MINUTES
OF THE
121ST SESSION
OF
THE GOVERNING BODY

GENEVA, 3-6 MARCH 1953
CONTENTS

Persons Attending the Session .................................................. 7

FIRST SITTING

Opening of the Session .................................................................. 9
Report of the Director-General (Fifteenth Item on the Agenda) .......... 9
Sixth Supplementary Report: Chairmanship of the Governing Body .... 9
Messages of Sympathy to States Members of the Organisation .......... 11
Approval of the Minutes of the 120th Session (First Item on the Agenda) .......................................................... 11
Report of the Technical Meeting on the Protection of Young Workers in Asian Countries in Relation to Their Vocational Preparation (Second Item on the Agenda) ...................................................... 12
Report of the Meeting of Experts on Productivity in Manufacturing Industries (Third Item on the Agenda) .................. 13

SECOND SITTING

Report of the Meeting of Experts on Productivity in Manufacturing Industries (Third Item on the Agenda) (continued) ............. 18
Order of Business ......................................................................... 18
Report of the Latin American Manpower Technical Conference (Lima, 1-13 December 1952) (Fourth Item on the Agenda) ........ 18
Report of the Meeting of Experts on the Prevention and Suppression of Dust in Mining, Tunnelling and Quarrying (Geneva, 1-17 December 1952) (Fifth Item on the Agenda) .................. 21

THIRD SITTING

Report of the Committee on Standing Orders and the Application of Conventions and Recommendations (Eleventh Item on the Agenda) .................................................. 26
Application of Conventions and Recommendations ....................... 26
Standing Orders .......................................................................... 26
Composition of the Joint Maritime Commission .......................... 26
Desirability of Including in the Standing Orders of the Conference a Provision Laying Down, if Necessary, a Procedure Permitting the Submission of a Motion for the Reconsideration of a Vote .................................................. 26
Insertion, in the Standing Orders of Industrial Committees, of a Provision concerning the Representation of International Non-Governmental Organisations ......................................... 26
Revision of the Rules concerning the Powers, Functions and Procedure of Regional Conferences ................................. 26
Procedure for the Examination of Complaints ............................... 28
Report of the Director-General (Fifteenth Item on the Agenda) (continued): ........................................................................ 28
I. Obituary ...................................................................................... 28
II. Composition of the Governing Body .......................................... 28
III. Progress of International Labour Legislation ......................... 28
IV. Publications ............................................................................ 28
V. Communication to the Governing Body .................................... 28
First Supplementary Report: Date of the Annual Session of the International Labour Conference ................................. 28
Second Supplementary Report: Non-Metropolitan Territories: Third Session of the Committee of Experts and Priorities in Programme of Work .................................................. 28
Third Supplementary Report: Composition of the Joint Maritime Commission .......................................................... 30
Report of the Committee on Standing Orders and the Application of Conventions and Recommendations (Eleventh Item on the Agenda) (continued) .................................................. 31
Composition of the Joint Maritime Commission .......................... 31
Report of the Director-General (Fifteenth Item on the Agenda) (continued): ........................................................................ 31
Fourth Supplementary Report: Convocation and Agenda of the Second Session of the Committee of Experts on Indigenous Labour .................................................. 31
Fifth Supplementary Report: The Question of an African Field Office and Other Matters relating to African Activities 32
Seventh Supplementary Report: Proposal for the Amendment of Article 19, Paragraph 2, of the Constitution (Submitted by Mr. C. E. Shaw) .................................................. 33
Eighth Supplementary Report: Regional Activities of the I.L.O. ........................................................................ 33

FOURTH SITTING (Private)

Reports of the Financial and Administrative Committee (Seventh Item on the Agenda) .................................................. 34
Report of the Allocations Committee (Eight Item on the Agenda) .... 34

FIFTH SITTING

Report of the Director-General (Fifteenth Item on the Agenda) (continued): .......................................................... 35
Declaration of Loyalty by Mr. Yalden-Thomson and Mr. Wheeler .... 35
Sixth Sitting

Report of the Committee on Freedom of Association (Sixth Item on the Agenda) (continued):
Sixth Report .......................................................... 40
General Discussion (continued) .................................. 40
Discussion of Particular Cases Mentioned in the Report ..... 45
Composition of Committees (Fourteenth Item on the Agenda) .... 48

Seventh Sitting

Report of the Subcommittee of the Committee on Industrial Committees (Ninth Item on the Agenda) .... 50
Report of the Committee on Industrial Committees (Tenth Item on the Agenda):
I. Advisory Committee on Salaried Employees and Professional Workers: Performers’ Rights .... 50
II. Inland Transport Committee: Questions Arising from the Fourth Session .......... 50
Clauses on Conditions of Employment of Motor Vehicle Drivers for Insertion in the Standard Set of Rules Applicable to Operators Engaging in the Commercial Transport of Passengers and Goods by Road in International Traffic in Europe ........ 50
III. Fourth Session of the Textiles Committee ........ 50
IV. Requests for the Establishment of New Industrial Committees .......... 50
V. Requests for Membership of the Industrial Committees and of the Advisory Committee on Salaried Employees and Professional Workers .......... 51
VI. Programme of Meetings: Agenda of the Fifth Session of the Metal Trades Committee .......... 51
VII. Other Questions .......... 51
Communication from the Miners’ International Federation regarding the Proposed Tripartite Conference concerning the Co-ordination of Social Security Schemes for Miners in Europe .......... 51

Report of the Technical Assistance Committee (Twelfth Item on the Agenda) .......... 51
Report of the International Organisations Committee (Thirteenth Item on the Agenda) .......... 51
Programme of Meetings (Sixteenth Item on the Agenda) .......... 51
Appointment of Governing Body Representatives on Various Bodies (Seventeenth Item on the Agenda) .......... 51
I.L.O. Delegation to the 7th Session of the General Assembly of the United Nations .......... 51
Date and Place of the 122nd Session (Eighteenth Item on the Agenda) .......... 51
Order of Business of the Conference .......... 51
Closing of the Session .......... 51

Appendices

APPENDIX I. Agenda .......... 55
APPENDIX II. Report of the Technical Meeting on the Protection of Young Workers in Asian Countries in relation to Their Vocational Preparation (Kandy, 1-10 December 1952) (Second Item on the Agenda) .......... 56
Practical Methods of Increasing Productivity in Manufacturing Industries .......... 59
Recommendations concerning Future Studies and Activities of the I.L.O. in the Field of Productivity .......... 59
Appendix. Recommendations concerning Future Studies and Activities of the I.L.O. in the Field of Productivity .......... 60
APPENDIX IV. Record of the Latin American Manpower Technical Conference (Lima, 1-13 December 1952) (Fourth Item on the Agenda) .......... 63
Annex. Record of the Latin American Manpower Technical Conference .......... 64
APPENDIX V. Report of the Meeting of Experts on the Prevention and Suppression of Dust in Mining, Tunnelling and Quarrying (Geneva, 1-17 December 1952) (Fifth Item on the Agenda) .......... 71
APPENDIX VI. Report of the Committee on Freedom of Association (Sixth Item on the Agenda) .......... 73
APPENDIX VII. Reports of the Financial and Administrative Committee (Seventh Item on the Agenda) .......... 74
APPENDIX VIII. Report of the Allocations Committee (Eighth Item on the Agenda) .......... 75
APPENDIX IX. Report of the Subcommittee of the Committee on Industrial Committees (Ninth Item on the Agenda) .......... 76
APPENDIX X. Report of the Committee on Industrial Committees (Tenth Item on the Agenda) .................. 77

I. Advisory Committee on Salaried Employees and Professional Workers: Performers' Rights ............ 77
II. Inland Transport Committee: Questions Arising from the Fourth Session .............................. 78
III. Fourth Session of the Textiles Committee .................................................. 78
IV. Requests for the Establishment of New Industrial Committees ........................................... 79
V. Requests for Membership of the Industrial Committees and of the Advisory Committee on Salaried Employees and Professional Workers ....................................................... 79
VI. Programme of Meetings ................................................................. 79
VII. Other Questions ................................................................. 80

APPENDIX XI. Report of the Committee on Standing Orders and the Application of Conventions and Recommendations (Eleventh Item on the Agenda) .................. 81

