2).

<sup>2</sup> Section 74.

<sup>3</sup> Report of Royal Commission of Inquiry into the Waterfront Industry, op. cit., p. 156.

<sup>4</sup> Welfare among Dock Workers, op. cit., p. 13.

<sup>5</sup> National Dock Labour Board: Annual Reports and Accounts, 1952, op. cit., p. 17.

<sup>6</sup> Pacific Coast Marine Association's Accident Prevention Bureau: Pacific Coast Marine Safety Code, reproduced in International Labour Office: Safety in Dock Work, Studies and Reports, Series F, Second Section, No. 10 (Montreal, I.L.O., 1945), pp. 215-216.



Though adequate facilities exist in a great many ports, there is evidence that much remains to be done in others. Thus, in the United Kingdom, a committee reported in 1948 that "sanitary accommodation is frequently of a deplorably low standard"<sup>1</sup> and this was confirmed by later surveys. These showed that "for example, while there were many lavatories which were good, with separate stalls and hand-flushed, there were many more which were 'historic'. The trough type was still common in many ports. But these were modern compared with some lavatories that were to be found on the docks. Some were old iron buildings and some were wooden structures, without privacy".<sup>2</sup> In Australia, the Stevedoring Industry Board reported that "in some wharves lavatory accommodation is primitive or non-existent", adding that "employers and wharf-owners have failed to recognise that the natural requirements of casual waterside workers are not less than those of men in any walk of life".<sup>3</sup>

### Accessibility

Emphasis is usually placed on ready accessibility, and it would seem desirable that the maximum distance which should be tolerated would be examined by a competent authority in each case.

### Standards

As to the number required, the Netherlands regulations<sup>4</sup>, an Order under the United Kingdom Factories Act<sup>5</sup>, and the I.L.O., Model Code<sup>6</sup> agree on the scale of one toilet for every 25 men or fraction thereof employed at the same time. The United Kingdom regulations permit the scale to be reduced to one for every 40 men after the first 100, provided sufficient urinals are also provided. The Model Code suggests one urinal for every 15 workers employed at the same time.

It would seem superfluous in this report to summarise the very detailed regulations which exist in many countries regarding the standards of construction and cleanliness of

<sup>1</sup> Report on the Turn-Round of Shipping in the United Kingdom Ports, op. cit., p. 11.

<sup>2</sup> Welfare among Dock Workers, op. cit., p. 13

<sup>3</sup> Commonwealth of Australia: Third Report of the Australian Stevedoring Industry Board (Sydney, 1953), p. 28.

<sup>4</sup> Order of 21 November 1950, Art. 190.

<sup>5</sup> The Sanitary Accommodation Regulations, 1938, S.R. and O., 1938, No. 611.

<sup>6</sup> Model Code, op. cit., Regulation 217 (8).



toilets and urinals.<sup>1</sup> These naturally vary from country to country. Clearly, they should be such as to ensure privacy and cleanliness. It would seem sufficient here to stress the point that standards accepted and generally applied in the country as a whole, for instance with regard to factories, should, with perhaps minor variations arising out of the fact that the amenities may in a port be in a separate building, apply equally to ports.

### Lighting

Certain surveys have drawn attention to the need for adequate lighting by night and by day, which in some places is lacking. Yet these amenities may have to be used during the hours of darkness.

### Supervision

If the amenities are to be kept clean and in good order, arrangements need to be made for daily cleaning, and supervision is needed to ensure that this work is properly done. Nevertheless, it would appear that this aspect is all too often neglected, resulting in dirtiness, removed fixtures, broken installations and blocked drains.

---

---

<sup>1</sup> Model Code, op. cit., Regulation 217 (1)-(29), contains very detailed suggestions in this respect.

Chapter V

FIRST-AID AND MEDICAL FACILITIES

Regulations regarding first-aid assistance are closely related to safety, and, as far as dockers are concerned, they are referred to in the Protection against Accident (Dockers) Convention.<sup>1</sup> The Committee of Experts appointed to consider proposals for the revision of this Convention may, therefore, be called upon to consider the matter. Similarly, the provision of medical centres in ports is a matter closely allied to health services in general. Nevertheless, certain observations on these subjects are being placed before the Inland Transport Committee because these services are so often deemed to constitute welfare facilities. The 1947 Resolution of the International Labour Conference on welfare refers explicitly to "medical facilities", and in many countries reports on welfare among dock workers point with pride to the services provided in this field. In any case, the form of the conclusions usually adopted by Industrial Committees may make it possible to embody in the text suggestions which it might be inappropriate or impossible to include in an International Labour Convention. As stated in the introduction, any comments the Inland Transport Committee may make may, in so far as appropriate, be brought to the attention of the Committee of Experts.

Many thousands of accidents to dock workers occur every year, and hundreds are fatal. Common causes of accidents include lifting machinery, falls of persons, falls of objects and stepping on or striking against objects. In addition to these large numbers of reportable accidents, there are countless minor injuries such as cuts and bruises or the introduction of splinters. Minor injuries, if neglected, may turn septic, and a docker may then have to follow prolonged treatment. Septic conditions are the most common cause of disability.

Having regard to the fairly high accident frequency among dock workers, it is not surprising that facilities are usually required by law to be provided in ports for first-aid treatment to deal with injuries of all kinds, including emergency cases and minor wounds. In addition, in many ports there are medical centres or dispensaries for further treatment, the

---

<sup>1</sup> I.L.C., Vol. I, Art. 600.

docker being, if necessary, subsequently admitted to hospital. In a few cases, rehabilitation services adapted to the needs of dockers are provided.

The necessity of such services is widely recognised.

Apart from the reference in the Protection against Accidents (Dockers) Convention, the International Labour Conference has included in the Protection of Workers' Health Recommendation, 1953, a clause to the effect that "first-aid and emergency treatment in case of accident, occupational disease, poisoning or indisposition should be provided in places of employment".<sup>1</sup> The Model Code recommends that an inter- or intra-plant medical service "shall be organised within every industrial establishment or among industrial establishments grouped by nature, type or locality" and makes suggestions regarding the organisation of such a service.<sup>2</sup> The International Transport Workers' Federation has asked, among other things, that "there should be a satisfactory port medical service with adequately staffed surgery and dressing stations, according to the number of workers employed, where men can receive attention until such time as treatment can be conveniently undertaken by a family doctor or local hospital".

It is generally admitted that "it is essential that there should be adequate industrial medical service" in the docks.<sup>3</sup> There is first and foremost the humanitarian aspect: "The presence of a skilled nurse at an accident has saved more than one life during recent months.... The Board's Sisters have on occasions been lowered into the hold of a ship to give immediate assistance to injured men."<sup>4</sup> There are also practical advantages. Prompt treatment of minor cases often prevents

---

<sup>1</sup> Official Bulletin, Vol. XXXVI, No.3, 31 August 1953.

<sup>2</sup> Model Code, op. cit., Regulations 239-242.

<sup>3</sup> United Kingdom, Ministry of Transport: Report of the Working Party on the Turn-Round of Shipping in the United Kingdom Ports (London, H.M. Stationery Office, 1948), p.11.

<sup>4</sup> United Kingdom, National Dock Labour Board: Welfare among Dock Workers (London, 1952), p. 18.

wounds from causing prolonged absences from work. "An increase in time lost through injuries has, at least, been prevented in conditions where a fairly substantial deterioration might otherwise have been expected."<sup>1</sup> "Countless working hours have been saved which would otherwise have been lost and, in days of manpower shortage, this is a matter of national importance."<sup>2</sup> It may be added that these centres are a means of improving industrial relations. "The medical centre on the docks (at Swansea) has done much to promote individual goodwill and to translate into reality in the minds of the men some of the objectives of the Dock Labour Scheme."<sup>3</sup>

The extent of the facilities to be provided in a port will, in so far as they are not defined in national laws and regulations, depend on those which are readily available to the community as a whole. When the community facilities are inadequate to deal promptly and efficiently with cases of accident or illness among dockers, the competent port authorities and the employers concerned may feel impelled to do more than they would have done if the workers could be treated elsewhere.

It is also recognised that there are very real difficulties in providing full medical facilities in small ports - a problem which has been under consideration, for instance, by the National Dock Labour Board in the United Kingdom. "There are some ports where the number of dock workers is so small that the employment of a State Registered Sister cannot be justified"<sup>4</sup>; in that case reliance is placed on a first-aid man.

#### First Aid

First aid consists primarily of the emergency measures immediately necessary to preserve life or prevent disablement. It includes such things as treatment to stop bleeding or to

---

<sup>1</sup> National Dock Labour Board: Annual Report and Accounts, 1951 (London, 1952), p. 10.

<sup>2</sup> Welfare among Dock Workers, op. cit., p. 19.

<sup>3</sup> United Kingdom, Ministry of Labour and National Service: Comments of the National Dock Labour Board cited in Unofficial Stoppages in the London Docks, Report of a Committee of Inquiry, Cmd.8236 (London, H.M. Stationery Office, 1951), p. 30.

<sup>4</sup> Welfare among Dock Workers, op. cit. ; p. 18.



fix broken bones temporarily in position, the transport of the injured, artificial respiration, etc. Where no medical or nursing facilities exist first aid may also include the treatment of minor injuries such as small cuts, abrasions or burns. It does not include the day-to-day treatment of old injuries, nor the provision of aspirins, etc., which is the province of the medical clinic, if there is one.

Since it is naturally not possible for a doctor to be present when accidents occur, and since the injured person may rapidly get worse or die before a doctor can be called, first-aid treatment must be carried out by the man's workmates. It is therefore essential that at every place of work one or more men should have had previous training in first-aid methods. Such men may be either dock labourers, or storemen, checkers, watchmen, or any others readily available.

