

**DRUG AND ALCOHOL  
ABUSE PREVENTION  
PROGRAMMES**

**IN THE**

**MARITIME INDUSTRY**

**(A MANUAL FOR PLANNERS)**

**(Revised)**

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This manual is a revised edition of the ILO publication *Drug and Alcohol Prevention Programmes in the Maritime Industry (A Manual for Planners)* originally published in 1996 as part of the project "**Development of measures to reduce drug and alcohol problems in the maritime industry**" (AD/GLO/92/603), financed by the United Nations Drug Control Programme (UNDCP).

The original project resulted from the adoption of the Resolution concerning drugs and alcohol in the maritime industry by the 26th session of the Joint Maritime Commission of the ILO in October 1991. This body recognised shipowner and seafarer concerns and the urgent need for concerted, international, co-ordinated industry action to address the potential dangers to health and safety of drug and alcohol use and to increase prevention measures through awareness and education. Since initial publication however, there has been developments, which has prompted reconsideration of both the content and layout and this revised manual attempts to take these changes into account.

In 1993 the International Maritime Organization adopted the International Safety Management (ISM) Code (IMO Resolution A. 741(18)) which "recognised the need for appropriate organisation of management to enable it to respond to the need of those on board ships to achieve and maintain high standards of safety and environmental protection". Further, in November 1995 the nineteenth IMO Assembly adopted 'Guidelines for the Implementation of the ISM Code by Administrations' (Resolution A. 788(19)). The requirements of these resolutions became mandatory for certain types of ships on 1st July 1998 with the remaining types of ships engaged on international voyages being required to comply by 1st July 2002.

The implementation of the ISM Code means that, inter alia, ship operators/managers must have in place a management system that ensures safety and pollution prevention matters are dealt with systematically and that such a system is clearly documented. The 'Guidelines on the Application of the IMO ISM Code, prepared by the International Chamber of Shipping and International Shipping Federation and recognised by the IMO, specifically recommends companies have "Alcohol and other drug policies and procedures". The requirement for ISM Code certified companies to address the issue of drug and alcohol abuse and prevention therefore no longer remains an option. Companies required to comply with the ISM Code requirements by 1<sup>st</sup> July 2002 will, by that date, also have no option but to determine their policy on the subject matter. For those companies that have established management systems, this revised manual may serve as an aid to reviewing the effectiveness of existing policies and procedures.

In addition to the implementation of the ISM Code many supporting maritime companies have developed, or implemented and/or are pursuing, for commercial as well as public liability purposes, ISO 9000 Quality system standard based quality management systems. It is hoped the contents of this manual can be used to help in developing such systems or introducing the subject of drug and alcohol abuse prevention into already established systems.

There is no doubt that the introduction of the ISM Code and adoption of ISO 9000 have resulted in the development of drug and alcohol abuse prevention programmes and policies, but these are not the only changes that have occurred in the interim since first publication. Changes in maritime health and safety policies by the IMO published in STCW'95 and the ILO/WHO publication of Guidelines for Conducting Pre-sea and Periodic Medical Fitness Examinations for Seafarers have also had an effect on the contents of this manual. In view

of these changes and the replies to an assessment questionnaire distributed to recipients of the original manual the following revisions have been incorporated into this version:

- updated information with regard to policy, regulatory, health promotion and drug and alcohol abuse prevention programme developments;
- an expanded educational information section; and
- new support, reference and bibliographic materials.

The objective of this manual is therefore to continue to contribute to the reduction of health and safety problems related to the use of drugs and alcohol in the maritime industry through promotion of awareness and education. The manual provides the background and practical information necessary to develop, implement and evaluate comprehensive programmes to reduce the potentially harmful and/or hazardous effects of drug and alcohol use and abuse by maritime personnel.

The manual stresses prevention, that is, taking action *before* health or safety problems relating to alcohol or drug use develop and the responsibilities of the various parties involved. It identifies the prevention role as part of the responsibilities and on-going duties of owners, management, masters and ship's officers. The manual also contains information intended to assist companies in developing programmes to help employees, including seafarers, with a drug or alcohol problem.

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# INTRODUCTION

## Drugs & Alcohol in the Workplace

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**T**he use of alcohol and/or other drugs in general is increasing globally, and the impact of substance abuse can be seen in the workplace:

- Alcoholism causes 500 million lost workdays each year.<sup>1</sup>
- It is estimated that 10-30% of the accidents at work are related to alcohol and that problem drinkers have a 2-4 times higher chance of an accident than non-drinkers (Bijil and Ziekemeyer, 1990).
- The cost of reduced labour productivity for most industrialised countries has been estimated at several hundred million dollars annually. Researchers caution that these estimates should not be considered precise, but should be interpreted as showing the general order of magnitude of productivity losses arising from drug and alcohol problems (Heller and Robinson, 1992).

The management of risk factors including use of alcohol and drugs - illicit, prescriptive and over-the-counter - is a serious issue that extends beyond physical safety to include decision-making. Poor judgement in a high-stakes situation could result in substantial damage to property and the environment, loss of ships, injury to personnel and even death. When proper judgement is impaired by substance use and key decisions must be made, the risks increase dramatically.

- In a study conducted by the US National Institute on Drug Abuse (NIDA), subjects who consumed a moderate amount of alcohol scored significantly poorer on a short test of recall; the study also found that moderate alcohol consumption contributed to extreme changes in decision-making behaviour.<sup>2</sup> In another study, NIDA found that marijuana use impairs driving-related functions and is linked to a pattern of behaviours that leads to poor job performance.<sup>3</sup>

The progression of drug and alcohol use may go unnoticed until a health or safety crisis occurs. However, even the moderate use of drugs or alcohol may cause substantial harm and hazard irrespective of the workplace and regardless of the type of work being performed.

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<sup>1</sup> "Treatment is the Answer: A White Paper on the Cost-Effectiveness of Alcoholism and Drug Dependency Treatment". National Association of Treatment Providers, Laguna Hills, CA. March, 1991

<sup>2</sup> "Effects of Alcohol on Human Behaviour: Implications for the workplace, Kelly, Foltin and Fischman, The Johns Hopkins University School of Medicine, U.S. Health and Human Services Department, 1990

<sup>3</sup> [www.nida.nih.gov/NIDA\\_Notes/NNVol11N1/Marijuana.htm](http://www.nida.nih.gov/NIDA_Notes/NNVol11N1/Marijuana.htm)

### **H** Health and Safety

Seafaring is international in nature and the shipping industry as a whole has become increasingly conscious of the impact that drug and alcohol use can have on operations. Special conditions that increase the need for action to limit drug and alcohol use that put health and safety at risk include:

**Variables unique to the maritime industry include:**

- ships act as both workplace and home;
- maritime population requires geographic mobility;
- mixed cultures, customs and languages;
- limited social interaction with non-maritime personnel on board or ashore;
- limited health facilities;
- long and often irregular working hours;
- high variability in ownership and management of ships, hiring practices and work conditions; and
- significant variations in national laws, regulations and enforcement standards.

The health of seafarers is not only a major concern of seafarers themselves but also a primary concern of the shipowner/operator/manager. With approximately 80% of maritime accidents caused by human error,<sup>4</sup> sickness and injury benefits represent a growing proportion of the shipping industry's third party liability insurance claims.

In 1997, as part of an effort to assist the maritime industry maintain the health of seafarers and to contain costs, the ILO, in collaboration with the WHO, published "*Guidelines for Conducting Pre-Sea and Periodic Medical Fitness Examinations for Seafarers*" which outlines best practice. As part of an assessment of a seafarer's fitness for duty, the physician must assess mental health and "consumption of alcohol and use of psychotropic drugs, which (may) adversely affect the health of the seafarer or the safety of the ship". By Administrations adopting these Guidelines, it is hoped that, drug and alcohol abuse will be identified at a stage that allows treatment before rather than after an accident has occurred. Significantly, the inclusion of checks for drug and/or alcohol abuse in medical examinations confirms the view that drug and alcohol abuse is a medical condition.

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<sup>4</sup>Sagen, Arne; "Maritime Loss Control Management - Human Aspect" DNV Scholarship Funds, Det Norske Veritas, 1994, p.89.