I. Periodical Reports on the Working of Conventions .................................................. 81
II. Desirability of Revising the Wages, Hours of Work and Manning (Sea) Convention (Revised), 1949 (No. 93) ........................................................................................................ 81
III. Application of the Hours of Work (Industry) Convention, 1919 (No. 1) to Transport Workers, Especially in Countries of Africa and Asia .................................................. 82
IV. Question of the Ratification of Conventions Nos. 33 and 60 on Minimum Age (Non-Industrial Employment) ................................................................. 82
V. Question of the Right of New States Members to Make Use of Exceptions Authorised by Certain Conventions for Certain States Members .................................................. 82
Standing Orders:

VII. Composition of the Joint Maritime Commission .................................................. 82
VIII. Desirability of Including in the Standing Orders of the Conference a Provision Laying Down, if Necessary, a Procedure Permitting the Submission of a Motion for the Reconsideration of a Vote ................................................................. 83
IX. Insertion in the Standing Orders of Industrial Committees of a Provision concerning the Representation of International Non-Governmental Organisations .................................................. 83
X. Revision of the Rules concerning the Powers, Functions and Procedure of Regional Conferences ........................................................................................................ 83
XI. Procedure for the Examination of Complaints (Articles 26 to 34 of the Constitution) ........ 85

APPENDIX XII. Report of the Technical Assistance Committee (Twelfth Item on the Agenda) ........ 86

APPENDIX XIII. Report of the International Organisations Committee (Thirteenth Item on the Agenda) .................. 89

APPENDIX XIV. Composition of Committees (Fourteenth Item on the Agenda) .................. 90

APPENDIX XV. Report of the Director-General (Fifteenth Item on the Agenda):

I. Obituary: Senator Elbert D. Thomas ................................................................. 91
Mr. D. Christie Tait ................................. 91
Dr. G. Fauquet ................................ 91

II. Composition of the Governing Body ................................................................. 91

III. Progress of International Labour Legislation ................................................................. 91
IV. Publications ................................................................. 92

V. Communication to the Governing Body ................................................................. 91

First Supplementary Report: Date of the Annual Session of the International Labour Conference 92
Second Supplementary Report: Non-Metropolitan Territories: Third Session of the Committee of Experts and Priorities in Programme of Work ................................................................. 93

Third Supplementary Report: Composition of the Joint Maritime Commission ........ 95
Fourth Supplementary Report: Convocation and Agenda of the Second Session of the Committee of Experts on Indigenous Labour ................................................................. 96
Fifth Supplementary Report: The Question of an African Field Office and Other Matters Relating to African Activities ................................................................. 96
Sixth Supplementary Report: Chairmanship of the Governing Body .................. 98
Seventh Supplementary Report: Proposal for the Amendment of Article 19, Paragraph 2, of the Constitution .... 98
Eighth Supplementary Report: Regional Activities of the I.L.O. ....... 98

APPENDIX XVI. Programme of Meetings (Sixteenth Item on the Agenda) .................. 99

APPENDIX XVII. Appointment of Governing Body Representatives on Various Bodies (Seventeenth Item on the Agenda) .................. 100

APPENDIX XVIII. Date and Place of the 122nd Session (Eighteenth Item on the Agenda) ........ 101

APPENDIX XIX. Alphabetical List of Persons Attending the Session .................. 102

INDEX ................................................................. 105
The Governing Body of the International Labour Office

MINUTES OF THE 121ST SESSION

The 121st Session of the Governing Body was held at the International Labour Office, Geneva, from Tuesday 3 to Friday 6 March 1953.

The Governing Body was composed as follows:

Chairman: Mr. García Oldini.

Government group:
Belgium: Mr. Fafchamps.
Brazil: Mr. de Macedo Soares.
Canada: Mr. McLaren.
Chile: Mr. Díaz Casanueva.
China: Mr. Tuan.
Finland: Mr. Wuori.
France: Mr. Ramadier.
India: Mr. Subramanian.
Iran: Mr. Esfandiary.
Italy: Mr. Ago.
Mexico: Mr. Paz.
Pakistan: Mr. Quraishi.
Portugal: Mr. Fernandes.
United Kingdom: Mr. Veysey.
United States: Mr. Kaiser.
Venezuela: Mr. Montoya.

Employers' group:
Mr. Campanella.
Mr. Conchello (substitute for Mr. Yllanes Ramos).
Mr. Gemmill.
Mr. Pons.
Mr. C. E. Shaw.
Sir Richard Snedden.
Mr. Tata.
Mr. Waline.

Workers' group:
Mr. Ali.
Mr. Delaney.
Mr. Isánez.
Mr. Jouhaux.
Mr. Möri.
Mr. Roberts.
Mr. Shastri.
Mr. Solvén.

The following deputy members, or their substitutes, were present:

Government group:
Australia: Mr. P. Shaw.
Burma: Mr. Maung Maung Toe.
Colombia: Mr. González Barros.
Greece: Mr. Hadji Vassiliou.
Norway: Mr. Òrnes.
Switzerland: Mr. Kaufmann.

Employers' group:
Mr. Bergenström.
Mr. Bulić.
Mr. Fennema.
Mr. Ghayour.
Mr. Kuntschen.
Mr. Taylor.
Mr. Weinberger.

Workers' group:
Mr. Cofiño.
Mr. De Bock.
Mr. Pastore.
Mr. Pequeno.
Mr. Vermeulen.

The following representatives of States Members of the Organisation were present as observers:
Argentina: Mr. Roncarolo.
Costa Rica: Mr. Donnadieu.
Japan: Mr. Ebizuka.

The following representatives of other international governmental organisations were present:

United Nations:
Mr. Pelt.
Mr. Gros.
Mr. Ménzies.
Mr. Manheimer.

Food and Agriculture Organisation:
Mr. Sinard.
Mrs. Dillon.

United Nations Educational, Scientific and Cultural Organisation:
Mr. Akrawi.
World Health Organisation:
MRS. T. C. JARVIS.

Interim Commission of the International Trade Organisation:
Mr. ROYER.
Mr. ROTH.

Intergovernmental Committee for European Migration:
Mr. GRIERSON-RICKFORD.
Miss BAVERSTOCK.

Council of Europe:
Mr. TENNFJORD.

The following representatives of international non-governmental organisations were present as observers:

International Confederation of Free Trade Unions:
Mr. PATTEET.

International Federation of Christian Trade Unions:
Mr. TESSIER.
Mr. EGGERMANN.
Mr. KREEFTMEYER.

International Co-operative Alliance:
Dr. BOSON.

International Organisation of Employers:
Mr. EMERY.

International Federation of Agricultural Producers:
Mr. SAVARY.

There were also present:
Mr. MORSE, Director-General of the International Labour Office.
Mr. RENS, Deputy Director-General.
Mr. RAO, Assistant Director-General.

Mr. JENKS, Assistant Director-General.
Mr. ALVARADO, Assistant Director-General.
Mr. MORELLET, Assistant Director-General.
Mr. YALDEN-THOMSON, Assistant Director-General.
Mr. WHEELER, Treasurer and Financial Controller.
Mr. JOHNSTON, Special Adviser to the Director-General.
Mr. LAFRANCE, Special Adviser to the Director-General.
Mr. L'HOMMELAIS, Chief of the Official Relations Division.

Mr. ARENA, accompanying Mr. PASTORE.
Mr. BELL, accompanying Mr. ROBERTS.
Mr. BELLINGHAM-SMITH, accompanying Sir Richard SNEEDDEN.
Mr. CALLEA, accompanying Mr. AGO.
Mr. EMERY, secretary of the Employers' group.
Mr. GóMEZ JARAMILLO, substitute for Mr. GONZÁLEZ BARROS.
Mr. GOULET, substitute for Mr. McLAREN.
Mr. HAUCK, substitute for Mr. RAMADIER.
Mr. de HULSTER, accompanying Mr. WALINE.
Mr. LAGASSE, accompanying Mr. EMERY.
Mr. MCLARENTHWAITH, accompanying Mr. McLAREN.
Mr. MCHI-ONO, accompanying Mr. CAMPANELLA.
Mr. MULLIKEN, accompanying Mr. KAISER.
Mr. PERSONS, accompanying Mr. KAISER.
Mr. ROCQUE DA MOTTA, accompanying Mr. DE MACEDO SOARES.
Mr. SINGLETON, accompanying Mr. VEYSEY.
Mr. de SOUZA E SILVA, accompanying Mr. DE MACEDO SOARES.
Miss STEMBERG, accompanying Mr. FAFCHAMPS.
Mr. TENNANT, accompanying Mr. VEYSEY.
Mr. VAN METER, accompanying Mr. C. E. SHAW.
Mr. VERSCHUEREN, accompanying Mr. FENNEMA.
Mr. WALLIN, accompanying Mr. FAFCHAMPS.
Mr. WEIBEZAHN-MASSIANI, substitute for Mr. MONToya.
Miss WHEATLEY, accompanying Mr. VEYSEY.
Mr. WILLIAMS, accompanying Mr. McLAREN.
MINUTES OF THE FIRST SITTING

(Tuesday, 3 March 1953—10.15 a.m.)