#### Training of First-Aid Workers

"In all ports, first-aid workers must be the core of the medical service."<sup>1</sup>

It is well known that much harm can be done by well-meaning but inexperienced volunteers. "It is an essential principle of modern wound treatment that all treatments should be done by fully-trained and qualified people."<sup>2</sup> Some national regulations require first-aid staff to possess an approved certificate. In Great Britain, the National Dock Labour Board has encouraged dock workers to come forward for training. For purposes of training, a residential school was held in 1952 and others are planned. Training equipment has been provided. Proficiency badges are granted. Inter-port competitions have been held for which trophies have been given by individuals and organisations concerned in dock work.<sup>3</sup> At Haifa, Israel, at each work section there is a first-aid station with a first-aid worker assigned who has been through a course of training. In the Netherlands, for instance, a number of regular employees in the ports, such as gatekeepers

---

<sup>1</sup> National Dock Labour Board: Annual Report and Accounts, 1952, p. 15.

<sup>2</sup> New Zealand: Royal Commission of Inquiry into the Waterfront Industry: Statement on Health, Waterfront and First-Aid Facilities, Port of Wellington, p. 12.

<sup>3</sup> National Dock Labour Board: Annual Report and Accounts, 1952, op. cit., p. 15.



and office employees, have been trained. In New Zealand, the Waterfront Industry Commission arranges for training and endeavours, as nearly as practicable, to allocate a trained first-aid man to each vessel. In the United States, the Pacific Coast Marine Safety Code, a document arrived at by agreement between the employers and the workers, stipulates that "facilities shall be provided by the employers for the training of persons who wish to qualify to render first aid".<sup>1</sup>

Initial training is, however, not sufficient and provision should be made to enable a volunteer first-aid man to follow a refresher course from time to time and to keep his certificate of proficiency up to date.

Financial assistance is sometimes given to the worker who undergoes training in order that he should not bear the whole cost himself. In New Zealand, the Waterfront Industry Commission has continued its policy of meeting the financial loss to workers undertaking such courses<sup>2</sup>, even to the extent of paying at overtime rates if he would at the time have been earning such rates if at work, provided his attendance at the course is satisfactory. In the United Kingdom, the National Dock Labour Board pays the fees of the men in training and has increased the awards to those qualifying at various recognised examinations.<sup>3</sup> In the draft of the Convention on the Protection of Dockers against Accidents submitted by the Inland Transport Workers' Federation in 1929, the granting of time off with pay during working hours was suggested.<sup>4</sup>

Other facilities suggested in that document were the provision of suitable places for lectures and meetings and the payment of persons qualified to instruct in first aid.

It is also important that the first-aid worker should remain in close touch with the medical centre, if there is one, thus becoming, in a sense, part of a medical team.

---

<sup>1</sup> Pacific Coast Marine Safety Code, 1949 Revision, Rule 307.

<sup>2</sup> New Zealand Waterfront Industry Commission: Annual Report and Statement of Accounts for the Year ending 31 March 1952 (Wellington, Government Printer, 1952), p. 17.

<sup>3</sup> Welfare among Dock Workers, op. cit., p. 18.

<sup>4</sup> Industrial Safety Survey, Vol. IV, p. 72, and I.L.C., Vol. I, footnote 283 to Art. 600.

## First-Aid Boxes

The Protection against Accidents (Dockers) Convention, 1932, provides that "sufficient supplies of first-aid equipment shall be kept permanently on the premises in such a condition and in such positions as to be fit and readily accessible for immediate use during working hours".<sup>1</sup>

Clauses of this kind are embodied in the legislation of a number of countries, including those which have ratified the Convention. In order to meet this requirement, it is important that one of the boxes be not too far removed from any point at which work is being carried on. They may be kept in medical centres, at gatekeepers' lodges or in other suitable places. In New Zealand, experiments have been made in supplying pocket kits to timekeepers or haversacks to first-aid volunteers at work. Whatever arrangement is followed, care should be taken to ensure that the equipment is not under lock and key when likely to be needed, as has been known to happen.

In order that the dock worker, and particularly the first-aid man, should know where to find these boxes, it may be useful to provide, as for instance in the Marine Safety Codes of New York and of the United States Pacific Coast ports, that notices should be exhibited in prominent positions at every dock or wharf, stating the position of the nearest first-aid kit and the name of the person in charge thereof.<sup>2</sup> The same notice may also state the telephone number of the emergency hospital or ambulance service and the name, address and telephone number of any doctor who may be expected to be available.

The 1929 draft of the International Transport Workers' Federation added the recommendation that where foreign ships are moored, notices should be in three foreign languages in addition to that of the country to which the port belongs.

When work is proceeding on board ship, it is often thought sufficient to rely on the ship's medical staff and equipment in case of emergency. But unless a definite arrangement is made with a responsible ship's officer, it may be found that such help is not available when required. In some countries, this procedure is recognised by law. It is provided, for instance in Swedish regulations<sup>3</sup>, that in this

---

<sup>1</sup> I.L.C., Vol. 1, Art. 600.

<sup>2</sup> Reprinted in Safety in Dock Work, op. cit., p. 215.

<sup>3</sup> Safety in Dock Work, op. cit., p. 192.

case the employer shall be deemed to have complied with the regulations concerning first-aid.

As to the content of the first-aid boxes, it may be sufficient to state that it should be approved by some competent authority or person. Lists of suggested contents can easily be obtained but are not reproduced here for lack of space. One example, compiled by the International Labour Office, is, however, given in the Annex to this chapter.

It is not enough to provide the equipment: it must be properly looked after. For this purpose it is suggested, on the basis of instructions or regulations which exist in many ports, that (a) a competent person should be made responsible for maintaining the kit complete and in good condition; (b) there should be kept in store a duplicate of every item in the first-aid kit to ensure prompt replacement; (c) items used should be promptly replaced from the duplicate set as soon as used, and at the same time a requisition should be sent in for a replacement; (d) some person should be made responsible for inspecting the kit at frequent intervals. The Model Code suggests at least once a month.<sup>1</sup> If this is not done there is the risk that it may be found that "in many cases the first-aid facilities consist of a dust-covered box of soiled bandage and rusted pincers, hidden away in some remote corner".<sup>2</sup>

It has already been point out that wherever a medical centre or dispensary is not readily available, first-aid facilities should be used even for minor wounds in order to prevent infection. Instructions to this end exist in many ports but need to be fully supported by adequate publicity.

### Stretchers

The International Transport Workers' Federation has requested that "suitable sling stretchers or cradles should be provided to enable injured persons to be removed from a ship's hold".

It is clear that the ordinary type of stretcher commonly used by first-aid units is unsuitable for use in holds and the models to be provided should be such as to enable the patient to be lifted out by crane or derrick.

---

<sup>1</sup> Model Code, op. cit., Regulation 241(3).

<sup>2</sup> Commonwealth of Australia: Third Report of the Australian Stevedoring Industry Board (Sydney, 1953), p. 28.

### Protection against Drowning

The Protection against Accidents (Dockers) Convention, 1932, stipulates that "provision shall also be made for the rescue of immersed workers from drowning".<sup>1</sup>

This provision may be made by the presence of life-saving appliances, such as life-buoys and, if necessary, rods, chains and ropes along the quayside. If work is proceeding on a ship, it would be normal to rely on the equipment provided on board. It is also desirable that in case of accident it should be possible to secure within a short time the use of up-to-date appliances for artificial respiration, such as a pulmator, and someone trained to use this type of apparatus.

### Dispensaries and Medical Centres

First aid should be no more than emergency treatment. There is also the need for a centre where the worker can have wounds dressed or can receive medical attention for certain minor disorders not calling for treatment at home or in hospital. Where public medical services already exist on a large scale, the need for such medical centres on the docks may be less pronounced than would otherwise be the case, and if established their functions may be more restricted. But the advantages of having a centre at the port consist in a considerable saving of time to the dock workers and in the stimulus given to the prompt and regular dressing of minor wounds.

In cases of accident also, the medical centre would act as an intermediate stage between first-aid on the spot and admission to hospital, where that is necessary. The medical centre would be entrusted with the supervision of the first-aid facilities.

The centre would also undertake the medical examinations of workers, and do such investigations into hazards, for example those arising out of the handling of certain cargoes, as may be called for.

In certain ports the medical service is rendered not only to the dockers themselves but also to members of their families.

---

<sup>1</sup> I.L.C., Vol. I, Art. 600.



### Some Existing Practices

The medical centre or dispensary may vary in scope from a mere first-aid room in the charge of a first-aid man with some additional facilities for dealing with more serious accidents pending the arrival of an ambulance, to well-equipped centres in the charge of a fully-qualified medical practitioner able to deal with all except the most serious cases - dress wounds, carry out medical examinations and advise dockers and, in several cases, their families. A few examples illustrating the extent and variety of the facilities made available in different countries are given below.

In Belgium, in Antwerp, there is a Red Cross station at the hiring hall with in addition a first-aid centre with nine subsidiary posts scattered throughout the port. In Burma, in Rangoon, there is a dispensary in the port building. The medical officers attached to each registered employer give such medical help as may be necessary. In the Federal Republic of Germany, at Bremen for instance, the main warehousing company which employs about half the dock workers of the port operates a well-equipped medical centre which can carry out X-ray examinations and special investigations. In India, it is reported that in every major port there is a well-equipped dispensary with qualified doctors to provide free medical aid to workers and to their families. The Calcutta post provides for all treatments - pathological, bacteriological and radiological - free to the employees and their families resident in Calcutta.<sup>1</sup> In Israel, at Haifa, there is a fully-equipped dispensary with a full-time nurse. In the Netherlands, there is a clinic at Rotterdam for injured dockers. Well-equipped first-aid rooms are maintained by most firms. In New Zealand, first-aid clinics have been established by the Ports of Auckland, Lyttleton, Wellington and Dunedin. These clinics are in the charge of trained nurses under the supervision of an industrial hygiene doctor attached to the Health Department. At other ports, properly equipped first-aid rooms are provided and these are under the control of a waterfront worker who is trained in first-aid work. In Pakistan, there were in 1945 four dispensaries in Karachi in the charge of qualified medical men. There is also a maternity home where relatives of the employees of the Port Trust were admitted free of charge.<sup>2</sup> In Poland,

<sup>1</sup> Indian Labour Gazette, July 1949, p. 8.