## Drugs & Alcohol in the Maritime Industry

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### **P**erformance & Productivity

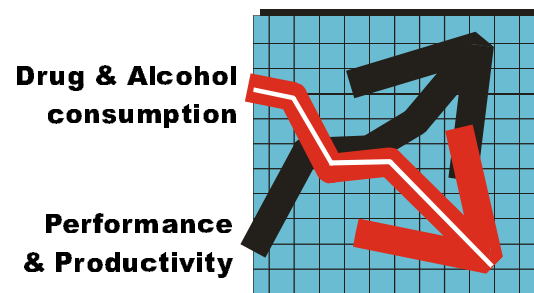
The maritime business, in particular ship operation, is highly competitive. Profits are very often low and in many cases marginal. Shipowner/operator/management decisions are too often “bottom line” driven. Collisions, explosions, groundings, fires, sinking or capsizing can be catastrophic for all concerned. Long-term carelessness and neglect, to which substance abuse may contribute, can result in a steady drop in performance that, over time, may cause greater financial loss than events of a more dramatic and easily identified nature. Shipowners/operators and managers cannot therefore afford to ignore any issues that affect productivity.

Substance abuse undoubtedly contributes to lower performance and productivity. A study conducted in the US showed that when airline pilots had to perform routine tasks in a simulator under three alcohol test conditions, the following results were obtained:

- 1<sup>st</sup> test:** before any alcohol ingestion,  
**10%** could not perform all tasks correctly,
- 2<sup>nd</sup> test:** after reaching a blood alcohol concentration of 0.10/100ml,  
**89%** could not perform all tasks correctly, and
- 3<sup>rd</sup> test:** fourteen hours later, after all alcohol had left their systems,  
**68%** could not perform all tasks correctly.<sup>5</sup>

There is every reason to believe these findings apply equally to seafarers!

In addition, because virtually all work carried out on a ship has a safety implication, the term “seafarer” should be applied to all persons working on ships and not just those in executive positions.



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<sup>5</sup> Model JG, Mountz JM. Drinking and flying: The problem of alcohol use by pilots. *New England Journal of Medicine* 1990;323 (7): pp. 455-461.

## Drugs & Alcohol in the Maritime Industry

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### **L**egal liabilities

Legal and financial liabilities for the breach of safety and security regulations and procedures may result in major court cases, lengthy investigations and great expense being incurred. Legislation with severe penalties, where drugs and alcohol are adjudged to have contributed to an accident, is being introduced worldwide on an increasing scale. Penalties imposed not only cover injuries to personnel and damage to property but also the enormous costs involved in preventing or cleaning-up damage to the environment. Reports from the United States National Transportation Safety Board quote numerous cases in which alcohol and other drug use has been a factor in aviation, rail, marine and highway accidents<sup>6</sup>. Examples of laws and regulations introduced around the world include:

#### **U.S.A.**

The United States regulations require surface, air and marine transport companies to have alcohol and drug prevention programmes in place for all workers in safety-sensitive positions.<sup>7</sup> The US Coast Guard imposes restrictions on alcohol and drug usage within US territorial waters. Regardless of nationality, all foreign surface, air and marine transportation companies operating within US boundaries are required to adhere to and enforce the US policies.

#### **United Kingdom**

The United Kingdom's Department of Transport has passed regulations prohibiting transport workers from working under the influence of drugs and/or alcohol. These regulations include "provisions for post-accident and 'for cause' testing of workers, as well as a requirement for employers to demonstrate due diligence in ensuring that employees are not under the influence of a drugs or alcohol at work. Several employers in industries covered by these regulations have broadened their company programs to include other types of testing and educational programs" (DeLancey, M., and Hannan, D., 1994, p.102).

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<sup>6</sup>"Drugs and Alcohol in the Maritime Industry," Report of the ILO Inter-Regional Meeting of Experts; Geneva, 29 Sept-2 Oct, 1992, p. 22.

<sup>7</sup> "Drugs and Alcohol in the Maritime Industry," Report of the ILO Inter-Regional Meeting of Experts; Geneva, 29 Sept-2 Oct, 1992, p. 23.

# INTRODUCTION

## Drugs & Alcohol in the Maritime Industry

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### Norway

Policies and prevention programmes to control alcohol and drug abuse in the workplace are also in place in Norway. The Seaman's Act of 1975, with subsequent amendments, covers many aspects relating to the use of alcohol and drugs by seafarers including the supply of alcohol to persons under the age of 20 years.<sup>8</sup> General provisions concerning drugs, which also apply to Norwegian ships, cover penalties related to illegal possession of drugs.

The Merchant Shipping Act of 1995 makes it a criminal offence for a master to fail to discharge his responsibilities because of drugs or alcohol, or to take unauthorised liquor on a fishing vessel.

### The Philippines

The Standard Employment Contract (SEC),<sup>9</sup> sanctioned by the national government, covering the engagement of Filipino seafarers for overseas assignment contains a Table of Offences and Schedule of Penalties with specific provisions for drug and alcohol abuse.

Liabilities not only extend to conformance with laws and regulations but also to commercial arrangements, and many charterers now specify drug and alcohol prevention measures in charter parties. Delays to a ship sailing caused by individuals failing drug and alcohol tests imposed by some countries (or spot checks by owners/charterers) can be extremely costly to the owner/operator. Clauses containing references to drug and alcohol abuse are becoming increasingly the norm rather than the exception due to the requirements for all involved in the transport chain to operate with all due diligence<sup>10</sup>.

Regulations such as those indicated above often shape the alcohol and drug programmes in the maritime sector both at national and international level and thus play an important role in encouraging the development of substance abuse prevention programmes in other countries.

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<sup>8</sup> Drugs and Alcohol in the Maritime Industry," Report of the ILO Inter-Regional Meeting of Experts; Geneva, 29 Sept-2 Oct, 1992, p. 140.

<sup>9</sup> Drugs and Alcohol in the Maritime Industry," Report of the ILO Inter-Regional Meeting of Experts; Geneva, 29 Sept-2 Oct, 1992, p. 147.

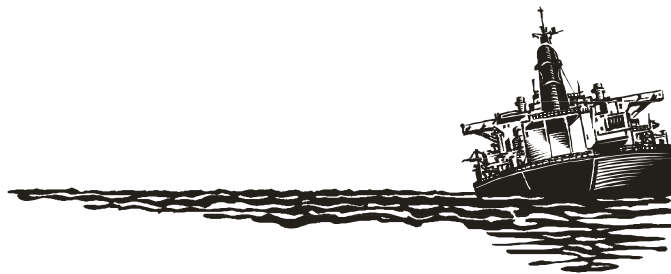
<sup>10</sup> Due diligence in this connection is intended to mean the avoidance of all identifiable risks.

### **E**nvironmental concerns

The potential for marine accidents to have a catastrophic impact on the environment has increased many times over during the past 20 years with numerous accidents serving as graphic examples of failures to recognise the potential for accidents to occur. Public concerns about pollution of and damage to the environment increase daily and are fuelled by press reports of marine casualties involving ship collisions and spillages of oil/chemicals. Increased public awareness of the effects of pollution has, in recent years, caused the subject to become a political issue rather than one involving commercial reparations for any damage caused.

Accidents do not always involve pollution or damage to property. In many cases damage is sustained by coral reefs or fishing grounds and damage is not always immediately apparent. Penalties for causing damage to under-water marine eco systems are likely to result in offending ships being detained as well as the imposition of very significant fines. Punishments are intended to be penal rather than sums that reflect recovery of costs incurred since such damage is likely to be irreparable. In most countries with environmental protection legislation, individuals may also find themselves under arrest and liable to imprisonment.

Penalties for incursions into the environment are liable to increase as pressure groups and the general public demands ever improving standards and greater concern for the planet. The seafarer and ship operators alike must be aware of not only increasing legislation but also the possible effects on the environment of not being fully able to perform their duties and the need to be free from any impairment brought about by drug or alcohol abuse.



# RESPONSIBILITIES

## Government/Administrations

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In any alcohol and drug prevention programme, responsibility for the various tasks and duties needs to be identified. Administrations, international organisations (IGO's), non-governmental organisations (NGO's), training institutes, shipping communities and organisations, shipowners/operators, trade unions, managers, manning agencies, masters and crew members all have a role to play and a responsibility to fulfil. All maritime companies and organisations are to be encouraged to develop and institute drug and alcohol abuse prevention programmes as failure to do so could adversely affect the inter-dependency and relationship that binds such companies and organisations.

The degree of responsibility and involvement of every company and organisation should be determined according to the potential effects of failing to act<sup>11</sup>. From the perspective of an administration, there is a responsibility to provide guidance and support and enabling legislation. At the other end of the spectrum, ship's officers and crew have a responsibility to actively participate in any prevention programme that affects the safety of the ship, their fellow seafarers and, of course, themselves.