The Governing Body was composed as follows:

Chairman: Mr. Jouhaux, followed by Mr. Garcia Oldini.

Mr. Ago, Mr. Ali, Mr. Campanella, Mr. Conchello, Mr. Delaney, Mr. Diaz-Casanueva, Mr. Esfandiary, Mr. Fafchamps, Mr. Fernandes, Mr. Gemmill, Mr. Ibáñez, Mr. Jouhaux, Mr. Kaiser, Mr. de Macedo Soares, Mr. McLaren, Mr. Montoya, Mr. Móri, Mr. Paz, Mr. Pons, Mr. Quraishi, Mr. Ramadier, Mr. Roberts, Mr. Shastri, Mr. C. E. Shaw, Sir Richard Snedden, Mr. Sölvén, Mr. Subramanian, Mr. Tafra, Mr. Tuan, Mr. Veysey, Mr. Waline, Mr. Wuori.

Opening of the Session

Fifteenth Item on the Agenda

Report of the Director-General

Sixth Supplementary Report

Chairmanship of the Governing Body

The Chairman (Mr. Jouhaux) said that for the first time the Governing Body was required to elect a new Chairman before the Chairman it had previously elected had completed his term of office. This procedure was unusual and contrary to tradition, and it must not be regarded as a precedent. When the Governing Body had expressed its confidence in one of its members by electing him as Chairman, not only because of his nationality but also because of his personal qualifications, it was proper that that person should be able to complete his term of office without interruption. If this were not the case the Governing Body would no longer have full control over the application of its own Standing Orders.

Mr. de Macedo Soares said that under the Standing Orders the Governing Body was required to elect a new Chairman for the remainder of the current term of office to replace Mr. Fernando Cisternas who had been transferred by the Government of Chile to another post.

The Government group had requested him to submit to the Governing Body the candidature of a person who had already made a very useful contribution to the work of the Organisation in the past, and who was now again representing his country on the Governing Body, namely, Ambassador Fernando García Oldini, representative of the Government of Chile in Switzerland and a man who was highly qualified to hold the office of Chairman.

As early as 1919 Mr. García Oldini had given proof of his ability as a writer and journalist by publishing a collection of poems and literary and musical criticism and by contributing to a number of reviews and periodicals, including the great newspaper La Nación. In 1925, as a member of the Democratic Party, he had taken part in the Constituent Assembly which had drafted the present Constitution of Chile. He had been appointed consul in Geneva and had entered at once into contact with the International Labour Office, taking a special interest in questions of political economy and social welfare. After representing his country at the Spanish-American exhibition in Seville he had held the office of Minister of Labour in his country from 1932 to 1934.

He had then become Chilean Minister in Switzerland, Austria and Hungary, a member of the Chilean delegation to the League of Nations and permanent delegate to the I.L.O., and had been appointed Director of the Political Department before becoming a member of the Governing Body of the I.L.O. in 1937. It was he who had been responsible for the initiative of the Regional Conferences of American States Members of the International Labour Organisation, the first of which was held in Santiago de Chile in 1936.

After holding a number of important posts both at home and in the international field, Mr. García Oldini had become Minister of Labour for the second time in 1950 and subsequently Director of the Political Department in the Ministry of External Affairs, Under-Secretary for External Affairs, and finally Minister of State in the Cabinet of President González Videla.

Although the Chairman of the Governing Body was of course chosen for his individual qualifications, it was appropriate to mention that apart from his eminent personal qualities Mr. García Oldini was of the same nationality as Mr. Cisternas. Thus the honour which had been conferred on Chile when the Governing Body had elected a Chilean to the chairmanship would not be interrupted before the expiry of the normal term of office of the Chairman if Mr. García Oldini were elected.

In presenting the candidature of Mr. García Oldini he felt that he was making a useful contribution to the work of the I.L.O., which was a model institution working to promote social justice and world peace with an admirable team spirit under the guidance of its dynamic Director-General. It was a particular pleasure to him to submit this candidature personally as well as on behalf of the Government group because Mr. García Oldini was one of his former colleagues, whose brilliant career he had followed with affection and sympathy. He was sure that the eminent personal qualities of Mr. García Oldini, together with his long experience of the Constitution, Standing Orders and machinery of the I.L.O. and of labour problems in general, fitted him admirably for the high post of Chairman of the Governing Body.

Mr. Ramadier supported the nomination of Mr. García Oldini on behalf of the French Government. His Government was aware of the eminent
Mr. Montoya, both personally and on behalf of his Government, supported the nomination of Mr. García Oldini which had been put forward in so convincing a fashion by Mr. de Macedo Soares. He believed that he expressed the view of the other representatives of the Latin American countries in saying that they welcomed this nomination most sympathetically.

Mr. Roberts said that the question of the chairmanship of the Governing Body had given great concern to the Workers' group, which was jealous of the prerogatives and rights of the Governing Body and deprecated very strongly that any government should change its representative when that representative had been elected Chairman of the Governing Body, thus casting a reflection on the prestige of the Organisation. His group also believed that in such circumstances a government should not normally expect its new representative to succeed to the chairmanship.

He emphasised that this was the attitude which had consistently been taken by the Workers' group, which considered that it had equal rights with the Government group in determining the choice of the Chairman of the Governing Body. At the same time he wished to make it clear that his remarks implied no personal reflection on Mr. García Oldini, since the Workers believed that he was admirably fitted for the chairmanship and were prepared to support his nomination. His group hoped that Mr. García Oldini would be elected unanimously but stressed that it supported his candidature because of his personal qualifications and not because he was a Chilean, because he came from a Latin American country, or because he was of the same nationality as his predecessor.

He was sure that Mr. García Oldini would understand the views of the Workers' group and would appreciate that they implied no personal reflection upon him.

Mr. Waline associated the Employers' group with the observations made by Mr. Jouhaux and Mr. Roberts. The unfortunate situation which had arisen was no doubt the result of the tripartite character of the Organisation, and of the fact that the Governing Body included both members elected as individuals by the electoral colleges of employers and workers and also members who received their mandate from their own government. When a member of the Government group was elected Chairman, he received a personal mandate from the Governing Body, and the present difficulty resulted from a conflict between two mandates which had different origins. It was clearly desirable that governments should endeavour to confine to a minimum the number of cases of this kind.

In such circumstances the Governing Body was obviously perfectly free to choose its new Chairman from among any of its members. In the Government group there was however a tradition of rotation in the chairmanship, and a proposal had been presented in accordance with this tradition which appeared to be supported by all the governments. Consequently the best solution seemed to be to accept this proposal, but he wished to emphasise that if the Employers' group also supported Mr. García Oldini's candidature very sincerely it was because he genuinely possessed the qualities expected of a Chairman of the Governing Body. Personally he had had the opportunity of seeing Mr. García Oldini at work at the Conference and on the Governing Body and he was sure that he possessed the necessary experience for the chairmanship.

While emphasising the fact that this appointment should not constitute a precedent, therefore, he welcomed with great pleasure the nomination of Mr. García Oldini as Chairman of the Governing Body and hoped that he would be elected unanimously.

Mr. Esfandiary, on behalf of the Iranian Government, supported the nomination of Mr. García Oldini which was an honour both to himself and to the countries of Latin America.

Mr. García Oldini was unanimously elected Chairman of the Governing Body for the remainder of the current term of office.

(Mr. García Oldini then took the Chair.)

The Chairman (Mr. García Oldini) appreciated that the circumstances of his election were unusual, and thought that it might be desirable at some future time to consider the reasons for which such a situation could arise.