<sup>2</sup> Government of India Labour Investigation Committee: A Report on an Enquiry into the Conditions of Labour employed in Ports, by S. R. Deshpande (Delhi, Manager of Publications, 1946), p. 19.



dockers and members of their families receive free medical assistance. In Trinidad, a collective agreement provides for free medical treatment by the employer's medical officer of injuries received in the course of employment. In the U.S.S.R., the Port of Odessa has its own free clinic where specialists of all types are at work.<sup>1</sup> In the United Kingdom, the National Dock Labour Board operated, by the end of 1952, 37 medical centres and three first-aid rooms. At that time, four more centres and two first-aid rooms were under construction. 125,734 treatments were given to dock workers at a cost of £64,471 in 1952, as well as almost as many treatments to other persons working in ports. The medical staff of the Board consisted at the end of 1951 of seven full-time and two part-time medical officers, two Sister Superintendents and 55 State Registered Nurses.<sup>2</sup> In Uruguay, the National Port Administration has set up a full medical service, capable of dealing with any accident arising in the Port area.

#### Ambulances

In some ports, ambulances are made available especially for use in the port. In other cases, however, it has proved sufficient for a competent authority in the port or for the responsible employer to make arrangements with local firms supplying ambulance services or with hospitals or public authorities with a view to ascertaining that these services were adequate to cover the probable needs in the port and that they could be made available promptly in case of accident.

If work is proceeding in a vessel which has no direct communication with the shore, the employer undertaking the work on board may be made responsible, as in Sweden, for seeing that a boat suitable for the landing of injured persons is available near the vessel.<sup>3</sup>

#### Rehabilitation

The proposals submitted by the International Transport Workers' Federation included the following:

---

<sup>1</sup> U.S.S.R. Information Bulletin, 26 May 1952, p. 296.

<sup>2</sup> National Dock Labour Board: Annual Report and Accounts, 1952, p. 15, and Welfare among Dock Workers, op. cit., pp. 17-18.

<sup>3</sup> See Safety in Dock Work, op. cit., p. 192.

"Proper provision should be made for men unfit to resume work after an illness or accident, including special treatment and craft instruction at rehabilitation centres where they receive accommodation, meals, travelling expenses as necessary, as well as adequate subsistence allowances."

It may be pointed out that the whole question of vocational rehabilitation of the disabled is one which has engaged the attention of the competent authorities in most countries. Many of them have established important rehabilitation centres serving the community as a whole. In other cases, centres exist attached to particular industries or even undertakings. The problems involved have been studied by the International Labour Office, and the question is on the agenda of the International Labour Conference at its 37th Session in 1954.<sup>1</sup> Various aspects of this question have already been discussed by the Conference. For instance, in 1944, the latter recommended, among other things, that:

"Training should be continued to the point where the disabled person is able to enter employment as an efficient worker in the trade or occupation for which he has been trained.

Wherever practicable, efforts should be made to retrain disabled workers in their former occupations or in related occupations where their previous qualifications would be useful."<sup>2</sup>

The Coal Mines Committee of the International Labour Organisation, at its Third Session (Pittsburgh, 1949), also adopted a resolution recommending, among other proposals, that "disabled mineworkers who can be re-employed in the mining industry should be provided with progressive technical and practical facilities for retraining, combined where possible with remunerative work useful to the mining industry, with a view to their re-employment in work best suited to their clinical conditions".<sup>3</sup>

---

<sup>1</sup> See International Labour Conference, 37th Session, Report IV (1): Vocational Rehabilitation of the Disabled, (Geneva, I.L.O., 1953).

<sup>2</sup> Employment (Transfer from War to Peace) Recommendation, 1944, Section 42, in I.L.C., Vol. I, Art. 182.

<sup>3</sup> Resolution (No. 28) concerning the vocational retraining of physically incapacitated workers, in I.L.C., Vol. II, pp. 453-454.

In the United Kingdom, the National Dock Labour Board maintains a large house standing in its own grounds - "Claremont" - as a rehabilitation centre for dock workers in the north of England. There is accommodation for about 20 residents and up to 50 day men. The staff includes a warden, a medical officer, physiotherapists, occupational therapists and remedial gymnastic instructors. Two hundred and three dock workers were given treatment in 1952 and a total of over 2,500 since it was first opened in 1943, a large proportion of whom were restored to full working capacity. The cost is about £16,000 a year. Men attending the centre are paid 66 shillings a week, less any National Health Insurance benefit. They are also given free travel warrants. Where possible, dockers from other ports in the United Kingdom are treated in National Health Service rehabilitation centres. One hundred and fifty-two cases were treated in this manner in 1951, the Board bearing certain travel charges and giving financial assistance where necessary.<sup>1</sup>

---

---

<sup>1</sup> National Dock Labour Board: Annual Report and Accounts, 1951, p. 12, and ibid., 1952, p. 16; and Welfare among Dock Workers, op. cit., p. 19.

Annex to Chapter V

SUGGESTED CONTENTS OF FIRST-AID BOX  
FOR ONE HUNDRED WORKERS OR LESS

- 1 box adhesive dressings (50, assorted).
- 20 bandages, gauze, open wove, 1 in. (25 mm).
- 20 " " " " 2 in. (50 mm).
- 20 " " " " 4 in. (100 mm).
- 5 pad and bandage ("shell" dressing) 6 in. x 6 in. (150 mm x 150 mm) impregnated, sterilised, wrapped.
- 20 gauze pads " " "
- 1 lb. (0.5 kg) absorbent cotton wool in metal dispenser.
- 12 triangular bandages (St. Johns, calico, 36 in., or 1 metre).
- 8 oz. (100 cc.) Tincture of Iodine (2% in alcohol) }<sub>1</sub>
- 8 oz. ( " " ) Acriflavine solution (5% in water) }<sub>1</sub>
- 8 oz. ( " " ) " emulsion (5% in oil) (for small burns).
- 2 oz. (25 cc) aromatic spirits of ammonia (smelling salts).
- 1/4 lb. (100 gm) petroleum jelly (vaseline).
- 16 oz. (0.5 litre) detergent solution (for cleaning skin).
- 1 roll adhesive tape 3 in. (50 mm).
- 1 roll adhesive tape 1 in. (25 mm).
- 1 roll elastic adhesive tape 3 in. (50 mm).
- 10 safety pins.
- 1 pair surgical scissors.
- 1 pair surgical forceps.
- 1 tourniquet.
- 1 stretcher (Army type).
- 1 stretcher (Naval type).
- 4 blankets (according to climate).
- 1 electric torch.

List of contents, signed and dated.

Note: If medical treatment is not readily available the first-aid kit might also include:

- 1 bottle 50 x aspirin (5 grain).
- 1 bottle 50 x antacid stomach tablets.
- 1/2 lb. (250 gm) antiseptic ointment.
- 1 bottle eye lotion and dropper.
- Other items as the medical authorities may direct, e.g. anti-malaria medication.

---

<sup>1</sup> Any antiseptic lotion as recommended by a physician will suffice, e.g. mercurochrome, merthiolate, etc.

## Chapter VI

### TRANSPORT FACILITIES

Dock workers may have to travel to and from work, particularly when overtime is being worked, at hours at which public transport services may be inadequate to meet their needs.

They may also need to be transported by water from the hiring hall or a similar central point in the harbour to the ship or wharf on which they have to work.

The International Labour Conference in 1924 recommended that "by means of a well-conceived transport system and by affording special facilities in regard to fares and timetables, workers should be enabled to reduce to a minimum the time spent in travelling between their homes and their work, and that employers' and workers' organisations should be extensively consulted by public transport authorities or private transport undertakings as to the best means of securing such a system".<sup>1</sup>

#### Transport to and from the Hiring Hall or the Harbour

##### Public Transport

In many ports, particularly, the smaller ones, the dockers may live quite close to the harbour and to their work. It is easy for them to come in on foot or by bicycle. Here no problem arises. Unfortunately, many of the leading harbours of the world, especially in North-West Europe, have suffered severely from the war. In these, and in others, acute housing shortages have arisen. This has forced many men to live further from their work than was the case in the past. In addition, the marked rise in the standard of living in recent years has led many dockers to wish to live in more attractive surroundings, including new housing estates. For instance, a survey made in London shows that 75.8 per cent. of the dockers live over a mile (1.6 km.) from their call stand, 45 per cent. over two miles (3.2 km.) and 20.4 per cent. over

---

<sup>1</sup> Utilisation of Spare Time Recommendation, 1924, in I.L.C., Vol. I, Art. 610.



five miles (8 km).<sup>1</sup> In Antwerp, also, many dockers live a long way from the port.

Where public transport has to be used, it is often sufficient for a survey of the needs to be made and for arrangements to be concluded between the port authority or an employers' association with the transport undertaking to ensure that adequate public transport is provided. For instance, an investigation of the position in the South Wales ports led to the suggestion that the Regional Transport Commission examine the extension of existing omnibus services into the docks and their adequacy for transferees between the ports.<sup>2</sup>

The Chemical Industries Committee of the International Labour Organisation, faced with a similar problem for shift workers, suggested at its Third Session (Geneva, 1952) that:

"Wherever necessary, employers should assist in arranging for suitable transport facilities to be available, either through public transport or by other means, for meeting the needs of the shift worker in travelling, at times when normal transport facilities are lacking."<sup>3</sup>

The problem is, however, somewhat more complicated than in the case of the factory because of the very wide day-to-day fluctuations in the numbers employed at different parts of the port. Where such a situation arises, and where a substantial proportion of the workers use public transport, there would appear to be good grounds for suggesting that arrangements be made for some central authority in the port to pass on information as to the probable transport needs at different points to the transport undertakings concerned, whenever these needs are likely to exceed the transport capacity usually available.

Where new harbour developments occur, it may also be necessary to urge the public transport undertakings to provide such new services as are needed.

In some cases, as in the Pacific North-West ports of the United States, special buses are chartered.

<sup>1</sup> United Kingdom, National Dock Labour Board: Welfare among Dock Workers (London, 1952), p. 9.

<sup>2</sup> United Kingdom, Ministry of Transport: Report of the Working Party on the Turn-Round of Shipping in the United Kingdom Ports (London, H.M. Stationery Office, 1948, p. 32.

<sup>3</sup> Industry and Labour, Vol. VIII, No.10, 15 November 1952, p. 413.