Responsibilities of government commence with formulation, adoption and promulgation of policies, laws and regulations to protect the health and safety of its citizens and workers, including seafarers even though they may be employed outside the country by foreign concerns. Laws and regulations should not only address restrictions and the imposition of penalties but also provisions for assisting persons deemed to be dependent on drugs and alcohol through prevention and rehabilitation programmes. An administration's responsibilities may be summarised as:

**Promoting Prevention:**

**Health checks and medical examinations:** ensuring checks for drug and alcohol abuse are included in the seafarers' medical examination both on initial screening and during seafarers' periodic medical checks.

**Training & education:** provide the support, guidance and expertise to assist the development of schemes to prepare trainers, the application of training and the education of seafarers and shore workers in the effects, symptoms and results of drug and alcohol abuse.

**Promoting and raising the profile of prevention:** co-ordinate accident reports and provide risk assessment data and other information that may be used by the country's maritime industry to raise the profile of the subject and to promote the dangers posed by drug and alcohol abuse.

**Setting safety limits:** prescription of a maximum blood alcohol level for watchkeepers as a minimum safety standard and any other prohibitions on the consumption of drugs, including prescribed medications, or alcohol that can impair the ability of watchkeeping seafarers or those on board engaged in safety sensitive operations.

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<sup>11</sup> "It was strongly noted that national governments have a very important role to play in terms of setting and monitoring relevant regulations and standards" – Report of the ILO Inter-regional Meeting of Experts Geneva, September – October 1992.

# RESPONSIBILITIES

## Government/Administrations

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**Provision of rehabilitation services:** provide rehabilitation services for those seafarers diagnosed as having or who have acknowledged a drug or alcohol abuse problem.

**Non-discrimination:** develop and introduce legislation that ensures rehabilitated seafarers, following an individual's successful completion of an approved treatment programme, are not discriminated against by employers.

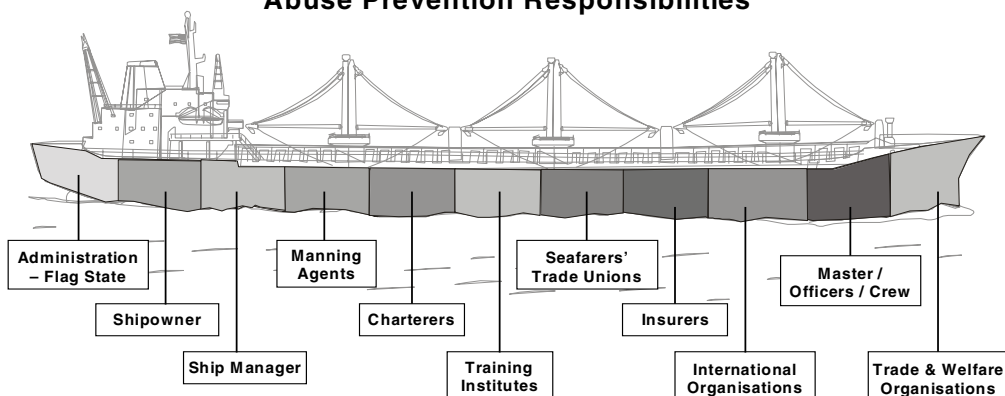
**Declaring drug and alcohol abuse to be a medical condition:** encourage those with drug and alcohol abuse problems to seek assistance thereby reducing health and safety risks to fellow seafarers on board ships.

**Focal point:** to act as a focal point for industry and to express and share the national views/experiences gained from prevention programmes at international level.

The above are some of the responsibilities which may be assumed by a country's health or welfare ministry through the introduction of domestic legislation or recommendations to industry. However, there are other areas of responsibility where governments' need to act in concert with other agencies and organisations in order to provide a comprehensive drug and alcohol abuse prevention programme specifically aimed at seafarers due to their special case status.

The responsibilities of government should go further than national legislation or other regulations that have been passed and have entered into force as the efficacy of such laws and regulations can only be measured over a period of time following their introduction. Research indicates that without continued commitment, monitoring of programmes and support from government, programmes to prevent drug and alcohol abuse fade and lose focus. Such loss of focus is likely to cascade downward and result in a softening of acceptable standards and potential for accidents and injuries to return to previous levels. The duty of government may therefore be described as guardian and key to on-going application of drug and alcohol abuse prevention.

### Organisations / Personnel with Drug & Alcohol Abuse Prevention Responsibilities



# RESPONSIBILITIES

## International Organisations & Institutions

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### Inter-Governmental Organisations

International organisations (generally referred to as Inter-Governmental Organisations – IGO's) include the International Maritime Organisation (IMO), the International Labour Office (ILO) and the World Health Organisation (WHO). Each of these organisations under their respective charters or constitutions are responsible for promoting and making available information concerning the health, welfare and safety of seafarers.

As the forum for governments (and other bona fide organisations) to discuss issues which affect workers in all countries, such organisations are also the forum where minimum standards are determined and agreed by convening States. Usually agreements take the form of international instruments issued as Conventions (binding) or Recommendations (non-binding), Treaties (binding) and Agreements (non-binding).

In addition to the work carried out by these organisations, they are responsible for producing publications that can be used to support a drug and alcohol abuse prevention programme. While information and data may be obtained in hard copy, some may also be obtained via the respective web site (see Appendix 9 & 10).

The following brief descriptions are intended to demonstrate that international organisations are obligated and have a responsibility to promote health and safety and that they are a valuable source of information that can be used in development of a drug and alcohol abuse prevention programme.

### International Maritime Organisation

The International Maritime Organisation (IMO) is a United Nations organ that is primarily tasked with development of maritime safety treaties, conventions, recommendations and guidance in respect of ship operation and measures for the protection of the marine environment.



In regard to prevention of drug and alcohol abuse<sup>12</sup>, guidance is contained in the STCW Code (Section B-VIII/2 Part 5, paragraphs 34-36). In setting out the requirements for seafarers and Administrations, it should be recalled that, by ratification of the International Convention on Standards of Training, Certification and Watchkeeping for Seafarers, 1978, as amended in 1995, Administrations have by definition already agreed to implement the requirements. For the purpose of convenience, STCW'95, Part 5 – Guidance on Prevention of Drug and Alcohol Abuse is contained as Appendix 12.

From the above it should be clear that the IMO has exercised its responsibility in regard to drug and alcohol abuse prevention measures covering watchkeepers, setting maximum standards and addressing the issue of prevention.

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<sup>12</sup> See MSC/Circ.595 – Principles and Guidelines Concerning Drug and Alcohol Abuse Programmes and MSC/Circ.634 – Drug and Alcohol Abuse.

# RESPONSIBILITIES

## International Organisations & Institutions

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### International Labour Office (ILO)

Primarily concerned with working conditions, the health and welfare of workers, the ILO was founded in 1919 to bring governments, employers and trade unions together for united action in the cause of social justice and better living conditions everywhere. The ILO is a tripartite organisation in which member states are represented by government, employer and employee representatives. The Declaration of Philadelphia, signed on 10<sup>th</sup> May 1944, concerns the aims and purposes of the ILO and is incorporated in the ILO Constitution. The following is taken from the Declaration:



*“- labour is not a commodity;*

*- freedom of expression and association are essential to sustained progress;*

*- poverty anywhere constitutes a danger to prosperity everywhere;*

*- all human beings, irrespective of race, creed or sex, have the right to pursue both their material well-being and their spiritual development in conditions of freedom and dignity, of economic security and equal opportunity ...”*

Since drug and alcohol abuse not only affects the working conditions of seafarers but also their health, the ILO has a responsibility to promote action or cause action to be taken that will reduce or remove this threat.

### World Health Organisation (WHO)

The WHO is defined by its Constitution as the directing and co-ordinating authority on international health work and its aim is “the attainment by all peoples of the highest possible level of health”. The following are listed among its responsibilities:



- to assist governments, upon request, in strengthening health services;
- to establish and maintain such administrative and technical services as may be required, including epidemiological and statistical services;
- to provide information, council, and assistance in the field of health;
- to promote co-operation among scientific and professional groups which contribute to the enhancement of health;
- to propose international conventions and agreements on health matters;
- to assist in developing an informed public opinion among all peoples on matters of health.



# RESPONSIBILITIES

## International Organisations & Institutions

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### United Nations Drug Control Programme (UNDCP)

The UNDCP is established to enable the United Nations to focus and enhance its capacity to address the interrelated issue of drug control, crime prevention and international terrorism in all its forms.



Its responsibilities therefore extend to drug control and the prevention of drug abuse through various means not least of which is the funding of projects and facilitation of training and education programmes.