Although his name had been mentioned in such flattering terms, the great honour which had been conferred upon him was directed mainly to his country and to the great family of Latin American nations, which he hoped would continue to make its valuable contribution to the life and peace of the world. He was particularly grateful to Mr. de Macedo Soares for the very kind words with which he had submitted his candidature. It was not without some sense of sadness that he had heard the reference to the time when he had been 20 years old and to his poetic ambitions; one would willingly relinquish all that life had since brought in order to recapture that time, but life went on and one must meet the duties that it imposed. He had had the opportunity of travelling a great deal, of getting to know the suffering of the humble, of understanding the difficulties involved in solving labour problems and of finding out that there was in the world an organisation which was endeavouring to overcome these difficulties and to create a new atmosphere in which love and happiness would replace suffering and hatred.

He had also had the opportunity of appreciating the persistent labours of the International Labour Office which had succeeded in overcoming difficulties that often seemed invincible. At a time when the great voice of Briand had been raised in the League of Nations to proclaim the need for peace among men, Albert Thomas had appealed earnestly for another kind of peace which was equally essential for the progress of humanity. He had been a great driving force, and other men had followed him who had all devoted their best efforts to the common task. It would be appropriate at some future time to study their work closely, as administrators of the Office and in the Governing Body, and to record the names of those who deserved a place in history as the apostles of justice, peace and truth.

Now that he had himself been called upon to continue this noble work he could not but feel his unworthiness. His own talents would be inadequate to follow the path laid down by his predecessors, but he knew that he could rely on the wisdom,
the kindness and the determination of his colleagues in order to ensure that the work of the Governing Body should make steady progress towards the attainment of the objectives and ideals of the Organisation. His great ambition would be that those who came after him, when remembering the names of his colleagues and himself, should be able to say as he now said of his predecessors: “They did their work well.”

Mr. Pons wished, as a Latin American, to pay tribute to Mr. Fernando Cisternas, the former Chairman of the Governing Body, whose term of office had been prematurely interrupted but who had carried on the tradition established by Mr. Alvarado in 1947 as first Latin American Chairman of the Governing Body. As the new Chairman had stated, all those who came from the Latin American countries contributed their friendly co-operation to the I.L.O., and during his brief term of office Mr. Cisternas, thanks to his ability and to his untiring efforts, had shown what those countries could do for the I.L.O.

MESSAGES OF SYMPATHY TO STATES MEMBERS OF THE ORGANISATION

The Chairman said that three of the States Members of the International Labour Organisation had recently been stricken by a terrible disaster. Unprecedented storms at the time of the high tides in the North Sea had broken the dykes and caused floods which had ravaged the coasts of the Netherlands and Belgium and the east coast of England. The list of the known victims of the catastrophe had grown longer day by day and the inhabitants of the coastal regions on the North Sea had lived in anguish for several weeks in fear of a recurrence of the disaster, which had fortunately been avoided thanks to the vigilance of the governments of the countries concerned and to the generous international assistance afforded.

He was certain that all the members of the Governing Body would wish him to express to the representatives of the United Kingdom, the Netherlands and Belgium the sincere sympathy and condolences of the Governing Body on the occasion of this international disaster which had fallen most heavily on the hardworking local inhabitants who had been engaged for centuries in the struggle to protect their land from the sea.

Another of the States Members represented on the Governing Body had also suffered a cruel blow since the last session. In North-Eastern Iran an earthquake had ravaged the region of Chahroud and had caused the loss of nearly 1,000 lives as well as a very large number of injuries. He was sure that the Governing Body would wish to express its heartfelt sympathy to its members from Iran.

He suggested that the Governing Body should request the Director-General to convey a message of sincere sympathy on its behalf to the Governments of Belgium, Iran, the Netherlands and the United Kingdom.

Mr. Veysey thanked the Chairman very warmly for his expression of sympathy on behalf of the Governing Body to the various countries, including the United Kingdom, which had suffered from the disastrous floods caused by the tempest in the North Sea. In his own country considerable areas of the east coast had been inundated, with a severe loss of life and destruction of the homes of many families. It was comforting to record that all classes of the community had rallied together and collaborated in the work of immediate relief and of the restoration of the devastated areas. The disaster had been far worse in Belgium and the Netherlands. He wished to express his appreciation of the practical sympathy and help shown by other countries on this occasion, and he was sure that his country would be most grateful for the expression of sympathy voiced by the Chairman on behalf of the Governing Body.

Mr. Falcamps, on behalf of the Governments and of the Workers’ representatives of Belgium and the Netherlands, expressed his deep appreciation of the sentiments voiced by the Chairman on behalf of the Governing Body as a whole. The very moving spirit of solidarity shown in connection with this disaster was a proof of the generosity and humanitarian sentiments to be found among all nations. The spontaneous help which had come from all quarters of the globe had done a great deal to comfort those who had suffered from the disaster.

Mr. Fennema, on behalf of the Employers of the Netherlands and Belgium, thanked the Chairman for his kind words of sympathy in connection with the floods from which several of the Western European countries had suffered so much. His countrymen had been sincerely moved by the spontaneous international assistance they had received. They had had the impression that something had changed in the world since the last war and had not been prepared for so many signs of friendship and assistance, not only in words but in money, in goods sent by aeroplane from all over the world, and in the granting of priority for migrants going to New Zealand, Australia, the United States and Canada. It was important that the Governing Body, which worked for international collaboration and might sometimes have doubts whether any progress had been made, should appreciate the extent of the international solidarity which had been shown on this occasion.

Mr. Esfandiary thanked the Governing Body very warmly for the sympathy expressed by the Chairman for the sufferings of the Iranian people. In such tragic times these expressions of sympathy were particularly comforting, and he took the opportunity of expressing the gratitude of Iran to all those countries which had demonstrated their sympathy and provided help.

The Governing Body expressed its deep sympathy to the representatives of Belgium, Iran, the Netherlands and the United Kingdom in connection with the disasters recently suffered by their countries, and requested the Director-General to send a message of sincere sympathy on its behalf to the governments of the countries concerned.

FIRST ITEM ON THE AGENDA

Approval of the Minutes of the 120th Session

Mr. Tuan recalled that after the 117th Session the Office had circulated to the members of the Governing Body a brief summary of the decisions taken at that session. At the 118th Session, Mr. Wallin had congratulated the Office on this innovation, but no similar document had since been distributed. He wondered whether this practice could not be resumed and a preliminary and summary record of decisions circulated to members of
the Governing Body which would be of service to them in making their reports to those whom they represented.

The Director-General said that he had abandoned the distribution of this document as part of his efforts to meet the demands for economy made by the Governing Body. In view of the financial stringency confronting him he had felt it necessary to suspend the distribution of this document as he might find it necessary to suspend others, but he did not think that in the present case any very great inconvenience to the members of the Governing Body was involved.

The Governing Body approved the minutes of its 120th Session subject to any corrections which might be communicated by members before 14 March 1953.

SECOND ITEM ON THE AGENDA

Report of the Technical Meeting on the Protection of Young Workers in Asian Countries in Relation to Their Vocational Preparation

Mr. Tata did not wish to belittle the work that had been done, or the interest that the I.L.O. had shown in Asian countries; in reading this report, however, he had been disappointed to find only fundamental postulates which were generally known and which were not peculiar to Asia but might apply equally well to South America or Africa. The conclusions were based on the experience on the subject acquired in other regions, and it did not seem necessary that a special meeting should have been called in Kandy. A few experts from the Office or from the Bangalore Field Office could easily have produced a voluminous report on the question on the basis of principles which were already known. What was needed at present was not mere documentation but demonstration and action. The I.L.O.'s work on technical assistance was extremely useful, and instead of submitting the question to a conference, more lasting effects could be secured by instructing the I.L.O. Field Office in Asia to give a demonstration of the application of the principles laid down in the document under consideration that would have been particularly valuable for the economically backward sectors of the underdeveloped countries. He emphasised that on a subject of this kind practical action was more useful than documentation and he thought that the time had now come to organise a practical plan for the implementation of the recommendations made at the Kandy meeting.

Mr. Shastri did not see why Mr. Tata should be disappointed at the conclusions of the meeting. He had complained that the recommendations contained in the report were of a general character and might apply to any other region of the world, but while this might be true in respect of certain conclusions of a basic nature a careful perusal of the document would show that the special features of Asian countries had been taken fully into account. Thus, the experts had borne in mind the restricted resources with which Asian countries had to work and had emphasised that the increasing population in Asia had been a great handicap to progress in this sphere. Personally he thought that many of the recommendations made by the meeting could be applied only very slowly, but in most cases the governments of the countries concerned might begin to adopt appropriate measures immediately.