## Bicycles

Where bicycles are the customary means of transport, it is a very great convenience to the worker to find a covered shed where a bicycle can be kept safe and dry. The huge bicycle shelter under the Maison du Docker in Antwerp, immediately opposite the hiring hall, is a striking example.

### Transport within the Harbour

In many ports, the dockers proceed to work from the hiring hall to the actual ship or wharf by boat. In Hamburg, for instance, the boats wait outside the hiring hall and proceed at once to the work place. In Amsterdam, a service runs from the main station in town to the hiring hall which is in the centre of the harbour, and one company runs its dockers from its wharves to a central point on each side of the river. Most shipping companies convey the men to boats anchored away from the shore whenever necessary.

In the past, there has been a tendency to move the men on any kind of craft without regard to their safety or comfort. Now, it is usual for the boats used for this purpose to have to comply with specific safety requirements.

The Protection against Accidents (Dockers) Convention (Revised), 1932, provides that -

"When the workers have to proceed to or from a ship by water for the processes, appropriate measures shall be prescribed to ensure their safe transport, including the conditions to be complied with by the vessels used for this purpose."<sup>1</sup>

It would obviously be undesirable for the Inland Transport Committee to make any suggestions which would be in contradiction with this text, which has been approved by the International Labour Conference and ratified by many countries, but the International Transport Workers' Federation, in their suggestions for revising this Convention, no doubt wished to indicate some of the "appropriate measures" which in their opinion might be taken. The Federation has put forward the following text:

"Vessels transporting workers to and from the place of work should exhibit in a visible place the maximum number of persons to be carried. Where long distances

---

<sup>1</sup> I.L.C., Vol. I, Art. 591.

are covered, there should be protection against wind and weather. At points where workers are taken on board and put ashore the necessary precautions should be taken to ensure that this takes place under safe conditions."

If some of these points are not in the text of the Convention, it is because the Committee of the Conference which discussed amendments on these lines in 1929 considered that the protection of craft against weather conditions was a matter not within the scope of the item on the agenda, namely "safety", and that others were matters of detail not suitable for specification in an international Convention in view of the great variety of craft used in different parts of the world.<sup>1</sup> These matters may nevertheless be dealt with in a text which is specifically concerned with welfare facilities and which does not call for formal ratification.

Other points raised in amendments submitted in 1929 were:

- (a) that the worker should be transported free of cost;
- (b) that the boat should be manned by a sufficient crew;
- (c) that it should not simultaneously be used for towing; and
- (d) that the vessels should have marked on them the maximum number of persons to be carried.

Charges

In many countries, as for instance in the Netherlands, the Federal Republic of Germany and Poland, this transport is in fact free. In the Netherlands, this is required by regulations.<sup>2</sup> It is usually also free when workers are being transported to a ship riding at anchor for discharge into lighters.

Craft

In most countries, boats above a certain size carrying passengers have to have a passenger vessel certificate, and

<sup>1</sup> League of Nations, International Labour Conference, Twelfth Session: Record of Proceedings, pp. 404-405; and I.L.C., Vol. I, footnote 238 to Art. 591.

<sup>2</sup> Order of 21 November 1950, op. cit., Art. 29.

boats carrying dockers would therefore normally be expected to comply with this rule.

In the Netherlands, emphasis is on self-propelled craft and the stevedoring regulations referred to above provide that "a rowing boat may only be used when conveyance can be effected without increasing the normal risks and neither the distance to be covered nor the weather is a source of difficulty". In Trinidad, for instance, a collective agreement provides that the craft shall be self-propelled.

If other than normal passenger-carrying craft are used, special provisions may exist. For instance, in Chile all craft used for the transport of dockers have to carry an indication of the maximum number which may be carried, and if tugs are used they must have railings and lifebuoys.<sup>1</sup>

The most detailed regulations applicable particularly to the transport of dock workers by water are those in the Netherlands. These require, inter alia, that mechanically-propelled vessels shall be so built that with a full complement and in normal weather, water cannot come on deck in such a way as to inconvenience the dockers, that it shall be manned by a sufficient and experienced crew, that railings and lifebuoys should be provided and that the maximum number of passengers to be carried should be shown. A minimum deck space of 2 square metres (21.5 sq. ft.) for three passengers is laid down, and there must be no greater number of passengers in the cabin than there are fixed seats.<sup>2</sup>

#### Transport from Port to Port

Where, as a result of a scheme for the regularisation of employment, dockers are sent to a port other than the one they usually serve or to an exceptionally distant part of the port, it is the usual practice either to provide transport, or, if public transport is used, to reimburse the worker for costs incurred.

---

<sup>1</sup> Reglamento General de Higiene y Seguridad Industriales, Decreto No. 655, 25 November 1940, Art. 63, in Diario Oficial de la República de Chile, 7 March 1941, p. 724.

<sup>2</sup> Order of 21 November 1950, Arts. 9-15. See also International Labour Office: Safety in Dock Work, Studies and Reports, Series F, Second Section, No. 10 (Montreal, I.L.O., 1945, pp. 77-78, 153, 186.



## Chapter VII

### PROTECTIVE CLOTHING

Protective clothing or equipment is sometimes worn as a safeguard against the physical risks arising out of the handling of certain cargoes; in other cases, the question of its issue by the employer free or at less than market price is raised by the workers as a partial compensation for the inconvenience and possible injury to health of handling dirty cargo or of working in wet weather.

In the former case, the obligation on the employer to make the clothing or equipment available is often dealt with in national safety or health regulations, though the question of whether it should be provided free is not always determined in this manner. In the other cases, the question of the arrangements for the provision of such clothing and the terms on which it is supplied are usually a matter for settlement between the employers and workers concerned.

The question of equipment designed to protect dockers against accidents may perhaps be discussed by the Committee of Experts appointed to consider proposals for the revision of the 1932 Convention.

The general position with regard to protective clothing regarded as desirable on grounds of health has recently been laid down by the International Labour Conference in the Protection of Workers' Health Recommendation, 1953, in the following terms:

"3. (i) With a view to preventing, reducing or eliminating risks to health in places of employment, all appropriate and practicable measures should be taken - ...

(f) to provide the workers with such protective clothing and equipment and other means of personal protection as may be necessary to shield them from the effects of harmful agents, where other measures to protect the health of workers against these agents are impracticable or are not sufficient to ensure adequate protection, and to instruct the workers in the use thereof.

(ii) Where the use of protective clothing and equipment referred to in clause (f) above is necessary because of the special risks attaching to the occupation, such clothing and equipment should be supplied, cleaned



and maintained by the employer; where such protective clothing or equipment may be contaminated by poisonous or dangerous substances it should, at all times when not required for use at work or for cleaning or maintenance by the employer, be kept in entirely separate accommodation, where it will not be liable to contaminate the ordinary clothing of the worker.

4. (i) The workers should be informed -

(a) of the necessity of the measures of protection mentioned ..... above;

(b) of their obligation to co-operate in and not to disturb the proper functioning of such measures; and

(c) of their obligation to make proper use of the appliances and equipment provided for their protection ....."

The proposals submitted by the International Transport Workers' Federation included the following on this subject:

"Workers engaged in handling cargoes which expose them to harmful affections of the respiratory organs, the skin or other parts of the body, should be provided with adequate protection, e.g. respirators, tight-fitting clothing, gloves, etc."

\*

\*

\*

The most frequent claims with regard to protective clothing arise in connection with overalls, waterproof clothing, gloves and safety boots.

#### Overalls

From time to time the workers concerned claim that the employer should provide overalls for dirty work. Whether these are to be paid for by the worker or by the employer is a matter which is usually regarded as suitable for settlement as part of the general process of collective bargaining, a situation which may be somewhat complicated in the case of pool dock workers by the fact that no single undertaking benefiting from their labour has a long-term interest in any particular worker. Reference may, however, be made to a

dispute which occurred in Melbourne involving a loss of 49,850 hours of work because overalls were refused to men unloading cement. After inspecting the work, the Chief Judge of the Arbitration Court granted the claim.<sup>1</sup>

### Waterproof Clothing

Where work is to proceed in wet weather or if the cargo itself is wet, oilskins or similar waterproof clothing may be provided as, for instance, for the discharging of fish at Bremerhaven.

### Gloves or Palm Pads

Many minor wounds arise from handling wire ropes, sharp-edged packing cases or containers, scrap iron, metal strip or sheets, lumber, etc., without gloves or palm pads. For this reason, gloves are often made available to the workers concerned. In Amsterdam and Antwerp, for instance, they are usually issued free. In Trinidad, they are also provided free in accordance with the collective agreement but only for handling certain specified cargoes. In New Zealand, they are provided at prices subsidised by the Waterfront Industry Commission and their use is strongly encouraged. In the United Kingdom, the equipment is made available against payment by the men.

To serve their purpose, the gloves need to be strengthened in the palm to stand up to hard wear, for instance by means of stitched wire or chain mail.

### Safety Boots

"The dropping of loads on to feet is a frequent cause of injury during handling operations, and safety boots of an approved design with special reinforced steel toe-caps afford a great measure of protection against foot injuries."<sup>2</sup> Boots of this kind are in several countries made available to the

---

<sup>1</sup> Commonwealth of Australia: Third Report of the Australian Stevedoring Industry Board (Sydney, 1953), p. 22.

<sup>2</sup> New Zealand, Royal Commission of Inquiry into the Waterfront Industry: Statement on Waterfront Occupational Safety by H. Botham, p. 12.

workers either at cost price or at reduced prices - in Amsterdam, for instance, usually at about half cost - and the workers are encouraged to wear them.

### Other Equipment

Other equipment made available in a similar way may include respirators, goggles, battle-dress and shoulder pads.

### Standards

There is clearly an advantage to be derived from research into the right type of equipment and, where appropriate, in making arrangements for the supply of approved items either to a shipping association or joint board for sale or distribution to the workers concerned or direct to the workers. For instance, in the United Kingdom it is the National Dock Labour Board's policy "to encourage research into types of protective clothing and equipment suitable for dock work, and to make arrangements whereby local retailers will supply such garments and gear direct to the men".<sup>1</sup>

In some countries, the United Kingdom and the United States, for example, national standards institutions have drawn up standards for various items of protective clothing and personal protective equipment.<sup>2</sup> Specifications for such clothing and equipment are also set out in Chapter XIV of the Model Code.