### International Employers' & Workers' Representative Organisations

There are a number of international membership organisations, not affiliated to governments, with a particular interest in a given industrial sector. In the case of drug and alcohol abuse prevention, there are number of such organisations although they may not necessarily have a specific interest in shipping or maritime affairs.

Organisations such as the International Chamber of Shipping (ICS) – an employer organisation – and the International Shipping Federation (ISF) and International Transport Federation (ITF) - organisations representing seafarers - are typical examples of employer and employee organisations. International organisations very often enjoy consultative or observer status at forums where international regulations, codes of practise, or other rules are formulated and agreed.

Most international organisations have a responsibility to their membership to uphold the requirements of their constitution that generally involves protection of an individual's rights or privileges, to inform the membership and provide guidance on issues affecting the industry and individual. With respect to drug and alcohol abuse, there are few, if any, organisations which deal exclusively with the maritime sector.

### Non-Governmental Organisations (NGO's)

This category includes privately funded organisations rather than those directly financed by government. Since such organisations usually speak for significant elements of industry or society that have a vested interest in new legislation, regulations or industry developments. NGO's, like international employer or employee representative organisations, are often afforded observer or consultative status at international conferences and in the drafting of proposed international instruments. Typically INTERTANKO and OCIMF may be regarded as an NGO.

Responsibilities and interests of NGO's are usually defined in their constitution and reflect the aims expressed by their supporters.



# RESPONSIBILITIES

## Maritime Training Institutes

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**T**he dangers associated with drug and alcohol abuse must be made evident to all students and potential students, at maritime training institutes, at the first opportunity. It is therefore a prime responsibility of all training institutes and other similar training establishments to ensure a clear message is conveyed to all those attending courses.

In many cases a training establishment will be the first formal point of contact that a potential seafarer will have, and it is essential that the correct message concerning drug and alcohol use and abuse be given. Initial impressions, standards and habits adopted in formative years will remain with an individual throughout the persons working life. It is essential that training establishments recognise and utilise this period when trainees are at their most receptive.

Training establishments not only have a duty towards new seafarers but they also have a responsibility to ensure the same message concerning drug and alcohol abuse is conveyed to more senior or experienced students. As information concerning the effects of and incidents involving drug and alcohol abuse becomes more available, students should be informed accordingly since training is ongoing and not a one-off event.

Schooling of both trainees and mature students must be innovative in that the dangers of drug and alcohol abuse should be graphically described and clearly supported by facts and figures. Reasons for legislation as well as the penalties for any infringement should be discussed at length. The effects on the health as well as safety of the seafarer and fellow seafarers must be fully explained, and students must not be left under any doubt about the harmful effects of drug and alcohol abuse.<sup>13</sup>

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<sup>13</sup> Training institutes may wish to refer to "A Training Handbook on Prevention of Alcohol and Drug Problems in the Maritime Sector" produced by the National Maritime Polytechnic, Philippines for the International Labour Organisation, Manila, August 1994 (ref AD/GLO/92/585)

# RESPONSIBILITIES

## Shipowners, Charterers, Ship Managers, Manning Agents, Insurers, Shipping Communities & Organisations

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### Shipowners

Some shipowners never see either the ships they own and operate or the crews engaged to sail such ships. Indeed it is currently common practice and cost effective for some ship owners to place their ships with ship management companies rather than operate the vessels themselves. The combination of methods of operating ships available to an owner make identification of the owner by seafarers on board the ship, in some instances, difficult if not impossible. Owners registered in one country may employ a management company in another who may register the ships out to yet a third country and employ crew from two or more unrelated countries.

Regardless of the above, the owner (or manager, if the vessel is managed) is responsible in the first instance for ensuring the vessel conforms with the flag state requirements. Even if no specific drug and alcohol abuse or use restrictions are in force in the flag state (register), the owner may still have to conform to the regulations in force at various ports. Further, as indicated in previous sections of this manual, benefits outweigh drawbacks in operating a drug and alcohol policy or prevention programme even though the owner may be remote from the actual ship operation. Although there may not be any legally binding requirements, there are likely to be commercial benefits to consider.

A major cruise ship operator working the Caribbean and U.S. East Coast reported that since changing the crew with a traditional drinking habit to one where drinking was the norm to one where drinking is not the norm, problems relating to conforming to foreign country regulations ceased. The change in policy was taken not only as a means of ensuring compliance with local regulations but also on economic grounds and concerns for safety. The same company operates a drug and alcohol prevention programme encouraging substance abusers to seek rehabilitation.

Even though there may be a cost to operating a drug and alcohol prevention programme including (replacement, repatriation and) rehabilitation, such costs are likely to be mitigated or off-set by savings from reduced accidents, delays and detentions.

### Charterers

Charterers have a vested interest in ensuring their charter is not interrupted through drug and alcohol abuse. It is not uncommon to find charter parties contain references to random testing of a ship's crew. Owners/managers must be aware of and able to comply with such requirements.

While the charterer may easily be able to mitigate any costs by passing them to the ship owner/manager, this may not be sufficient if the cargo being carried has commercial restrictions covering delivery times and dates.

### Ship Managers

Ship managers responsible for crewing of ships must not only take into account the requirements of the ships' trading routes and any legal requirements for drug and alcohol testing/prevention but also the health and safety aspects of implementing a drug and alcohol prevention programme.

# RESPONSIBILITIES

## Shipowners, Charterers, Ship Managers, Manning Agents, Insurers, Shipping Communities & Organisations

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Managers are responsible for and must ensure that the policies of the owner or requirements of the charter party can be accommodated and that the programme is comprehensive. The manager must also examine the primary prevention mechanisms for pre-sea screening i.e. ensuring the manning agents from whom crew are engaged are aware of the manager's policy and requirements. If no requirements have been specified by the owner or the charterer, this does not relieve the manager from protecting employees and seafarers against risks posed by drug and alcohol abuse.

In many countries the manager, as the direct employer, is legally obligated to ensure the health and safety of employees, including seafarers, is safeguarded and that all risks to health and safety have been identified and mitigated.

It is the responsibility of the manager to ensure personnel on board are qualified to carry out the duties imposed which includes ensuring the master, and, where appropriate senior officers, have the training, education and necessary skills to carry out the company policy.

### Manning Agents

In recruiting and offering seafarers to ship owners and managers for employment, manning agents must ensure such seafarers are medically fit, that they have undergone a medical examination and that they possess a valid medical certificate. The manning agent should also ensure the medical certificate has been issued by the competent authority.

Manning agents therefore have a responsibility not only to their clients (the shipowner/manager) but also to the seafarer. The manning agent may be regarded as a front line defence against the placement of seafarers with a substance abuse problem.

### Insurers

The vast majority of the world's tonnage is covered by mutual P&I Club (Protection & Indemnity) insurance. When faced with claims for accidents in which drug and alcohol abuse is implicated, the claimant's ability to recover the costs of repair, damage to property, injury to personnel, pollution, or any other form of damage, will be significantly affected.

Insurers have a vested interest in promoting drug and alcohol abuse prevention since risks associated with drug and alcohol abuse are well known and more importantly preventable.

### Shipping Communities and Shipping Organisations

Many such communities and organisations exist to promote local, national and international co-operation and understanding between ship owners/managers and shipping lines. Co-operation may extend to the development and issue of "Codes of Conduct" or "Guidelines" to ensure a common approach or standard is adopted.<sup>14</sup>

The responsibilities of shipping communities and organisations clearly include improvement and advancement of operating standards and the welfare of all employees.

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<sup>14</sup> A typical indicator of co-operation is the "Guidelines for the Control of Drugs and Alcohol Onboard Ship" published by the Oil Companies International Marine Forum (OCIMF) – [www.ocimf.com](http://www.ocimf.com).

# RESPONSIBILITIES

## Shipboard Personnel

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### Ship Masters

Ship Masters are responsible for the ship and, *inter alia*, for the health, safety and welfare of those persons on board. The master must be fully conversant with the company's policy, have received the necessary training and possess the skills to fulfil imposed responsibilities.

The responsibilities which the master is expected to fulfil include:

- commitment to the programme,
- familiarity with the policy, programme and associated procedures,
- monitoring and providing feedback on the programme through the ship's safety committee,
- monitoring the performance of ship's officers and seafarers,
- identifying drug and alcohol abuse problems,
- carrying out disciplinary procedures,
- obtaining medical or specialist advice and dealing with emergency medical situations,
- executing testing procedures (where required),
- co-operating with foreign port authorities and ensuring conformance to national or foreign regulations, and
- monitoring and controlling consumption.