He appealed to the Employers not to confine themselves to criticism but to show more constructive co-operation in dealing with the various problems involved. Instead of questioning the value of the work done by the meeting it would be more appropriate to express appreciation of the important services it had rendered. If its conclusions were implemented effectively by those concerned he had no doubt that they would go a long way towards solving the problems of young workers and promoting the all-round economic development of the Asian countries.

Mr. Quraishi thought that the meeting had done good work and that criticism of the results it had achieved would be likely to delay the solution of a problem which was acute in Asian countries. So far some countries had paid very little attention to the situation of young workers, and therefore it had been absolutely necessary, in his view, for a meeting such as that held in Kandy to deal with this fundamental problem and to seek an effective solution. It was no argument against the effectiveness of the conclusions reached to say that they were applicable to other countries as well. A careful examination of the document would show how important its recommendations really were.

He drew attention to paragraph 7 (i), in which it was stated that elementary or primary education should be provided for all children and that wherever possible there should be full-time education up to the age of 14. At the present time no country in Asia, with one possible exception, had a system of primary education for all children below the age of 14, and only public opinion could demand that such a system should be provided at the cost of the State. Similarly, it was also necessary, as was stated in paragraph 7 (ii), to give a practical bias to primary education, and the more emphasis was laid on this need the better chance would the children have of receiving vocational training and technical education and apprenticeship.

It might have been expected that the Employers' representatives would welcome the conclusions reached by the meeting. He hoped that the governments of the Asian countries would take note of the recommendations contained in paragraph 7 and gave an assurance that his own Government would do its best to apply them.

Mr. Tata was afraid that his remarks had been misunderstood, and did not think that he could be accused of lacking interest in the conditions in Asian countries and of failing to appreciate the efforts of the I.L.O. Nevertheless, he still maintained that there was nothing very new in the statement that elementary or primary education should be provided for all children and that this education should have a marked practical bias, and many countries were already aiming at this objective.

Similarly, the statement that financial and other help should be provided if necessary to encourage suitable young persons to take advantage of the existing facilities for vocational training and technical education, and that advice and help needed by young persons entering employment should be provided by teachers and by employment services, was merely a repetition of principles which were already being applied to the fullest possible extent.

It was true that the meeting in Kandy had had the effect of stimulating public opinion. It was a good thing to assemble representatives of the various Asian countries and so to stimulate interest in
problems relating to young persons, and from that point of view the meeting had no doubt been valuable. Nevertheless he still thought that for the underdeveloped countries of Asia it would be much better to try out these principles rather than to reformulate principles which were already well known; even if this were done on a small scale in the beginning the results would soon spread through the countries concerned.

The Governing Body took note of the report of the Technical Meeting on the Protection of Young Workers in Asian Countries in Relation to Their Vocational Preparation, and of the Director-General's intention to embody the report in the general report to be prepared on the third item on the agenda of the Asian Regional Conference, to be held in Japan from 14 to 26 September 1953.

THIRD ITEM ON THE AGENDA

Report of the Meeting of Experts on Productivity in Manufacturing Industries

Mr. Kaufmann, who had represented the Government group of the Governing Body at this meeting, thought that it had done very good work under the able chairmanship of one of the experts. The Office had made very careful preparations for the meeting; on the other hand, in spite of their determination to direct their efforts towards the common goal, the experts had had some difficulty in clarifying their ideas.

The report submitted to the Governing Body was a very useful contribution to the study of a complicated problem, all the aspects of which required careful consideration. He was inclined to think, however, that it contained either too little or too much, and he felt in particular that too little attention had been paid to the economic factor, which was an important element in the problem.

It was more or less generally agreed nowadays that the primary purpose of increasing productivity was to raise the standard of living of the people. This was not a new idea since it had much in common with the law of the lesser effort which was as old as mankind, but as a result of the great technical advances of recent times and the extraordinary sources of power now available the problem had taken on a new aspect and had more serious implications than ever.

Increased productivity was not an aim in itself, and account should be taken in particular of the economic requirements, social conditions and needs of each country; moreover, it was essential that markets should be found to absorb the growing volume of products. Furthermore, if man was ultimately to benefit from technical progress, he should not do so at the price of his dignity, his individuality and his personal freedom. It was important also to maintain the will to work and the sense of personal responsibility on which all progress and well-being were based. Subject to these considerations, the promotion of increased production was bound to benefit mankind.

Mr. Bergenström, who had also represented the Governing Body at the meeting, did not wish at this stage to discuss the substance of the report but merely to draw attention to certain aspects of the proceedings of the meeting.

In the first place, he agreed with Mr. Kaufmann that the documents prepared by the Office had been excellent. Some documents distributed by the Office, however, had contained declarations made by international trade union organisations dealing with highly controversial questions of trade union policy, and he wondered whether it was proper to circulate documents of that kind to a meeting of experts.

Secondly, he drew attention to the fact that the observers representing international trade union organisations who had attended the meeting had appeared to be actively engaged behind the scenes in encouraging the experts from workers' circles to take up purely trade union matters. He regarded this fact as unfortunate, and thought that the observations made by Mr. Waline on behalf of the Employers' group when the Governing Body had been considering the desirability of inviting these organisations had been justified by events.

The majority of experts from workers' circles had in fact not been real experts, as some of them had themselves admitted. At the beginning of the meeting both Mr. Kaufmann and he himself had stressed the purely technical character of the meeting. Nevertheless about ten days of the meeting's time had been spent on an academic discussion of questions which were mainly political and only two days on consideration of practical methods of increasing productivity, whereas he attached the greatest importance to a practical approach to the problem.

His own situation had been all the more difficult in that he had been handicapped by the absence of any representative of the Workers' group of the Governing Body. It would have been desirable for him to have tried to put matters right in co-operation with a representative of the Workers' group of the Governing Body, but in the circumstances he had had to confine himself to trying to restrain the employers from replying to the attacks directed against them by the workers' experts.

He thought that some economy might have been effected by refraining from including in the report the conclusions of the Meeting of Experts on Payment by Results which had already been examined by the Governing Body.

To sum up, he had drawn several conclusions from his attendance at the meeting. In the first place, the apprehension of the Employers as to the participation of observers from international trade union organisations in meetings of this kind had proved to be justified. Secondly, when the Office invited experts, it should be made clear in the letters of invitation, whether they were addressed to governments or to other persons, that the persons nominated should be experts and nothing else. Thirdly, it was essential to narrow down the items on the agenda very closely in order to prevent the discussion of aspects of the problem which were not the main purpose of the meeting. Lastly, he emphasised the usefulness of the attendance of a complete Governing Body delegation at meetings of this kind.

Mr. Mori was grateful to Mr. Bergenström for having done his best to make up for the absence of a representative of the Workers during part of the meeting. He pointed out that it was sometimes difficult for the Workers' group to send a representative to all I.L.O. meetings because the persons appointed were often detained by their other duties. In the case at issue, however, the regular representative of the Workers had been successively replaced by two substitutes.

Personally he was very glad that some workers, even though Mr. Bergenström questioned their
 qualification as experts, had been able to voice the views of the trade unions at this meeting. He wondered whether Mr. Bergenström was aware that there was great concern in trade union circles at the current development of the problem of productivity. Productivity seemed sometimes to be interpreted as signifying greater effort on the part of the workers for the benefit of the employers, and it was therefore useful that trade union representatives should have had the opportunity of drawing attention to the need for a better distribution of the advantages resulting from increased productivity. He considered that the meeting of experts had led to most useful results and had done much to allay the mistrust felt by many of the workers' organisations. He himself would be able to give much more vigorous and intelligent support to the idea of increased productivity in future. He noted that those experts who had emphasised the economic aspects of the problem had drawn particular attention to the opportunities which increased productivity offered of raising the standard of living, a finding of which the workers would not fail to take advantage.

The report of the meeting also showed that productivity could be promoted by the existence of strong and free trade union movements in the various countries. That was an encouraging and sensible statement which came as a welcome surprise for those who were already accustomed to the duality of the modern industrial society. Lastly, the experts had drawn attention to the desirability of developing collaboration between employers' and workers' organisations, a process which would no doubt be beneficial to both sides.