---

<sup>1</sup> National Dock Labour Board: Review of the Work of the National Dock Labour Board, 1947-1949 (London, 1950), p. 32.

<sup>2</sup> Examples of such standards are:

American Standards Association: Men's Safety-Toe Shoes, Pamphlet Z 41.1 (New York, American Standards Association, 70 East 45th Street, 1944).

Idem: Protective Leather Gloves, Steel-Stamped, Pamphlet L 18.8, (New York, 1944).

British Standards Institution: Industrial Safety Gloves, British Standard 1651 (London, British Standards Institution, 24/28 Victoria Street, S.W.1, 1950).

Idem: Men's Safety Boots and Shoes, British Standard 1870 (London, 1952).

South African Bureau of Standards: Code of Practice for the Protection of Eyes, SABS - 014 (Pretoria, South African Bureau of Standards, 1948).

## Chapter VIII

### OTHER WELFARE FACILITIES

Apart from the facilities to which reference has been made in earlier chapters, the co-operative and voluntary efforts of employers and their associations, of port authorities, dock labour boards and trade unions have in various ports engendered a wide range of activities of a welfare character. The value of these facilities in providing better understanding between the employing authorities and the workers and in improving the status of the dock worker should not be under-estimated.

The International Labour Conference has already in 1924 recommended that member States "should encourage (certain) forms of activity by the grant of subventions to organisations concerned with the moral, intellectual and physical development of the workers".<sup>1</sup>

In the United Kingdom, after reviewing numerous welfare activities sponsored by it, the National Dock Labour Board takes the view "that the development of educational, social and sporting activities ... is of benefit to the industry".<sup>2</sup>

#### Social Centres and Clubs

In the case of seamen, the International Labour Conference has recommended the institution or development of hostels and of institutes providing meeting and recreation rooms (canteens, rooms for games, libraries, etc.).<sup>3</sup>

---

<sup>1</sup> Utilisation of Spare Time Recommendation, 1924, in I.L.C., Vol. I, Art. 612.

<sup>2</sup> National Dock Labour Board: Review of the Work of the National Dock Labour Board, 1947-1949 (London, 1950), p. 34.

<sup>3</sup> Seamen's Welfare in Ports Recommendation, 1936, in I.L.C., Vol. I, Art. 1166.

The statement of claims made by the transport workers affiliated to the World Federation of Trade Unions calls for the establishment of seamen's and dockers' clubs where the men can meet and come to a better understanding of their respective problems, strengthen their friendship and further their education in the cultural, social and technical fields.

Social centres for dockers have in fact been developed in several countries.

For instance, in Belgium, at Antwerp, in Finland, in several ports, and in Italy, in most ports, dockers' centres have been built, usually providing some periodicals, games and other recreational facilities, together with canteens, washrooms, etc. In the United Kingdom, the National Dock Labour Board has encouraged the formation of dockers' clubs and made substantial financial contribution to them, usually in the form of loans. There are 16 clubs with over 10,000 members with their own premises which the Board has assisted in this manner. The Board has decided that such clubs should, as far as practicable, become the focal points of welfare activities and social meeting places for the men and their families.<sup>1</sup> "The dockers' club is becoming increasingly a family concern."<sup>2</sup>

The tendency at present is for these clubs to be located in the residential areas where the dockers live or, where sports activities predominate, in their sports grounds, which may be a little way out from dockland.

#### Educational and Cultural Activities

Among the forms of activity which the International Labour Conference recommended should receive encouragement, reference is made to "the extension of technical, domestic and general education (libraries, reading-rooms, lectures, technical and general courses, etc.) which meets one of the workers' most keenly felt needs and affords the best means of progress to industrial communities".<sup>3</sup>

---

<sup>1</sup> National Dock Labour Board: Annual Report and Accounts, 1952, p. 17.

<sup>2</sup> National Dock Labour Board: Welfare among Dock Workers (London, 1952), p. 25.

<sup>3</sup> I.L.C., Vol. I, Art. 612.



### Advice on Social Problems

A widespread form of welfare activity is that of the appointment of welfare officers in ports<sup>1</sup>, one of whose main tasks is to advise dockers and members of their families on the social problems they may have to face: for instance, on how to secure assistance, sickness benefit, a house, admission to hospital, a place for a child in a holiday home or a camp or help to meet financial trouble. This kind of "citizens' advice bureau" can be of great value to the docker and his family and enables the welfare officer undertaking this task to advise the employer on the practical difficulties encountered in the daily walks of life by the men and of their main worries and attitudes. "The welfare officer's contacts with statutory, voluntary and social organisations often overcome difficulties which the men could not resolve unaided."<sup>2</sup> By this means, special assistance can sometimes be provided to meet hardship cases, and work of this kind can greatly help to improve human relations in the port.

### Other Activities

Other welfare activities which have been set up in certain ports include help with regard to housing, the education of dockers' children, cinema shows, Christmas parties or similar social gatherings for dock workers and their families, holiday homes, outings for dockers' children and social gatherings for retired dockers.

---

<sup>1</sup> On the role of welfare officers, see Chapter IX below.

<sup>2</sup> Review of the Work of the National Dock Labour Board, op. cit., p. 33.

## Chapter IX

### THE ADMINISTRATION OF WELFARE SERVICES

#### Division of Responsibility

When decisions have to be taken in any port as to which body should be responsible for establishing, financing or running any particular welfare facility, difficulties are apt to arise because the very nature of the organisation of work in ports often tends to divide responsibility. Depending on the form of organisation, the relationship between the docker and the undertaking benefiting from his labour may be more or less direct. As a result, the question of who should do what is often initially the subject of acute disagreement, fortunately often followed by friendly settlement.

A few instances may be given.

Hiring halls or call stands may be provided and run by the employment service (as in Bremen for workers additional to the ordinary registry), by the municipality as owner of the port (as in Antwerp), by dock labour boards set up by government action (as in Australia, India, New Zealand and the United Kingdom), by the employers and workers concerned (as in the Federal Republic of Germany for pool workers and in the Pacific Coast ports of the United States<sup>1</sup>) or by shipping associations (as in the Netherlands).

Any one of the parties concerned may build and run canteens, or they may combine for the purpose; in one case the ground was provided by the local authority, the building was erected by the port authority, the furniture and equipment was given by the employers' association and the canteen is run by the trade union. In New Zealand, for instance, a compromise was arrived at by which the employers undertook the responsibility of operating canteens, some of which had initially been built by the Harbour Boards, and for the provision of morning and afternoon tea to the waterside workers at the four main ports, while the Waterfront Industry Commission continued to accept responsibility at other ports. In general, the Waterfront Industry Commission had agreed to meet the cost of fitting and equipping canteens, if the cost of erecting or providing the building was met by the Harbour Boards.<sup>2</sup>

---

<sup>1</sup> Pacific Coast Longshore Agreement, 1951-1953, Section 7.

<sup>2</sup> New Zealand Waterfront Industry Commission: Annual Report and Statement of Accounts for the Year ending 31st March, 1949 (Wellington, Government printer, 1949), p. 15; and *ibid.*, for the Year ending 31st March, 1952, *op. cit.*, p. 17.

In the United Kingdom, the port authority often provides the site and the premises.

The same picture of a division of responsibility overcome by concerted effort is found in several cases as regards first-aid posts, medical centres, the provision of drinking water and toilet facilities.

Broadly speaking, it may be said that where in the case of factories a legal obligation is laid upon the employer or upon the occupier of premises, a similar obligation can in a port be laid upon the permanent user of particular wharves or premises; but where a given wharf is not always used by the same firm, these obligations can often be economically and rationally carried out only by means of collective action between employers, or by port authorities performing some of the functions elsewhere carried out by a public authority or by individual employers. Given the variety of solutions found, the value of which depends very much on the size of the port, its organisation and its customs, it is impossible to generalise on a world-wide basis. When the need for certain facilities is recognised, the decision as to who should be responsible for establishing, running and financing the service needs to be examined by all concerned and a suitable solution found in the light of local circumstances.

#### Commissions and Dock Labour Boards

Attention may however be drawn to the commissions and dock labour boards which exist in certain countries. Facilities which it would be difficult to expect the individual employer to provide on his own unless he operated at a given wharf on a sufficiently large scale have been successfully made available by the intervention of commissions or boards set up by the Government and financed in whole or in part by the contributions of all employers of labour in the port.

#### Powers

These boards have usually been set up primarily for purposes other than welfare, but they have been granted certain powers in the latter field. Thus, for instance, the functions of the National Dock Labour Board in the United Kingdom include "making satisfactory provision for the training and welfare of dock workers, including port medical services, in so far as such provision does not exist apart from the Scheme"<sup>1</sup> (i.e., the Dock Workers (Regulation of Employment) Scheme).

---

<sup>1</sup> Dock Workers (Regulation of Employment) Order, 1947, S.R. and O., 1947, No. 1,189. Legislative Series, 1947 (U.K.1).

The regulations in Burma and India use similar language. In Australia, the functions of the Australian Stevedoring Industry Board are, among other things, "to provide first-aid equipment, medical attendance, ambulance facilities, rest rooms, sanitary and washing facilities, canteens, cafeterias, dining rooms and other amenities" and "to establish and administer employment bureaux for waterside workers".<sup>1</sup> In New Zealand, it is one of the functions of the Waterfront Industry Commission "to carry out all administrative work in connection with ... the provision and operation of amenities for waterside workers (including waiting rooms, restaurants, canteens, first-aid rooms and equipment)".<sup>2</sup>

### Membership

The membership of such bodies varies. The United Kingdom Board consists of a chairman, vice-chairman and eight to ten members appointed by the Ministry of Labour and National Service after consultation with the National Joint Council for the Port Industry. Of the members other than the chairman and vice-chairman, eight shall be so appointed on the nomination of the Council, four being appointed to represent dock employers and four to represent dock workers. In India, a similar model is followed for the main ports in which such boards have so far been established. The Australian Board consists of three members appointed by the Governor General, and the New Zealand Commission of a single Commissioner appointed by the Governor General, on the recommendation of the Minister of Labour.