This list is not a complete list of the functions of the master in respect of the responsibilities since each policy and programme will differ. The list, however, is intended to demonstrate that the responsibilities of the master are onerous and the success of a drug and alcohol abuse prevention programme depends on the master's involvement and commitment.

### Ship Officers

Many of the duties of the master also extend to the ship's senior officers who directly supervise and are in contact with the ship's company on a day-to-day basis. As with the master, ship's officers must be aware of the "tell-tale" signs and actions which may point to drug and alcohol abuse. [Training covering the company policy and procedures and how to respond when drug and/or alcohol abuse is suspected should be a primary concern of the owner/manager.] Since ship's officers are responsible for the work carried out by seafarers, it follows that their responsibilities extend also to the health and safety aspects of such work and to the potential affects of a drug and/or alcohol problem.

### Seafarers

All seafarers have an obligation and responsibility to the shipowner/manager, to themselves and to those with whom they work and live on board ship. While it is the responsibility of the owner/manager to specify the policy, it is the responsibility of each and every seafarer to follow the specified requirements including any preventive measures.

# COMPREHENSIVE SUBSTANCE ABUSE PREVENTION PROGRAMME

## Introduction

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**A** comprehensive, company-wide alcohol and drug abuse programme should cover all employees including management and address all actions and activities related to drugs and alcohol. Creating a comprehensive programme for any company engaged in ship operations is a great challenge that needs to take into account vessel ownership, flag state registration requirements, management issues, working environment, personnel issues, cultural variations and cost. The long-term sustainability of a programme will be enhanced by, and its success may depend on, integration into other health or medical programmes or on-going safety systems such as a company's safety and environmental management system.

Developed by a meeting of experts from governments and employers' and workers' organizations, the ILO published in 1996 a '*Code of Practice for the Management of alcohol- and drug-related issues in the workplace*' – see Appendix 4. While this publication does not address the maritime industry specifically, it does provide guidelines on the development and implementation of a comprehensive programme applicable to all workplaces. The contents can easily be adapted to suit the requirements of enterprises engaged in maritime operations.

A comprehensive programme is based on the following principles:

- employers have a responsibility to provide a healthy and safe workplace;<sup>15</sup>
- alcohol and drug problems can be serious and chronic in nature, not just isolated crises that require extra-ordinary and non-routine responses;
- employees have civil liberties and rights to privacy and confidentiality which must be safeguarded; and
- employees have a responsibility to carry out their duties with due regard to health and safety matters.

The existence of comprehensive alcohol and drug abuse programmes does not necessarily mean that problems exist. Rather, that activities and programmes are being implemented to promote health and safety and to prevent harm and the occurrence of hazardous situations. Successful prevention efforts are "pro-active" rather than "re-active".

The general sequence of events for determining and implementing a drug and alcohol abuse prevention programme may be summarised as shown in the following flow chart. Management should not underestimate the time required to develop and implement drug and alcohol prevention policies and programmes because of the timeframe involved. Commitment to a programme by both management and the personnel selected to drive the programme is essential.

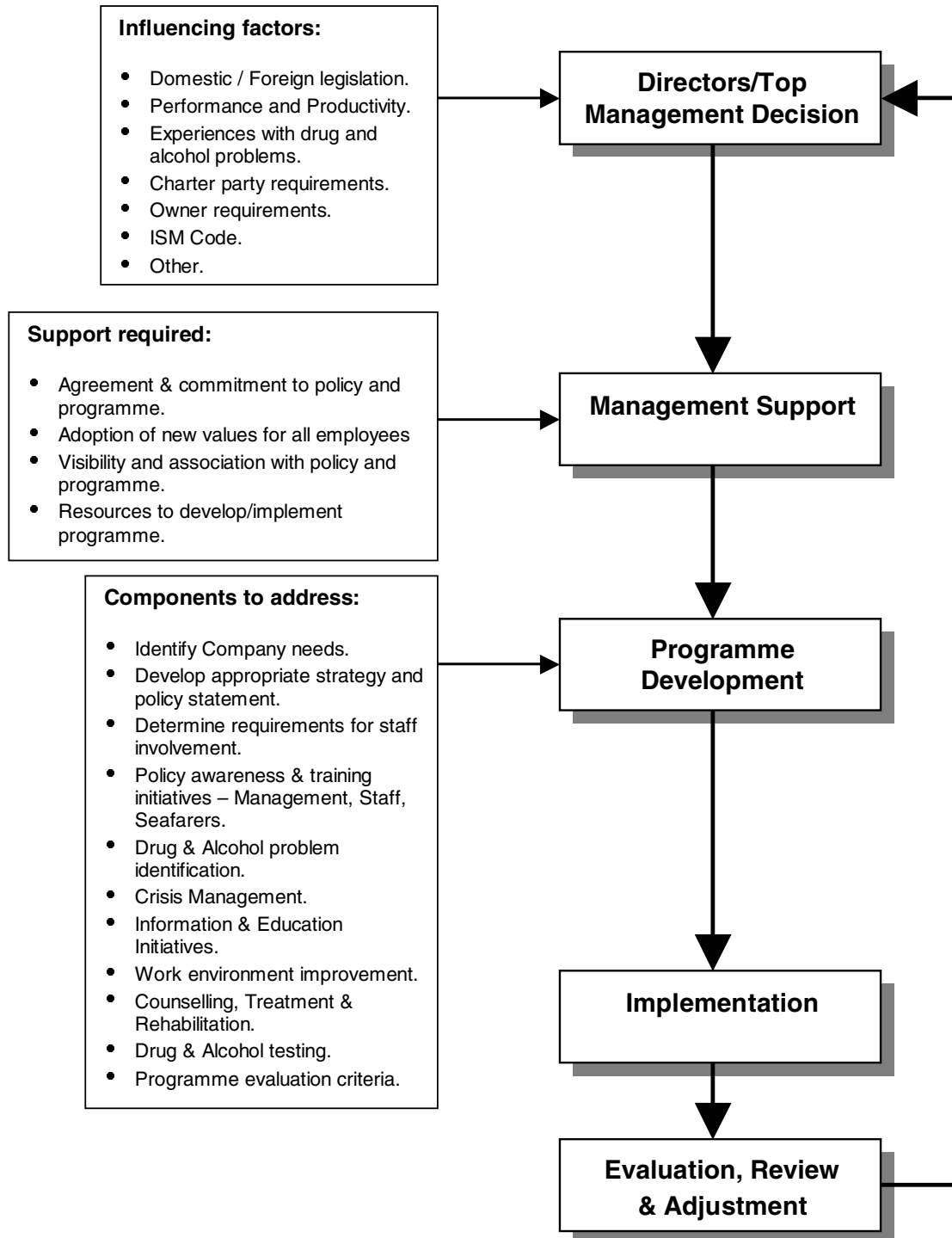
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<sup>15</sup> "The term 'health' in relation to work, indicates not merely the absence of disease or infirmity; it also includes the physical and mental elements affecting health which are indirectly related to safety and hygiene at work." ILO Occupational Safety and Health Convention (no. 155), 1981, Article 3(e)

# COMPREHENSIVE SUBSTANCE ABUSE PREVENTION PROGRAMME

## Introduction

### General sequence of events flow chart



# COMPREHENSIVE SUBSTANCE ABUSE PREVENTION PROGRAMME

## Management Support

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**S**upport for a new alcohol and drug abuse prevention programme has to come from top management irrespective where in the organisation the need is identified. An alcohol and drug abuse prevention programme designed to promote the health and safety of employees will not succeed without management and senior shore and sea-going officers' commitment to the programme. Employees must also accept the need to change as they learn new ways of thinking and doing.

With a strong top-level mandate a programme will:

- be taken more seriously,
- be implemented more quickly and effectively, and
- have more impact.

Management must be committed to sustaining the comprehensive programme. Policy may be developed and information, education, and training activities may be conducted, yet immediate change may not be evident. Swift delivery and promulgation of information is not enough; change takes time, needs reinforcement and needs the active involvement and participation of all employees ashore and afloat - from management to masters, officers and crew. Ultimately, the measure of a successful programme is a change in attitudes and actions.

The long-term success and viability of an alcohol and drug abuse prevention programme are directly related to three conditions:

- agreement and commitment at all levels of the organization;
- integration into other health and safety, welfare, medical programmes or management systems so that the programme becomes routine; and
- currency and relevance of the information being used.

Commitment by management should not be confined to signatures and the circulation of documents but they must visibly support the programme and active in its development, implementation and on-going application.