In conclusion he suggested that the report was of such great importance that the Governing Body should instruct the Director-General to submit it to the International Labour Conference in order to secure wide publicity for it and to provide the opportunity for a discussion which would usefully supplement the discussion already held at an earlier session of the Conference.

The Chairman reminded the Governing Body that the Committee on Standing Orders and the Application of Conventions and Recommendations would be considering the question of the attendance of observers at meetings of committees of experts at its next session.

Mr. Pastore was glad to be able to state that the Workers' group fully supported the conclusions of the experts on productivity. The report demonstrated the high level of competence of those who had attended the meeting, both in regard to production and in regard to the economic factors involved. It was true that in some cases the conclusions reached by the experts represented a compromise and they did not, of course, fully meet the views put forward on behalf of the workers at the meeting. The studies undertaken by the Office on the subject of productivity should prove that the faith of the workers in the effectiveness of the I.L.O. was justified at a time when in certain quarters an attempt was being made to discredit its activities. The fact that the Office had taken up the vital problem of productivity showed its concern for the practical application of the principles of solidarity and collaboration on which productivity was based.

He was somewhat surprised that the Employers should have expressed reservations with regard to the presence of trade unionists at a meeting of experts. It was perfectly possible to be a trade unionist and an expert at the same time, for the labour movement had made great progress and had abandoned the traditional ideas of class warfare and acquired a deep sense of responsibility in its activities, which took both economic and social factors into account.

The Workers considered that it was a matter of urgency to increase productivity, for economic reasons even more than for social reasons. The workers' organisations were gravely concerned about economic depression and the shrinking of markets. They welcomed technical progress and the advantages springing from free competition and free enterprise, but it was for the I.L.O. to see that these progressive elements did not lead to a lowering of the general standard of living of the workers.

It was from this standpoint that the workers considered the problem of productivity. It was therefore necessary to have regard to their aspirations within the I.L.O. and to promote that spirit of collaboration which would make real progress possible.

The support which could be expected of the workers for measures to increase productivity was, however, subject to certain conditions. The workers considered that before taking practical action in this field they should be consulted. Such consultation, which they regarded as their normal right, was extremely useful because side by side with workers who did not share in the technical secrets of production there were employers who did not understand the process of production. In addition, the benefits of increased productivity must be fairly distributed, and in this connection the Workers had noted with satisfaction that the experts had emphasised the vital importance of a fair distribution of these benefits between capital, labour and the consumers. Lastly, steps should be taken to ensure that increased productivity did not lead to increased unemployment. The employers were sometimes surprised that the workers should be concerned on this point and appeared to think that they were opposed to mechanical progress. In fact, however, the workers believed that with goodwill it was possible to overcome the temporary drawbacks of the modernisation of production methods.

Generally speaking, the Workers' group appreciated the useful work done by the meeting of experts and congratulated the Office on the preliminary documentation it had prepared. The group also supported the suggestion that publicity should be given to the report with a view to spreading a knowledge of the experts' conclusions among the various circles concerned with production.

Mr. Roberts was sorry that Mr. Bergenström should have found it necessary to criticise the competence of some of the experts and the presence of observers at the meeting. Productivity was a subject of mutual concern to workers and employers, on which they should aim at constructive co-operation and not at controversy. Mr. Bergenström, who had taken a particular interest in this subject, would no doubt agree that a trade union official who had participated in the negotiation of agreements to promote higher productivity knew something of the practical aspects of the problem even if he could not be regarded as an expert. As a matter of fact a satisfactory definition of the term "expert" had yet to be found. He would also like an explanation from Mr. Bergenström of what he meant by the questions of trade union policy which, according to him, had been introduced into the meeting.

He believed that the report of the experts was of the greatest value, especially for trade unionists,
whose attitude towards productivity had changed very substantially since 1945. At that time trade unionists in many countries had been opposed to new methods for increasing productivity, fearing that if they were applied many workers would become redundant. The International Labour Organisation, national organisations and some of the trade union experts who had taken part in the recent meeting had been acting as missionaries to promote the idea of increased productivity, subject to certain safeguards. It was important to remember that the agreement of trade union circles was essential if increased productivity was to be achieved. He therefore hoped that a constructive approach would be adopted to a problem which was of vital interest to employers and workers alike.

Mr. Tessier (observer representing the International Federation of Christian Trade Unions), said that his organisation had given evidence of its great interest in finding a logical solution for the problem of the attendance of properly qualified observers at I.L.O. meetings. It would reserve its arguments in favour of an affirmative solution for the discussion which was to be held on the question in the Committee on Standing Orders and the Application of Conventions and Recommendations, but since this question, which would come before the Governing Body for decision at a later stage, had been raised indirectly he wished to offer certain comments.

In the first place, it was necessary, as Mr. Roberts had suggested, to find a definition of the term "expert", and also to define the various categories of observers. To recognise only technicians and scholars as experts might well lead to narrow and inhuman notions in the social field in which the I.L.O. operated, which would not be in harmony either with the spirit or with the Standing Orders of the Organisation. The object of the consideration of problems in a field such as that of productivity was certainly to improve the efficiency of labour, but without neglecting the social and human factors and with due regard to psychological considerations. It was therefore normal that in addition to technicians and scholars, who were often the first to point out our limited knowledge of various technical problems, recourse should also be had to persons with practical experience who knew the difficulties of the workers' existence and were in a position to draw attention to all the factors in the problem and to point to the means of securing the loyal and willing support of the workers for action which they would understand and which they would then no longer fear.

Mr. Shastri thought that the experts deserved congratulation for their useful report. In a number of countries, including India, measures had already been taken to increase productivity. He felt sure that the concrete conclusions submitted by the experts would do a great deal to encourage the productivity drives in the various regions.

As far as Asia was concerned, measures to increase productivity must be subject to a number of considerations. As Asia, from both historical reasons, was an underdeveloped region, the opportunities for employment were strictly limited, whereas the population, on the other hand, was increasing very rapidly. Any large-scale technological improvements would therefore be liable to lead to widespread unemployment, and this was all the more serious because there were in Asia no unemployment insurance schemes such as operated in the highly industrialised countries, nor any prospect of the introduction of such schemes in the near future. While trade unionists in India and the other Asian countries were in favour of increasing productivity, they demanded that all efforts to that end should have regard to the actual situation in the countries concerned. It was a fact that for lack of proper planning an unhappy situation had arisen in some parts of Asia, including India, as a result of the arbitrary and unilateral steps taken by certain employers who imposed an intensification of work and unhealthy working conditions on the pretext of greater productivity. He hoped that the conclusions of the experts would give the lead to the governments of the countries concerned and thus encourage them to tackle the whole problem in such a way as to safeguard the well-being of the workers and to promote the advancement of a planned economy.

Mr. Walme did not wish to make a procedural issue of the intervention of Mr. Tessier, who was attending the sitting as an observer representing a non-governmental organisation, since the Employers took a very liberal view of the role of representatives of international organisations who were not themselves members of the Governing Body. At the same time he felt it his duty to draw attention to article 7 of the Standing Orders of the Governing Body, which provided that the Chairman, in agreement with the Vice-Chairmen, might permit such representatives to make or circulate statements for the information of the Governing Body upon matters included in its agenda, and to express the view that this article should be applied in future. There was no point in entering into a discussion on the matter, however, since the question of defining the functions of observers was before the Committee on Standing Orders and the Application of Conventions and Recommendations.

Mr. Bergenström, in completion of his previous remarks, said that the Office had greatly contributed to the success of the meeting not only through the very useful documentation it had prepared but also through the assistance it had provided during the meeting with absolute impartiality and with great patience. Of the substance of the question, he wished to make it clear that he was in favour of increased productivity and that he agreed with Mr. Roberts that the problem was of great importance to all the interests represented on the Governing Body.

In reply to the question raised by Mr. Roberts with regard to the difference between questions of trade union policy and expert matters, he would cite one practical example: the output of a worker or of a machine was a technical question, whereas the wage to be paid to the worker was not a purely technical question but a question of trade union policy. Mr. Sölven would be able to explain to Mr. Roberts how workers in some countries regarded these problems.