### Co-operation with Employers' and Workers' Organisations

As will have been seen above, representatives of the employers' and workers' organisations are appointed to the Dock Labour Boards in the United Kingdom, India and Burma. They are also part of the joint harbour undertakings in the Federal Republic of Germany. In many other ports, there is in practice regular consultation with the workers concerned and, where appropriate, with their organisations.

This is in accordance with the general views expressed by the International Labour Conference and by other bodies of the International Labour Organisation. The Conference, in its resolution on welfare in 1947, refers specifically to "co-operation with representatives of the workers concerned".<sup>3</sup> In 1949

<sup>1</sup> The Stevedoring Industry Act, No. 39 of 1947, Section 13, Legislative Series, 1949 (Austral.3).

<sup>2</sup> New Zealand Waterfront Industry Emergency Regulations, 1946, Amendment No. 10, in Statutory Regulations, Serial No. 1951/288, Section 8.

<sup>3</sup> I.L.C., Vol. II, p. 26.



also, the Conference recommended that "appropriate measures should be taken to encourage arrangements for the association of representatives of the workers concerned, and more particularly members of works welfare committees or similar bodies where such bodies exist, in the general administration of works stores or similar services established in connection with an undertaking for the sale of commodities or provision of services to the workers thereof".<sup>1</sup> This is clearly relevant to canteens in ports. The Asian Regional Conference in Nuwara Eliya in 1950 also adopted a resolution on the subject in which it urged that "workers should have the right to co-operate in the administration of welfare facilities provided in or in connection with undertakings by such means as representation on welfare committees or other bodies whose functions include this responsibility".<sup>2</sup> The same principle has been advocated by the Textiles Committee (First Session, Brussels, 1946, and Fourth Session, Geneva, 1953). The Chemical Industries Committee (Third Session, Geneva, 1952) urged that "the workers concerned, or their freely elected representatives, should be consulted in regard to the facilities to be made available to them".<sup>3</sup>

"The organisation of recreational activities is mainly dependent upon the initiative of the individual or community concerned"<sup>4</sup> and it is therefore to be expected that to a large extent clubs should be run by the workers directly interested, the support of the joint bodies of employers' associations being mainly in the form of financial assistance, the grant of premises, land or equipment and perhaps advice on organisation.

### Welfare Officers

In the development and proper use of welfare facilities, an important part has to be played by the welfare officer.

He may be appointed by a government department or by a port authority, as, for instance, in India, where all the ports except Madras had in 1951 appointed labour officers to look after the

---

<sup>1</sup> Protection of Wages Recommendation, 1949, in I.L.C., Vol. I, Art. 222.

<sup>2</sup> Resolution concerning the promotion of facilities for workers' welfare in Asian countries, in I.L.C., Vol. II, p. 797.

<sup>3</sup> Industry and Labour, Vol. VIII, No. 10, 15 November 1952, p. 413.

<sup>4</sup> Resolution concerning principles for the organisation of workers' recreation, adopted by the Advisory Committee on Recreation (First Session, Geneva, 1948) in I.L.C., Vol. II, p. 161.



welfare of the workers and to investigate their complaints.<sup>1</sup> They may be the servants of a tripartite board appointed by the Government, as in the United Kingdom, where the National Dock Labour Board employed at the end of 1951 seven welfare officers in London, seven in Liverpool and 16 covering some 48 other ports.<sup>2</sup> Or again, they may be employed by a shipping association, as in the Netherlands.

The role of the welfare officer is a most important one and difficult to define because so much must be left to his initiative. "The job of the welfare officers is to help with personal matters, and to suggest and to encourage various forms of welfare ... A considerable amount of the time of the welfare officer is taken up with personal case work, and with making representations, not always successful in the outcome, about canteens, lavatories and other dock amenities."<sup>3</sup> The welfare officer has been aptly described "as a great human oil can ... It is with human beings and their problems that industrial welfare officers are concerned ... In welfare the main function is the creation and maintenance of emotional health, for without it human relations are impossible."<sup>4</sup>

Among the functions of a welfare officer in a port the following may be mentioned:

- Ascertaining what further welfare facilities are needed; how best they can be provided and making suggestions for their establishment.
- Making sure that the available welfare facilities are being properly run and examining grievances voiced with regard to them.
- Ensuring adequate supervision of the amenities provided, especially as regards canteens, rest-rooms, wash rooms, toilet facilities and drinking water.

---

<sup>1</sup> Indian Labour Gazette, June 1952, p. 1040.

<sup>2</sup> National Dock Labour Board: Welfare among Dock Workers (London, 1952), p. 22.

<sup>3</sup> Welfare among Dock Workers, op. cit., p. 22.

<sup>4</sup> W.H. Watkinson: "The Basic Functions of a Welfare Officer", in The Welfare Officer - a Report of the Proceedings and Discussions at a Conference of Welfare Officers (London, Institute of Welfare, 1952), pp. 28, 30 and 31. See also B. Thomas (Ed.): Welfare in Industry (London, The Caxton Publishing Company, 1949).

- Securing assistance for workers who are injured and in need of vocational rehabilitation.
- Assisting in the organisation of recreational clubs and educational courses.
- Advising dockers and the members of their families on personal problems.

In discharging these functions, the welfare officer will of course, where appropriate, have to co-operate with, and enlist the help of, public health authorities, medical officers, the staffs of the medical centres in the port, the organisers of adult education, the organisations concerned with rehabilitation and the employment service.

In view of the importance of the tasks to be allotted to welfare officers, it is obviously desirable that they "should be suitably qualified and appointed on the basis of their personal competence. It is desirable that welfare officers should enjoy the confidence of the workers and be competent to deal with their personal problems."<sup>1</sup>

Technical qualifications are obviously highly desirable. In France, for instance, welfare officers must have diplomas issued by the Ministry of Labour and Social Security.<sup>2</sup> In the United Kingdom, discussions are proceeding through the Institute of Welfare regarding the professional status of these officers. But what is even more important is personal character, for the authority of the welfare officer will depend on the respect which employers and workers have for him and that in turn will depend on his personality. A creative outlook is essential. The personal qualifications needed are an unusual combination of selflessness, courage to seek to remedy abuses and avoid administrative overlapping, absolute integrity, tact and patience, mature judgment and absence of prejudice.<sup>3</sup>

#### Canteen Advisers

In the setting up and operation of canteens, recourse may usefully be had to professional canteen advisers. In a few

---

<sup>1</sup> Resolution concerning the promotion of facilities for workers' welfare in Asian countries, in I.L.C., Vol. II, p. 797.

<sup>2</sup> Decree No. 46-2656 of 9 November 1946, in Journal Officiel de la République française, 26 November 1946, p. 9,983.

<sup>3</sup> Lee H. Saunders: "The Status of the Welfare Officer", in The Welfare Officer, op. cit., p. 56.

countries, such persons are to be found on the staffs of the Ministries of Labour. In large ports, the appointment of a permanent canteen adviser might well be considered.

### Finance

As responsibility for the establishment and operation of various welfare amenities is frequently divided between several agencies and its allocation varies from port to port and from one type of amenity to another, so responsibility for financing such amenities is also divided.

The Australian Stevedoring Industry Board sets out three general propositions for covering the cost:

- "1. That wharfowners pay for and control amenities, and recoup themselves through various port charges (making any necessary adjustments to those charges) and/or by special rentals or amortisation.
2. That employers pay to wharfowners (direct and in a lump sum) the cost of amenities as they are erected.
3. That the Australian Stevedoring Industry Board control and meet the cost of amenities by obtaining an increase in the hourly assessment charge, or by imposing special charges or by amortisation."

While views are divided on this subject, the balance of opinion in Australia appears to be that it is undesirable to add these expenditures to the costs of stevedoring rather than to extract them from profits and therefore most port authorities do not deviate from the standard practice outlined in the first of the propositions set out above.

On the other hand, the more usual method, where collective action by a number of employers is needed, would appear to be to derive revenue by levies on all the employers of dock workers. This levy may be made on a statutory basis, as in the Federal Republic of Germany, New Zealand and in the United Kingdom, or by agreement among employers, as in the Netherlands. It may be a percentage of the accounts submitted to their customers by shipping agents or other firms undertaking port work, as in Hamburg, or of the wages bill, as in the Netherlands, New Zealand and the United Kingdom. In the

---

<sup>1</sup> Commonwealth of Australia: Third Report of the Australian Stevedoring Industry Board (Sydney, 1953), p. 28.

latter case, the National Dock Labour Board in 1952 allocated one-half of 1 per cent. of the wages bill to a separate welfare fund.<sup>1</sup>

The trade unions, at least in one case, share in the cost. For instance, on the Pacific coast of the United States "the maintenance and operation of the dispatching hall is the responsibility of the Labor Relations Committee; the Award provides that expenses be shared equally by the employers and the union. Registered longshoremen who are not members of the union pay to the committee a sum equal to the pro-rata share of the expense of the hall paid by each member of the union."<sup>2</sup>

In the case of canteens, it has already been pointed out<sup>3</sup> that, owing to the irregularity of attendance due to variations in the number of ships being worked on in the area served by a particular canteen, low prices and long hours of opening, some losses may easily occur. Here again, the problem of whether the loss falls on an individual employer or occupier, the employers' association or some other body, calls for a solution.

In matters such as recreational facilities, it is found that the greater part of the administrative, including financial, responsibility for their own activities in this field is accepted by the men, welfare funds or contributions by the employers being used primarily for loans to enable the clubs to get started and for help in providing land, premises and equipment.

It will be seen from the above that the financial arrangements are bound to depend on local circumstances. Individual employers may bear greater or lesser responsibility; joint boards or employers' associations may exist in some ports but not in others. More or less may be contributed towards the cost of providing amenities by the State and by local or port authorities. All these considerations will affect the amount of money needed and the method of its collection and disbursement. What would seem to be essential, if the facilities recognised to be desirable are to be provided, is that some understanding should be arrived at between all the parties concerned and that action should not be delayed by disagreement as to who should foot the bill.