# COMPREHENSIVE SUBSTANCE ABUSE PREVENTION PROGRAMME

## Planning the Programme

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**T**he planning of a comprehensive programme begins the moment the first questions are asked concerning what to do and how to do it. A planning committee provides the most effective means of sharing information, eliciting diverse opinions, allowing for participatory decision-making, setting of objectives and implementing various events and programmes.

The active involvement of staff and employee representatives is essential. A diverse and comprehensive membership on the planning committee is the key to not only the initial acceptance of the programme but also its long-term sustainability. The committee should include as many personnel as possible: director(s), marine manager, technical superintendent, senior sea-going master/officer(s), trade union representative(s), social worker or welfare officer, safety officer, personnel officer, occupational health nurse, medical officer (someone who has an understanding of the related technical issues), community support personnel. The size and composition of a company's committee will obviously need to be appropriate to the size and structure of an individual company.

The fundamental tasks of the planning committee are to:

- identify and review the needs of the company and requirements of relevant laws and regulations;
- develop a strategy and policy statement;
- determine and subsequently review comprehensive programme elements;
- develop awareness, education and training initiatives (to include the committee members);
- develop an implementation, promotion and evaluation plan and timetable;
- designate staff and personnel to be involved in the development and implementation process; and
- monitor all activities and progress and prepare regular reports for the Board <sup>16</sup>.

If a formal planning committee is not feasible, as may be the case in smaller companies, responsibility for developing and implementing a programme may rest directly with the owner or a key manager. However, every effort should still be made to involve as many key personnel as possible.

It should be remembered that a programme will gain more support if representatives from all levels of the organisation are involved or are consulted. In this regard the use of email and the ability to have almost instantaneous communication with shipboard personnel should not be overlooked.



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<sup>16</sup> Companies may consider installing "free-phone numbers" or a "hot-line" that allow individuals with problems to anonymously make enquiries about the facilities available or for fellow seafarers to inform management of problems that may exist.

# COMPREHENSIVE SUBSTANCE ABUSE PREVENTION PROGRAMME

## Work Environment Improvement

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**A** comprehensive programme needs to address the impact of the work environment on the use of drugs or alcohol. Studies on environmental factors which increase stress and anxiety and could, in turn, lead to increased use of drugs and alcohol, have identified the following contributing factors:

- long working hours,
- separation from family and friends,
- sub-standard manning levels,
- peer pressure,
- precarious employment conditions and the possibility of unemployment,
- monotonous work,
- shift work and night work,
- long ocean voyages, and
- uncomfortable or hazardous physical living and working conditions.

It must be appreciated that additional stress can result from the fact that, for ship's officers and seafarers, the workplace is also their home.

The presence and severity of such factors should be reviewed and efforts undertaken to ameliorate such conditions to the degree possible. Factors that improve shipboard life such as recreational and social activities, education opportunities and regular contact with family and home communities should be considered. Consultations with seafarers' representatives and/or individual seafarers may also result in additional actions being identified that could be taken to lessen stress and anxiety.

Companies may wish to take into consideration assistance or services that can be provided from external sources such as those offered by the International Christian Maritime Association or the International Sports Committee for Seafarers (ISCS)(see Appendix 10).

# COMPREHENSIVE SUBSTANCE ABUSE PREVENTION PROGRAMME

## Components of a Prevention Programme

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### **P**reamble

The components of a comprehensive drug and alcohol abuse prevention programme in the maritime industry are:

- a written policy statement,
- policy awareness,
- training programmes for key personnel,
- problem identification and intervention,
- crisis management,
- employee education,
- work environment improvements,
- counselling, treatment and rehabilitation,
- drug and alcohol testing (as appropriate), and
- programme evaluation.

These components should be considered essential and each company/organisation will, as they pursue the objectives of establishing and refining a drug and alcohol abuse prevention programme, identify requirements particular to their own circumstances. Components should suit the environment. Smaller companies and organisations may not be able to implement all components initially but should strive to include them step by step.

Management, in developing a programme, will discover that only commitment in terms of time and effort put into the task will result in a positive outcome. Sustaining the programme to achieve a change of attitude in dealing with drug and alcohol problems without drama should be the goal. Management should not underestimate the influence and contribution of employees – and seafarers - participating in the development and implementation process as drug and alcohol problems are not confined to positions of authority or relative occupation.

# COMPREHENSIVE SUBSTANCE ABUSE PREVENTION PROGRAMME

## Components of a Prevention Programme

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### Policy Statement

The substance abuse policy is the written description of the company's position on the use of alcohol, illicit drugs and medications both on board and on shore. The policy should:

- explain why the company has implemented an alcohol and drug programme,
- describe the company's prevention measures and expectations of its employees, and
- specify the consequences of policy violations.

Tailoring it to the needs of the specific company and its particular operations the involvement of seafarer representatives in policy development is essential. By incorporating seafarer needs, concerns and suggestions, policy credibility and acceptance are increased.

The policy statement, signed or endorsed by top management, needs to be communicated to each individual in the company. This is best done by holding a meeting to present and answer questions about the policy and to provide each employee with a copy of the policy document before and as near as possible to the implementation date. For shipboard personnel, ship managers/superintendents can act as the representative of management and convene meetings to ensure all seafarers are afforded the same opportunity to ask questions to allay any misgivings.

**At a minimum, the policy statement should address the following:**

**Rules concerning the consumption of alcohol on board ship.**

- Alcohol is legal in many countries but definitions of accepted use vary. The rules for on board use should be clear, concise, and unambiguous. Some companies have a total ban on alcohol consumption on board whereas others may have an alcohol misuse policy which allows limited consumption but does not tolerate intoxication or impaired behaviour.

**Restrictions concerning consumption of alcohol prior to coming on duty<sup>17</sup>.**

- A major safety consideration, often ignored, is the use of alcohol or illicit or medications while on shore. Such use may become the company's business when it results in impaired performance. For officers and other seafarers some companies specify the number of hours prior to boarding during which alcohol may not be consumed.

**Use of medications which may interfere with work performance.**

- The use of over-the-counter or prescription medications should be addressed. It is important to verify that the medication is being used appropriately to treat a legitimate medical condition and will not constitute a danger to the employee, co-workers, seafarers or the ship.

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<sup>17</sup> The STCW Code recommends prohibiting the consumption of alcohol within 4 hours prior to serving as a member of a watch.

# COMPREHENSIVE SUBSTANCE ABUSE PREVENTION PROGRAMME

## Components of a Prevention Programme

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- Use of illicit drugs.**
- Like alcohol and medications, the use of illicit drugs must be covered in the policy as they affect motor skills and good judgement. In addition, the very fact that these drugs are unlawful in many countries can create a whole different set of problems. Many companies have separate policies regarding illicit drug use, and seafarers need to be aware that even occasional illicit drug use may jeopardise their
- Consequences of violating drug and alcohol use rules.**
- The company needs to clearly indicate the consequences to employees of violating the drug and alcohol policy. Many shipowners have a single strike policy with regard to illicit drug use but may have a more tolerant attitude towards alcohol. If a distinction is made, it should be clearly stated in the policy.
- Consequences of illicit drug possession or drug trafficking.**
- The possession of illicit drugs is a legal violation in many countries. Drug trafficking is treated as a criminal activity in almost all countries and can, in some, result in the death penalty. For example, the Malaysian Dangerous Drugs Act regulates the importation, exportation, manufacture, sale and use of dangerous drugs. Depending on the amount of drugs used, possessed or involved in trafficking, penalties may include fines, whippings, life imprisonment, or death. (DeLancey, M., and Hannan, D., 1994, p205).
  - In view of the potential consequences for the vessel crew and the operating company, any activities related to drug trafficking should be brought to the attention of the appropriate official within the company. For those caught trafficking in drugs, termination of employment and repatriation is the usual result.
- Seafarers with drug and alcohol problems.**
- The substance abuse policy needs to indicate how the company will respond to seafarers with drug or alcohol problems. Defining a drug or alcohol problem in terms of work performance will lessen both the anxiety of the person responsible for the individual and the suspicion of the employee.
- Rehabilitation and re-employment.**
- Issues surrounding the rehabilitation and re-employment of employees/seafarers who have substance abuse problems involve complex questions of responsibility and, in some cases, legal requirements or restrictions. Current information on national laws of the flag State should be obtained and studied. Organizations, which provide assistance or provide treatment and rehabilitation to officers and seafarers, exist in some major ports and localities. However, participation and eligibility may be limited to certain groups.

# COMPREHENSIVE SUBSTANCE ABUSE PREVENTION PROGRAMME

## Components of a Prevention Programme

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In addition, following successful treatment and rehabilitation, eligibility for re-employment needs to be addressed. When treatment and rehabilitation services are available, consequences for seafarers not choosing to participate or who do not successfully complete the programmes should be clearly stated (see Counselling, Treatment & Rehabilitation).