With regard to some of the experts from the workers' side who had attended the meeting, he had merely said that they had expressed views which, in his opinion, were not compatible with their expert capacity. Nevertheless he still thought that it was desirable at meetings of this kind to have experts drawn from all the circles concerned and having practical knowledge of the problems under discussion. To illustrate this point he emphasised that one of the most outstanding experts on the workers' side had been a fellow-countryman of Mr. Roberts, namely, Mr. Crawford, who had acted as a real expert and not as a trade unionist.
Turning to a question of definition, he noted that the term "productivity" had been defined in various different ways. For instance, in paragraph 1 of Annex I to the report of the meeting, productivity was defined as making more efficient use of resources in general, whereas in paragraph 7 it was defined as output per man-hour, or the ratio between output and man-hours. The choice of definition obviously affected the value of the conclusions formulated in the report. To quote a practical example, if productivity was increased in a clothing factory more pieces of clothing were produced per man-hour, but at the same time there would be more waste of cloth or raw material; the output per man-hour would be higher, but efficiency in the use of resources might be lower. That was one illustration of the difficulties which arose in attempting to apply the conclusions of the report.

There were certain principles in the report to which objects. Reference had already been made to the statement that the workers should be the first to share in the benefits of increased productivity. He had himself had experience of negotiating in cases where, as a result of the introduction by the employer of expensive machinery, the worker's job on that operation had been made much easier than before; instead of doing heavy work he had merely had to press a button. He did not see why higher wages should be paid in such a case, even if the output was ten times as high as before; the wage should be determined by the usual procedure of evaluating the job.

He also objected to the principle that increased productivity automatically led to higher standards of living, since this conveyed a wrong impression to the workers. The situation might well be, and he could quote examples where this was actually the case, that increased productivity was necessary to avoid a decrease in the standards of living. If, for instance, in a country which was to a large extent dependent on exports and imports the terms of trade deteriorated, higher productivity was the only means of preserving the existing standard of living. Lastly, he expressed the view that statistics were of very limited use for the measurement of productivity and should be used with great caution, and only when all the various relevant factors were known and when a definite conception of productivity had been adopted.

Mr. Roberts still failed to understand Mr. Bergenström's observations concerning questions of trade union policy. With regard to the workers' expert to whom Mr. Bergenström had referred, he thought that it was worth mentioning that Mr. Crawford had stated in his report that, although he had not regarded himself as an expert at the beginning, he had felt more and more that he was one, the more he came into contact with the employers' experts and listened to their contributions.

The Chairman asked the Governing Body to vote on paragraph 11 of the report, which proposed that the Director-General should be authorised to give effect to the suggestions contained in paragraphs 8-10.

Mr. Taylor said that he would abstain from the vote.

Sir Richard Snedden said that he would vote for the circulation of the report on the understanding that this did not mean that he approved of every part of it or that he was committed to all its conclusions.

Mr. C. E. Shaw suggested that Sir Richard's observations should be included in the letter transmitting the report to governments and other agencies in order to clarify the Governing Body's decision in authorising its transmittal.

This suggestion was opposed by Mr. Delaney, Mr. Ramadier and Mr. Jouhaux.

Mr. Gemmill pointed out that on many previous occasions the Governing Body had authorised communication of a report without necessarily implying that it approved everything contained in that report. He did not think that there was any need to adopt a different form of procedure in the present case.

Mr. C. E. Shaw pointed out that as a general rule such communications were addressed to governments, whereas in the present case the report of the meeting of experts was to be given wider circulation in other circles. He therefore thought that a different procedure should be adopted and that in the case of agencies other than governments some explanation should accompany the report.

Mr. Waline thought that in transmitting the report the Director-General would be able to find a form of words which indicated that, without approving the report, the Governing Body had taken note of it and had considered it desirable to give it a fairly wide circulation.

Sir Richard Snedden pointed out that paragraph 10 of the Office paper recommended the circulation not only of the conclusions of the experts but of any conclusions that the Governing Body might reach on the subject, whereas in fact the Governing Body had reached no conclusions.

Mr. Roberts thought that if the Governing Body were to adopt Mr. Waline's suggestion it would be clear that it had taken note of the report without drawing any conclusions. It might be that the Governing Body would have some conclusions to put forward at a later stage.

The Director-General recalled that Mr. Mørl had suggested that the report should be communicated to the International Labour Conference at its next session. He was quite prepared to take this action, which he thought would be consistent with the suggestions which the Governing Body was about to approve in paragraph 11 of the Office note, but he was anxious that there should be no misunderstanding on the subject.

Mr. Waline thought that the delegations to the Conference were entitled to be kept informed of the activities of the Organisation.

Mr. Delaney wondered whether it was really necessary to communicate this document to the Conference as Mr. Mørl had suggested, since the governments and the national trade union centres in each country would receive it in any case. The Director-General had already said that he intended to deal with productivity in a chapter of his Report to the next session of the Conference.

Mr. Roberts thought that it would be useful to append the text of the report of the experts to the relevant chapter of the Director-General's Report in order to draw more direct attention to the question of productivity.
Mr. Waline expressed the view that if the Director-General followed Mr. Roberts' suggestion he should communicate the text of the experts' report as a whole to the Conference rather than make extracts which might give a false impression of their views.

The Governing Body authorised the Director-General to give effect to the suggestions set forth in paragraphs 8-10 of the Office note on the Meeting of Experts on Productivity in Manufacturing Industries.

It was agreed that in making the necessary communications the Director-General would indicate that the Governing Body had taken note of the report and had authorised its circulation.

It was further agreed that the Director-General should communicate the text of the report of the meeting of experts to the 36th Session of the International Labour Conference as an appendix to the chapter of his Report dealing with productivity.

The sitting closed at 1.05 p.m.

F. García Oldini.
MINUTES OF THE SECOND SITTING

(Tuesday, 3 March 1953—3.25 p.m.)

The Governing Body was composed as follows:

Chairman: Mr. García Oldini.

Mr. Ago, Mr. Aftab Ali, Mr. Campanella, Mr. Conchello, Mr. Delaney, Mr. Díaz-Casanueva, Mr. Esfandiar, Mr. Fafchamps, Mr. Fernandes, Mr. Gemmill, Mr. Ibáñez, Mr. Jouhaux, Mr. Kaiser, Mr. de Macedo Soares (replaced during part of the sitting by Mr. de Souza e Silva), Mr. McLaren, Mr. Montoya, Mr. Möri, Mr. Paz, Mr. Pons, Mr. Quaraishi, Mr. Ramadier, Mr. Roberts, Mr. Shastri, Mr. C. E. Shaw, Sir Richard Snedden, Mr. Sölvén, Mr. Subramanian, Mr. Tata, Mr. Tuan, Mr. Veysey, Mr. Waline, Mr. Wuori.

Third Item on the Agenda

Report of the Meeting of Experts on Productivity in Manufacturing Industries (continued)

Supplementary Note.

The Chairman said that this supplementary note, which contained the text of a letter from the Secretary-General of the International Committee on Scientific Management, was communicated to the Governing Body for information only.

The Governing Body took note of this document.

Order of Business

Mr. Waline asked whether it would be possible for the Director-General, in consultation with the Chairman of the Governing Body, to inform the groups, at the beginning of the meetings they held before every session, of the probable order in which the items on the agenda would be discussed.

He was aware that it was often the Employers’ group which asked for the deferment of an item because it had not yet had an opportunity of coming to a conclusion upon it, but if his suggestion were followed the groups would be able to consider the various items in the order in which they were to be taken and thus avoid wasting the Governing Body’s time.

In addition, he suggested that in future the various parts of the Director-General’s Report should be presented in a single document wherever possible instead of being divided into a number of supplementary reports.

The Director General would be glad to meet the wishes of the Governing Body in regard to this matter. The distribution of a detailed agenda was intended to show the order in which it was proposed that the items should be considered, subject to any alterations which might prove to be necessary if one of the groups was not ready to consider a particular item.

Mr. Roberts said that it was the practice of the Workers’ group to consider the various items on the agenda in numerical order, except that when a particularly difficult item was encountered it was postponed until the other items which did not appear to require lengthy discussion had been disposed of.

It was agreed that so far as possible the Office would inform the groups in good time of any change proposed in the order of discussion of the items on the agenda, and also that the Director-General would in future try to present the various parts of his Report in a single document.

Fourth Item on the Agenda


Mr. Conchello expressed the view that in Latin America the manpower problem was only just beginning to be dealt with. In some Latin American countries there was not even an employment service. In fact there was virtually no total unemployment in Latin America but only partial unemployment or underemployment, owing, no doubt, to the fact that all those who had no other occupation worked on the land.