<sup>1</sup> National Dock Labour Board: Annual Report and Statement of Accounts, 1952, pp. 30-31.

<sup>2</sup> M. Keller: Decasualization of Longshore Work in San Francisco, Methods and Results of the Control of Dispatching and Hours Worked, 1935-37 (Philadelphia, United States Works Progress Administration, 1939), p. 17; and Pacific Coast Longshore Agreement, 1951-1953, Section 7.

<sup>3</sup> See Chapter III.



## Chapter X

### GENERAL REVIEW

The preceding chapters have shown how the need for certain welfare facilities has been met in many of the ports of the world. Examples have been given of good installations and of programmes of improvement being initiated by responsible bodies. On the other hand, quotations from reliable reports have drawn attention to the serious deficiencies which exist in other cases and urged that more attention be paid to meet the needs of the dock workers. There are still many ports in the world where little or no action has been taken to provide certain types of welfare amenities. In spite of the progress of recent years, it can still be said of some ports that "working conditions on the wharves are not good ... The conditions are ... symbolic of archaic thinking on the part of owners and employers. Employers have regarded the welfare of casual watersiders much too lightly and it is difficult to believe that management seriously sought the goodwill of labour while it neglected this basic requirement."<sup>1</sup>

The overall picture, admittedly based on incomplete information, is very patchy. Even between ports in the same country, there are wide divergencies in the extent and standards of the facilities provided. As between countries, there is often a difference of emphasis. Here, great interest has been shown in medical centres and in recreational and cultural activities. There, emphasis has been on the provision of canteens and washplaces. In some other ports, the hiring hall is perhaps the most striking amenity provided.

The general impression is one of a phase of growing interest in a live question and of rapid development. For instance, in Finland, a building programme of social centres providing a number of necessary amenities is in full swing. In the Federal Republic of Germany, new mess-rooms, washplaces and locker rooms are in process of construction. In India, "it is proposed to prepare a scheme under the Dock Workers (Regulation of Employment) Act, 1948<sup>2</sup>, covering the health and welfare measures

---

<sup>1</sup> Commonwealth of Australia: Third Report of the Australian Stevedoring Industry Board (Sydney, 1953), p. 28.

<sup>2</sup> Legislative Series, 1948 (Ind. 1).





## POINTS FOR DISCUSSION

The various paragraphs given below are intended to suggest points for the consideration of the Committee with a view to assisting its debates.

### Justification for Welfare Facilities

The need for welfare facilities, recognised by the International Labour Conference in 1947, arises, in the case of the dock worker, not only out of the desire to improve conditions of work and his standard of living, but also out of the particular conditions in which work is carried out in ports: irregularity of employment, irregular hours, waiting about, exposure to weather, handling of obnoxious cargo, risk of accident.

Welfare facilities designed to mitigate the consequences of these conditions help to attract or retain the necessary manpower, to improve human and industrial relations, to ensure a better social climate in the port, to raise the status of the dock worker, to reduce the incidence of ill-health and the consequences of accidents, and as a result contribute to higher productivity in the form of a quicker turn-round of shipping.

### Ascertaining the Position

The early sociological surveys, such as that on The Life and Labour of the People in London, undertaken in 1895<sup>1</sup>, and the New York survey on The Longshoremen<sup>2</sup> drew attention to the social consequences of a situation in which any unemployed person could seek casual work on the docks. A really comprehensive survey of the problem was first undertaken in the United Kingdom in 1920 by the Shaw Inquiry.<sup>3</sup> It is significant that while these enquiries entered into considerable detail regarding wages, cost of living and hours of work, there are only occasional passing references to welfare facilities.

<sup>1</sup> Charles Booth and others: Life and Labour of the People in London, Second Series, Industry, Vol. III (London, Macmillan and Co., 1903).

<sup>2</sup> Charles Barnes: The Longshoremen (New York Survey Associates, Inc., 1915).

<sup>3</sup> United Kingdom, Ministry of Labour: Transport Workers - Court of Inquiry, Vol. I, Report and Minutes of Evidence of the Inquiry, Cmd. 936, and Vol. II, Appendices, Documents and Indexes, Cmd. 937 (London, H.M. Stationery Office, 1920).

More recent reports on dock workers reflect a growing interest in this problem. They have shown that it is essential, if progress is to be made, that the extent of existing facilities and the condition of their upkeep and administration be first fully surveyed.

Thus Mr. Loew's sociological study of the dockers in Marseilles<sup>1</sup> described their way of life and included recommendations for future action in the matter of welfare facilities. In India, one of a number of studies on the conditions of labour and standards of living carried out by Mr. Doshpande for the Labour Investigation Committee was devoted to dockers and included housing and welfare facilities in its purview.<sup>2</sup> In New Zealand, the Royal Commission of Inquiry into the Waterfront Industry was asked to report, among other matters, on "the provision of facilities and amenities for waterside workers and other workers connected with the waterfront industry including the suitability and sufficiency of those now provided". To carry out this task, the Commission obtained very detailed reports on the subject, often containing concrete suggestions, from responsible officers in each port; the Waterfront Industry Commission also includes a section on welfare in each of its annual reports. In the United Kingdom, the National Dock Labour Board undertook, at the request of the Ministry of Labour and National Service, a series of detailed local surveys which provided a basis for future action and the Committee of Inquiry into Unofficial Stoppages in the London Docks investigated the position in that port. Finally, in its latest report, the Australian Stevedoring Industry Board states that it "is now preparing for an inspection of the various ports, with a view to itemising the requirements and conferring separately with all the interests concerned".<sup>3</sup> In the light of the useful experience gained by investigations of this nature, perhaps one of the most useful preliminaries to further action which the Committee might recommend is the carrying out by a responsible authority of surveys of this kind, at least in ports where none has yet been undertaken.

The position, however, changes rapidly. Once the impetus is given, new facilities may quickly become available. On the other hand, in the absence of proper supervision, certain amenities may fail to be maintained in good condition. New

<sup>1</sup> M.R. Loew: Les Dockers de Marseille, Analyse-type d'un complexe (L'Arbresle (Rhône), Documents Economie et Humanisme, 1945).

<sup>2</sup> Government of India, Labour Investigation Committee: Report on an Enquiry into the Conditions of Labour Employed in Ports by S.R. Doshpande (Delhi, Manager of Publications, 1945).

<sup>3</sup> Third Report of the Australian Stevedoring Industry Board, op. cit., p. 28.

needs arise. There is, therefore, a great advantage in reviewing the position from time to time and including references to the subject, as is indeed often done, in the annual reports of a competent authority, whether it be a government inspector or a Dock Labour Board.

## Methods of Action and Administration

### Form of Decisions

In many countries, the minimum standards with which certain amenities should comply are laid down in regulations having the force of law. This is particularly the case with regard to sanitation, drinking water and first-aid facilities. The Leggett Committee in the United Kingdom, for instance, recommended that "minimum legal standards in these matters should be extended, or should be established where they do not already exist".<sup>1</sup>

On the other hand, much has been done in some countries as a result of the activities of Dock Labour Boards, commissions or employers' associations. In certain cases, the provision of welfare facilities is a matter which enters into the field of collective bargaining.

### The Principle of Non-Coercion in the Use of Amenities

Welfare facilities, where available, are intended to help the port worker. He should, therefore, be free to use them or not. This is in accordance with the general line taken by the International Labour Conference when it asked that the attention of promoters of welfare institutions, especially in the recreational and educational fields, be drawn "to the necessity of safeguarding the individual freedom of the workers against any system or scheme which has any tendency towards compelling the workers directly or indirectly to use any particular institution".<sup>2</sup>

### Responsible Authority

It has been pointed out<sup>3</sup> that there is sometimes a risk that the provision of facilities may be held up because of disagreement as to which agency is responsible for setting up,

<sup>1</sup> United Kingdom, Ministry of Labour and National Service: Unofficial Stoppages in the London Docks (Report of a Committee of Inquiry), Cmd. 8,236 (London, H.M. Stationery Office, 1951), p.2.

<sup>2</sup> Utilisation of Spare Time Recommendation, 1924, in I.L.C., Vol. I, Art. 613.

<sup>3</sup> See Chapter IX.



financing, maintaining and supervising any particular amenity or service. As such matters depend on local factors, no general rule can be suggested. It would, however, seem to be highly desirable that, after a survey of the position, responsibility should be determined by arrangement between the parties concerned, with the assistance, if desired, of some competent public authority. If agreement either cannot be reached or appears to provide too insecure a basis for entering into long-term financial commitments, it might be suggested that the public authorities concerned should consider recommending the adoption of legislation or, where it is possible, of regulations issued in virtue of existing legislation.

Finance

The same principle may well apply to decisions on the financing of welfare facilities.

A distinction may often properly be made between the initial capital cost and current or operating costs.

In certain cases, as for recreational activities, expenditure may be largely in the form of loans or grants-in-aid to ventures launched or run by those principally concerned.

Commissions or Dock Labour Boards

Attention may be drawn to the usefulness of setting up, where they do not already exist, commissions or Dock Labour Boards to deal with labour problems in ports with powers, among other things, to make satisfactory provision for the welfare of dock workers, in so far as the required facilities are not otherwise provided.

Workers' Participation

The desirability of ensuring the participation of the workers in these Boards, or if they do not exist, in bodies appointed for the running of welfare facilities, will no doubt be considered. Where a Labour Board exists, it may be found appropriate to set up a special welfare committee on which the employers' and workers' organisations concerned are represented, perhaps together with the government, port and local authorities.

Employers' Associations

Attention might be drawn to the advantages which can be derived from all employers of labour in a given port grouping themselves, where they have not already done so, into an association with a view, among other things, to jointly providing, or contributing toward the provision of, certain welfare facilities.

## Welfare Officers

Attention might be drawn to the important part which can be played by welfare officers, to the desirability of giving them a high standing and of selecting for the job persons of outstanding character, broad vision and appropriate training.

Welfare officers should co-operate with the public authorities concerned and with the staffs of the medical centres, canteens and social clubs.

## Particular Facilities

The various points relating to the provision of particular welfare facilities have been dealt with in some detail in Chapters II to VIII and therefore only the main points are referred to here as a guide for discussion.