### **Alcohol and drug testing**

- The issue of alcohol and drug testing is very sensitive in all work environments including the maritime industry. Some countries require testing for maritime employees in safety sensitive jobs. Others limit or prohibit testing.

If drug and/or alcohol testing are to form part of a company's programme, the policy statement should clearly specify who will be tested, under what circumstances testing will be conducted, for what drugs testing will be done, the frequency of testing, the kinds of tests, the procedures to be used, and the consequences of a positive test.



# COMPREHENSIVE SUBSTANCE ABUSE PREVENTION PROGRAMME

## Components of a Prevention Programme

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### **P**olicy Awareness

All employees and seafarers should be introduced to and made familiar with the company drug and alcohol abuse policy at training sessions. Training sessions should be conducted by a representative of management (who is well versed on all the provisions of the policy and drug and alcohol prevention programme), through managers carrying out training sessions within their respective departments and by senior personnel visiting ships and, if at all possible, an alcohol and drug expert. Companies should provide a hard copy of the policy to ensure each employee is fully aware of the requirements. In addition to receiving a copy of the policy, it may be helpful for employees to meet with management to discuss and ask questions concerning the policy on an individual basis.

Training sessions should be planned and co-ordinated so as to ensure the maximum numbers of employees are reached in the shortest possible time span. Whenever possible, training and educating shore and sea-going staff should be conducted concurrently when implementing a programme. Ship managers/superintendents should consider holding training sessions during their routine visits to ships. Alternatively, Masters and/or Senior Officers may be called into the shore office to receive training so that they will be able to carry out training of the crew on the ships to which they have been assigned.

New employees or uninitiated seafarers should be introduced to and instructed in the company drug and alcohol abuse policy as part of the induction and familiarisation process.

For the company policy and programme to be successful, it is essential to provide all employees with alcohol- and drug-related information and to plan for and implement on-going education initiatives.

Topics to be covered in training sessions should include the following:

- the company policy and the reasons why the company has a drug and alcohol prevention and assistance programme;
- rules concerning the use of alcohol and drugs on or off duty and the consequences of violating the rules;
- if drug or alcohol testing is part of the company programme, the testing procedures including the procedures for assuring accuracy and confidentiality;
- the consequences of a positive test
- how to get assistance for a drug or alcohol problem including assistance offered by the company, if any, and assistance available through non-company resources;
- the company's position on re-employment after successful completion of treatment and rehabilitation; and
- penalties for drug smuggling and trafficking.

# COMPREHENSIVE SUBSTANCE ABUSE PREVENTION PROGRAMME

## Components of a Prevention Programme

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### **T**rainning Programmes for Management & Senior Ship's Officers

Managers and senior ship's officers are pivotal to the success of any drug and alcohol abuse prevention programme. Top management must be sure that those selected for training understand the policy and are able to explain it to subordinates. Being in direct contact with the workers, managers and senior ship's officers should be able to detect performance problems that may indicate a drug or alcohol related problem and take action when necessary.

Training must be designed and tailored to meet the specific and on-going needs of the company. In addition to the kind of information and education provided, key personnel need additional training to help them meet their responsibilities for implementing the policy and ensuing programme. They should be given more in-depth training in areas such as:

- company policy and documented procedures;
- the impact of drugs and alcohol on company operations, productivity and employee health and safety;
- problem identification and intervention;
- physiological and psychological aspects of drug and alcohol dependence including the potential for contracting HIV/AIDS;
- background on drug and alcohol testing;
- methods of detecting drug and alcohol use (see also Appendix 5);
- national and international laws, conventions, regulations on drug possession, use and trafficking; and
- references contained in ship's medical manuals (crisis management).

It may be necessary to engage the services of an expert outside the company to conduct the non-management topics in the training sessions for managers and senior ship's officers.



Top management must also realise that training is not a one-time event and that refresher training may be required not only to update those already trained but also to train personnel which may have been engaged since the previous training was carried out. Such review should normally come within the scope of the review of the management system.



# COMPREHENSIVE SUBSTANCE ABUSE PREVENTION PROGRAMME

## Components of a Prevention Programme

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### **P**roblem Identification and Intervention

Senior company officers and ship's masters and officers have a legitimate right to initiate corrective actions when an individual's performance declines. If it appears that a personal problem - including the possibility of substance abuse - may be affecting performance, the use of constructive confrontation is one of the most effective ways known to persuade an employee to seek help. However, the supervising officer's responsibility for monitoring job performance and counselling **does not** extend to diagnosing and resolving a personal problem.

As the result of training, management, supervisors and senior officers on board the company's vessels should be able to carry out the following functions:

- develop, document and communicate objective job performance standards;
- observe and document incidents and examples of unsatisfactory work performance or behaviour;
- recognise symptoms of drug or alcohol abuse,
- discuss with employees/seafarers work related problems, determine whether equipment, lack of training or working condition are affecting performance, and work with the employee/seafarer to alleviate any identified problem to the degree possible;
- set appropriate time limits for improvement of performance and inform those involved of the consequences of continued poor performance according to company policy;
- inform the employee of the availability of assistance for personal problems and encourage the use of the resources, emphasising that if the problem is personal, it is the employees/seafarers responsibility to take appropriate action;
- initiate the alcohol and drug testing procedures if required by the company's policy, and
- help individuals re-enter the workplace or return to sea-going employment after treatment and rehabilitation.

Training to identify drug and alcohol abuse problems and how to intervene may take several forms including attending seminars and lectures, the use of films, videotapes, or printed material. In addition, those trained, whether they are on shore or on board, should have direct access to professional personnel who can provide assistance in identifying problems and conducting interventions. A company official in concert with a substance abuse professional experienced in training should conduct training.

# COMPREHENSIVE SUBSTANCE ABUSE PREVENTION PROGRAMME

## Components of a Prevention Programme

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### **C**risis Management

The policy should encourage individuals to voluntarily seek assistance and should provide for the confidentiality and anonymity of the individual to the degree possible.

When crisis situation involving alcohol and/or drugs occurs it needs to be handled in the same way as any other medical condition. Withdrawal from drugs and alcohol can result in rapid development of serious medical problems. In the case of withdrawal from alcohol this can result in death. In the event of a crisis on board, it is critical that ship's officers have direct access to specialised medical personnel trained in dealing with alcohol and drug issues.<sup>18</sup> It is also important that they have available on board appropriate medical supplies and equipment and are trained to use them in response to the specific guidance received from qualified medical personnel.

Senior Managers and ship's officers undergoing training should be trained to recognise drug and alcohol problems and to consult with specialised medical personnel ashore. Ship's masters and senior officers should also be conversant and aware of the contents of the respective ship's medical manual.

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<sup>18</sup> Companies may wish to consider the emergency services provided by the International Radio-Medical Centre in Rome – see Appendix 10.

# COMPREHENSIVE SUBSTANCE ABUSE PREVENTION PROGRAMME

## Components of a Prevention Programme

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### **E**mployee Education

To have a successful drug and alcohol prevention programme, it is essential to provide all employees with alcohol- and drug-related information and to implement on-going education initiatives. Information that may be of assistance would include self-test questionnaires<sup>19</sup>, brochures describing drugs and alcohol and the various physiological and psychological effects of these substances and guides that allow employees to quantitatively determine the affects of alcohol on their health.

A number of key factors determine the long-term impact of an information and education programme:

- the degree of commitment by top management, senior managers, masters and officers and seafarer representatives;
- the duration and scale of an overall campaign;
- the number of officers and seafarers reached;
- the credibility and relevance of the key messages;
- the repetition of messages;
- the use of a variety of methods of communication;
- the availability of programme and self-help material; and
- campaign feedback/progress reviews.

Topics to be covered in an information and education initiative should include the following:

- basic facts on drugs and alcohol and their effects on health;
- how misuse of drugs and alcohol impact on company operations, productivity, employee health and safety;
- how drugs and alcohol affect the family, on board work relationships and the community as a whole;
- the use of self-assessment tools to help individuals identify the status of their drug and alcohol use;
- the relationships between drug and alcohol use and HIV/AIDS and other diseases;
- the dangers and penalties involved in drug trafficking;
- special considerations on crossing national frontiers; and
- examples of accidents that have occurred involving drug and alcohol use.