### Hiring Halls or Call Stands

Provision of hiring halls or call stands.

Characteristics of the building: size, provision of office space and of space for ancillary services; seating accommodation; heating; lighting; loud-speaker system; telephone communications.

Location: relative merits of one central hall or several call stands, depending largely on the physical lay-out of the port.

### Waiting Rooms

Provision of waiting rooms for use between calls or between the call and starting work.

Seating accommodation; heating; supply of newspapers and periodicals.

Association of these waiting rooms with a hiring hall or with a social centre or refreshment facilities.

### Refreshment Facilities

Provision of rooms where workers can eat meals brought with them; provision of facilities for heating up food.

Provision of hot and cold drinks and snacks.

Provision, where desired, of hot meals, especially (a) in cold weather, and (b) during night shifts.

Hours of opening in relation to hours during which work is being carried out.

Location: (a) near hiring halls or call stands, and (b) in vicinity of workplaces.

Standards: space, light, internal fittings, hygiene.

Mobile canteens.

Prices: principle of sale at fair and reasonable prices, or operation otherwise than for the purposes of profit.

Supervision.

#### Drinking Water

Ready availability: (a) on quayside; (b) in holds.

Quality to be approved by competent health authority.

Hygienic distribution methods: jet fountains or individual cups; containers of approved type; objections to open containers or common cups.

#### Washing Facilities

Provision of washplaces.

Provision of showers.

Provision of towels and soap.

Standards of washplaces and showers; number required (a) in ordinary cases, (b) for workers handling dirty cargo; type of installation; measures of hygiene.

#### Facilities for Changing and Drying Clothes

Facilities for enabling the docker to change clothing at or near workplace.

Provision of lockers; their use by (a) regular dockers, and (b) "pool" dockers liable to be allocated elsewhere at the next shift.

Standards: individual lockers; size; ventilation.

Arrangements for drying clothes.

Location of facilities for changing clothes and for washing.

Cleaning of washrooms and locker rooms and supervision.

### Toilet Facilities

Ready accessibility to workplaces.

Arrangements for workers on board ships not moored along the quay.

Standards: number of facilities required; hygienic standards, privacy; cleaning and supervision.

### First Aid

Problem of arranging for first-aid workers to be available at or near each workplace.

Training of first-aid workers: facilities for training; time off; refresher courses; financial encouragement (payment of fees, if any, for training courses; payment for time taken off work for following the courses; rewards to successful candidates; prizes for competitions).

First-aid kits: ready accessibility; notification of whereabouts; contents; maintenance.

Arrangements for use of ships' personnel and equipment in the case of dockers working on ships moored off shore.

Provision of stretchers suitable for hoisting out of holds: accessibility, notices stating where stretchers are to be found.

Protection against drowning: life-saving equipment; up-to-date appliances for artificial respiration, with personnel trained in their use.

### Dispensaries and Medical Centres

Provision of dispensaries and medical centres.

Service to members of dockers' families.

### Rehabilitation

Access of injured dockers to facilities for vocational rehabilitation with a view, where possible, to resumption of work in the same, or a related, occupation.



Transport to and from Work

Arrangements to ensure that adequate transport facilities, public or private, are available to enable dockers to reach hiring halls at call times and to travel to and from work.

Bicycle sheds.

Transport within the harbour: conditions to be met by boats used (safety, limitation of number of passengers; protection against rain or spray); principle of providing transport within the harbour free of charge.

Transport from port to port to meet demands for labour which cannot be supplied locally; payment of travel costs.

Protective Clothing and Equipment

Need for protective clothing: suitable overalls, water-proof clothing, gloves or palm pads, safety boots, goggles and masks.

Principle of free provision of protective clothing and equipment when essential to health and safety, e.g., goggles or masks in the handling of certain cargoes.

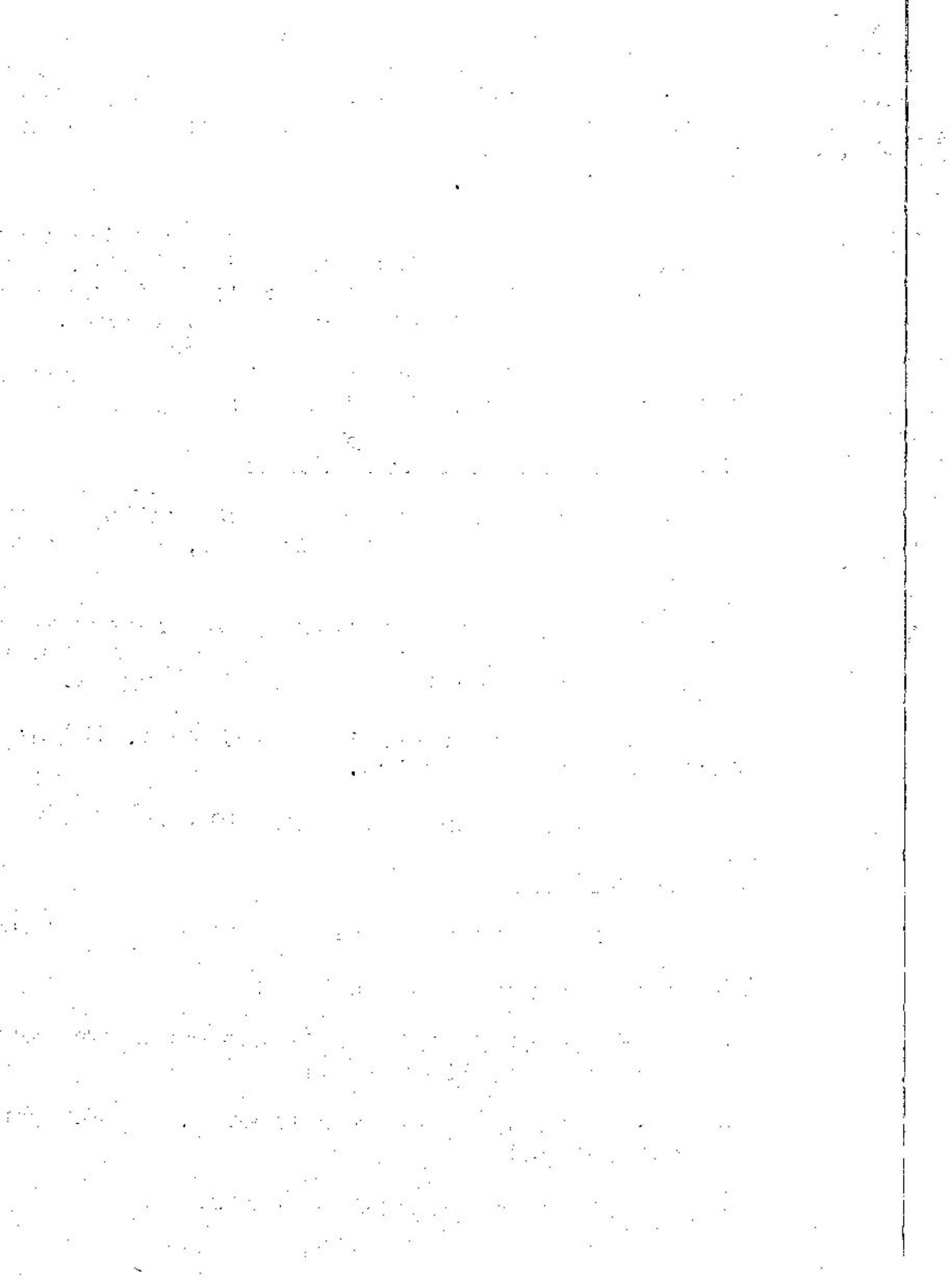
In other cases, provision (a) free, (b) at reduced prices, (c) at cost price.

Standards of protective clothing.

Other Facilities

Encouragement and assistance for the development of:

- social centres for dockers;
- educational facilities (adult education courses, week-end courses, libraries);
- recreational facilities (sports, indoor games and social gatherings);
- provident and benevolent funds.



## Appendix

### PROPOSALS SUBMITTED BY THE INTERNATIONAL TRANSPORT WORKERS' FEDERATION

In 1948, the International Transport Workers' Federation submitted to the International Labour Office certain proposals regarding the revision of the Protection against Accidents (Dockers) Convention, 1932. The following are extracts from these proposals which relate to, or have a bearing on, welfare facilities.

#### Transport of Workers by Water

Vessels transporting workers to and from the places of work should exhibit in a visible place the maximum number of persons to be carried. Where long distances are covered, there should be protection against wind and weather. At points where workers are taken on board and put ashore the necessary precautions should be taken to ensure that this takes place under safe conditions.

#### Health Protection

Workers engaged in handling cargoes which expose them to harmful affections of the respiratory organs, the skin or other parts of the body, should be provided with adequate protection, e.g., respirators, tight-fitting clothing, gloves, etc.

#### Welfare

Satisfactory welfare arrangements should be made, including:

Convenient and adequate access to pure drinking water.

Properly equipped and conveniently situated wash and bath facilities, with sufficient supply of hot and cold water, soap and towels.

Facilities for changing, keeping and drying clothes, with individual lockers of sufficient size and easy to keep clean and so distributed over the port area as to meet the needs of men not working constantly at one place.

Properly constructed call-on stands or rooms; rest rooms with library facilities for men waiting between calls; suitably situated and equipped eating rooms, which should be properly lighted, ventilated and, if necessary, heated.

Sufficient number of sanitary conveniences, which should be kept in clean condition; at least one sanitary convenience to be accessible to men employed in loading or unloading work on deep-sea ships, floating cranes, grain silos, bunker machines and similar appliances.

#### Medical Services and First Aid

There should be a satisfactory port medical service, with adequately staffed surgery and dressing stations, according to the number of workers employed, where men can receive attention until such time as treatment can be conveniently undertaken by family doctor or local hospital.

Proper provisions should be made for men unfit to resume work after an illness or accident, including special treatment and craft instruction at rehabilitation centres, where they receive accommodation, meals, travelling expenses as necessary, as well as adequate subsistence allowances.

Suitable sling stretchers and cradles should be provided to enable injured persons to be removed from a ship's hold.

---