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<sup>19</sup> Various self-test questionnaires are available. Two examples of such checks employees can carry out include CAGE and MAST (Michigan Alcoholism Screening Test) both may be found at [www.alcoveb.com](http://www.alcoveb.com)

# COMPREHENSIVE SUBSTANCE ABUSE PREVENTION PROGRAMME

## Components of a Prevention Programme

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- Depending on the ports of call, information concerning drug and alcohol laws and regulations will need to be provided to the officers and crew. Company agents or offices in the countries to be visited can provide such information.

Education on coping skills such as stress reduction and interpersonal communication could also be included as part of the education initiatives.

There are many different audiences for information and education initiatives: company executives and managers, shore personnel, ship's officers and seafarers. Each group must be considered and accommodated in terms of;

- language;
- literacy;
- the level of knowledge concerning drug and alcohol issues that participants bring to the sessions;
- the most effective method(s) of learning (e.g. lecture, discussion, role playing, programmed learning, etc); and
- a participant's attention span.

Because of the technical aspects of the topics, the education sessions are best developed and conducted by a substance abuse specialist who has a background in training methodology. Obviously this would mean that education sessions are best conducted on shore during orientation sessions or in maritime colleges or other appropriate institutions. The practical difficulties and cost considerations of providing the same level of education to seafarers are significant but must, nonetheless, be overcome if a programme is to be effective.

In determining audiences and/or delegates, company management should check the training records of employees to determine whether some have already received similar training.

Information can also be made available through the use of posters, leaflets, videotapes and computer-based learning programmes while at sea. However, access to a substance abuse professional should always be provided so office workers and seafarers alike can ask questions and discuss individual problems. Full consideration should be given to distance learning and training utilising email links and the internet that are becoming more available, especially to seafarers.



# COMPREHENSIVE SUBSTANCE ABUSE PREVENTION PROGRAMME

## Components of a Prevention Programme

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### **C**ounseling, Treatment and Rehabilitation

It is important that individuals with drug or alcohol problems have access to counselling, treatment and rehabilitation services. In fact, one of the most effective tools for persuading individuals to seek treatment is the possibility of job loss and consequent loss of earning frequently used to pay for their alcohol and drugs.

The Inter-Regional Meeting of Experts in Geneva in 1992 identified four key concepts inherent in the establishment of company supported rehabilitation programmes:

- company policies should recognise that drug and alcohol dependency are treatable conditions, provided that the individual fully co-operates;
- access to counselling, treatment including relapse prevention therapy, and rehabilitation should be facilitated by the employer;
- counselling, treatment including relapse prevention therapy, and rehabilitation may be provided by the company through a specialised unit separate from supervisory structures or by public or private agencies unconnected with the employer; and
- upon successful completion of a rehabilitation programme or participation in a recognised continuing recovery programme, maritime workers should be entitled to employment or re-employment in the maritime industry.

Because of the multiple jurisdictions that may come into play, there will be many exceptions to the acceptance of the above concepts. However, this should not adversely influence employers from giving serious consideration to implementing a counselling, treatment and rehabilitation scheme.

One of the biggest incentives to seeking help is for individuals to know that employment will not be automatically terminated if they voluntarily seek assistance. Depending on the jurisdiction, companies may be able to re-employ workers who have successfully completed rehabilitation. Employers should consider implementing specific follow-up actions including probationary periods and routine testing of the individual. In some cases, however, it may not be possible to place the rehabilitated individual in or restored to a safety sensitive position.

An obstacle for many individuals is not knowing where or how to seek help. While many shipping companies have formal programmes to provide assistance to employees at their headquarters locations, the availability of assistance in all countries and all ports is not so easily provided. Smaller shipping companies may not have resources to unilaterally provide assistance programmes but such limiting factors should not prevent initiatives being taken. Shipping company communities should, through their various associations, lobby and seek assistance from their respective flag state administrations. The latter, in turn, may seek assistance from other flag state administrations.

# COMPREHENSIVE SUBSTANCE ABUSE PREVENTION PROGRAMME

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The International Committee on Seafarers' Welfare (ICSW), a clearinghouse for information, has developed a new publication: 'International Directory of Port Welfare Services'. This brochure may prove useful to companies and employees in seeking out relevant sources of information covering counselling, treatment and rehabilitation (see Appendix 10).

Seafarers should also be permitted the option of making use of programmes implemented by various organisations concerned with the welfare of seafarers. Information on these programmes can be obtained from the International Christian Maritime Association (ICMA) and the ICSW (see Appendix 10).

Depending on company policy, several options can be exercised when personnel test positive for drugs or alcohol. These options have been outlined in the ITF 'Policy on Drug and Alcohol Abuse' as well as in the 'INTERTANKO Guidelines for Tanker Companies Drug and Alcohol Policies' (see Appendix 6).

Because not all recovering individuals remain "clean and sober", some countries prohibit their future employment in safety-sensitive positions.

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### **D**rug and Alcohol Testing

Drug and alcohol testing in the workplace, despite its increased usage since the late 1980s, remains a sensitive issue with much disagreement among countries, employers and workers concerning if and how testing should be carried out. There are also moral and ethical issues that must be taken into consideration in developing and operating a drug and alcohol testing programme.

The policy decision to include a drug and alcohol testing programme must be fully discussed by a company prior to embarking on the questions concerning the testing programme itself. In considering whether to include drug and alcohol testing, companies should be aware that not all countries require testing to be carried out nor are there common or standard procedures that satisfy those countries which demand such a procedure to be undertaken. In view of the variations of standards companies should establish the legal requirements of those countries likely to be visited by their ships.

Companies should thoroughly investigate the reasons why testing should form part of their prevention programme. The company should consider any legal requirements/restrictions, will a testing procedure act as a deterrent, is there evidence that problem exists or are there other reasons that necessitate the testing for drug and alcohol use.

There are no internationally agreed conventions, laws, regulations or procedures covering testing for drugs and alcohol. Some countries permit while others prohibit testing with requirements varying between countries. Companies should therefore identify the requirements of those countries where business is being carried out or ships visit and develop a programme that satisfies the most stringent standards.

In respect of carrying out tests, companies might wish to consult: '*Guiding Principles on Drug and Alcohol Testing Procedures for Worldwide Application in the Maritime Industry* (Appendix 2) that were developed by a Joint ILO/WHO Committee on the Health of Seafarers and published by the ILO in 1993. The principles contained therein should form the basis of any testing programme. In addition, *Drug and Alcohol Testing in the Workplace: Report of the interregional tripartite experts meeting* which was held in May 1993 in Honefoss, Norway provides much more detailed information which, although not targeted to the maritime industry, provides a broad spectrum of the issues surrounding testing. Many companies have requested and received approval of their testing procedures from foreign countries where crewing agents and seafarers are domiciled, i.e. the Philippines.


Testing for alcohol and drugs is not a simple process. There are many questions on technical issues which must be addressed in the process of implementing and operating a testing programme. For example:

- who will be tested;
- for what drugs will testing be done;
- frequency of testing;
- when will testing be carried out;

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- the specific tests to be used and procedures to be followed;
  - what cut-off levels will be used;
  - actions to be taken in response to a positive test, and
  - precautions to protect privacy and confidentiality.

Companies would be well advised to seek professional advice and assistance in developing their testing programmes to protect the rights and interests of both workers and employers.

It is essential to keep in mind that drug and alcohol testing alone **does not** constitute a workplace substance abuse programme. Testing is one of several useful tools that can assist in the prevention and identification of substance abuse, but it should be undertaken **only** as part of a **comprehensive** programme.



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### **P**rogramme Evaluation

Any substance abuse programme should become an integral element of a company's management system. Periodically therefore, it is good idea to review the drug and alcohol abuse prevention programme to determine whether or not it is fulfilling its intended purpose. If feedback and information (obtained by the use of management system evaluation tools) indicate that adjustments are needed, appropriate modifications can be made. Companies with certified ISM Code or ISO 9000 based management systems will be familiar with evaluation and review procedures, in particular review of the procedure through internal audit and the management review process.

Areas for review and evaluation include:

- compliance with national laws and regulations: laws and regulations which change continually;
- the introduction of new or amended education and training materials;
- intervention methodologies;
- testing protocols;
- treatment and rehabilitation methodologies and services;
- employees use of programmes provided by the company, and
- possible contribution of programme to improved individual health, reduced accident and absenteeism rates and increased productivity or changes in other related indicators.

Evaluation methodologies range from rigorous to informal. The approach to be used by any company will depend on the resources available, the perception of programme's effectiveness and, perhaps, the need to develop cost-benefit information. In all cases, feedback from top management (including human resource management, medical and safety and health personnel), masters/officers and seafarers and their representatives should be solicited.

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