The conference which had met at Lima in December had discussed a great variety of questions, such as housing policy, agrarian policy, industrialisation, economic development and the organisation of the employment service. The action that the Governing Body was requested to take on the conference’s recommendations, however, appeared inadequate to draw proper attention in the Latin American countries to the nature and importance of manpower problems. Thus the Governing Body was requested to take note of the record of the conference and to communicate it to the governments which had been invited to attend. He thought that in the light of the I.L.O.’s experience in manpower problems the Governing Body might take more definite action.

The record of the conference appended to the Office note did indeed recommend action by the I.L.O. in a large number of fields. For instance, paragraph 30 referred to various forms of action for the purpose of collecting labour force information, paragraph 38 suggested the publication for the use of governments of a guide to the establishment of an employment service, a document which had in fact been published previously in connection with a meeting held in Montreal; paragraph 59 bis recommended that the I.L.O. should render assistance to governments with a view to enabling them to obtain a better appreciation of the professional qualifications of immigrants; paragraph 64 proposed the establishment of a permanent Latin American Manpower Committee; paragraph 65 suggested the publication of a general survey of manpower problems in Latin America; paragraph 66 made suggestions concerning the possibilities of technical assistance from the
I.L.O.; and lastly, paragraph 68 dealt with methods of promoting the economic development of the region.

In these circumstances he thought that the Governing Body should not confine itself to the mere communication of the record but should make specific recommendations to all the States which had been represented at the Lima Conference.

Full employment policy was one of the fields in which state intervention was most marked at the present time. The I.L.O., however, was a tripartite institution and experience had shown that no employment service could function really effectively without the co-operation of tripartite committees comprising representatives of employers, workers and the State. Accordingly he suggested that the Governing Body should recommend to the governments which had been represented at the Lima Conference that all studies and measures undertaken or contemplated in regard to manpower should be conducted on the basis of tripartite representation. The employers and workers alike had every interest in being associated with the work undertaken in the manpower field, and without their co-operation the conclusions of the Lima Conference could not be effectively implemented.

Mr. Pequeno noted that the discussions of the conference had covered subjects such as the distribution of manpower in relation to economic development, the importance of manpower factors in increasing productivity, and manpower programmes for future action. The Governing Body had specified that the term “manpower” should be interpreted as covering vocational training and technical education, employment problems and migration.

Although the conference had been of a technical character, a number of governments had not sent experts to attend it, but persons holding high diplomatic or administrative posts who had no special competence in respect of manpower problems. Hence the results of the conference were less satisfactory than if it had been a really technical meeting. Nevertheless, the conference had been merely a first experiment and the policy thus initiated should be pursued.

He agreed with Mr. Conchello’s remarks and thought that any conference of this kind should be tripartite. He appealed to Mr. Conchello, as well as to the other members of the Employers’ group, to give his support in securing the necessary funds to enable workers and employers to send representatives to conferences of this kind.

Manpower and technical assistance programmes should be developed more and more widely in the various regions. Whenever such matters were dealt with at a meeting it was essential that the Director-General should urge governments to appoint real experts to represent them. He congratulated Mr. Rao, the Secretary-General of the conference, on the skill he had shown at the Lima Conference in overcoming the many difficulties which had arisen in the course of the discussions. Thanks to the Office staff it had been possible to secure results which on the whole were satisfactory, in spite of the inappropriate composition of some of the delegations. The Latin Americans were responsible for what happened on their own continent, and although it was the governments which paid the contributions to the I.L.O., those contributions were in fact financed directly by the workers and employers, and it was their responsibility to bring into the production process masses of human beings who had not yet learnt how to work.

He supported Mr. Conchello’s suggestion that the Governing Body should address more specific and urgent recommendations to the governments concerned. Furthermore, the Field Office in Brazil should be instructed to make a study of the situation in the various Latin American countries. There was a common tendency to think that problems arose in the same form over the whole of the Latin American Continent, whereas in fact, for various historical reasons, the problems took on quite different forms in the different countries and territories. While, therefore, all the countries of Latin America wished to join their forces to improve the conditions of their continent they were entitled to demand that the problems of each country should be considered separately.

Mr. Bergensström warmly supported Mr. Pequeno’s remarks concerning the importance of sending only experts to attend meetings of this kind.

Mr. Kaiser wondered whether the suggestions put forward by Mr. Conchello and Mr. Pons represented the views of the Employers’ group as a whole; if so there seemed to be some contradiction between their attitude on this question and the attitude they had taken in discussing the third item on the agenda, namely, the Meeting of Experts on Productivity in Manufacturing Industries.

The paper put before the Governing Body stated that the Director-General proposed to have due regard to the conclusions of the Lima Conference in planning the future activities of the I.L.O. in the field of manpower and technical assistance in Latin America. In addition, it was suggested in paragraph 22 that the Governing Body should authorise the Director-General to transmit the report of the conference to the governments and organisations
concerned and to draw the attention of governments and intergovernmental organisations to the suggestions and recommendations made in paragraphs 18 and 21 of the document. His Government supported those suggestions but was not prepared at the present stage to go any further, and in particular to enter into any commitments in respect of the various suggestions made at the conference as reported in the Appendix to the Office note.

Mr. González Barros considered that the document presented to the Governing Body was of great importance to the Latin American countries because it marked the beginning of a series of manpower conferences of particular interest to that region. He drew attention to the omission in the section of the Appendix relating to Colombia of an important event reported at the Lima Conference by the delegate of his country, namely, the establishment in the Ministry of Labour of Colombia of a Rural Affairs Department charged with the responsibility for solving the serious social problem of the rural exodus which was common to most of the Latin American countries. Workers on the land in rural areas tended to seek employment in various industrial or other occupations in the towns not only in order to earn more money but in order to live more comfortably. The new department aimed at improving the standard of living by making it possible for agricultural workers to produce more and thus preventing the agricultural population from gravitating towards the towns. It was desirable that by means of a gradual improvement in their standards of living the workers on the land should be encouraged to stay in the environment with which they were most familiar.

He hoped that the Office would collaborate with this department, which had been set up at the end of 1952. He also believed that the Office might in future give very useful technical assistance to all those States which were faced with the same problem.

Mr. de Souza e Silva thanked the Director-General for his efforts to implement the I.L.O.'s manpower policy, in particular by organising the Lima Conference which had been an interesting experiment. He wished to make a few comments on some of the recommendations made by the conference.

In paragraph 58 of the record of the conference it was suggested that the Inter-Agency Regional Co-ordination Committee on Migration in Latin America might arrange for the study of specific immigration projects in countries of the region with a view to the country concerned making application to the International Bank for Reconstruction and Development for loans to finance such settlement projects, and further, that the Committee might organise joint missions of experts from the different organisations concerned to examine and formulate specific economic development projects calling for immigration into the country concerned. In this connection he reminded the Governing Body that in October 1952 the Intergovernmental Committee for European Migration had taken a similar decision which was being implemented by a mission of experts in Latin America now working in Brazil and Chile. If the suggestions made by the conference were to be followed up, care should be taken to ensure the necessary co-ordination with the other organisations concerned in order to prevent duplication and overlapping of activities.

In paragraph 64 of the record of the conference, the conference recommended the establishment of a permanent Latin American Manpower Committee. Having regard to the fact that the I.L.O. already had a field office in Latin America, that the Intergovernmental Committee for European Migration had an office in Rio and another in Buenos Aires and, finally, that there was already an Inter-Agency Regional Co-ordination Committee on Migration in Latin America, he did not think that there was any need to set up a new body to deal with manpower and migration problems in Latin America. Perhaps the establishment of a kind of correspondence committee might be contemplated, but certainly not that of a permanent committee.

The Brazilian Government hoped that the Office would take action at the earliest possible opportunity on the very useful recommendation contained in paragraph 65 of the Appendix relating to the publication of a Latin American Manpower Survey.

He did not quite understand the purpose of the recommendation in paragraph 69. In many of the Latin American countries the main problem was to teach a large part of the population the language of their own country, and it would be premature to try to teach three foreign languages to peoples who could hardly read and write their own.

Mr. C. E. Shaw fully endorsed Mr. de Souza e Silva's suggestion that if governments so desired, the establishment of a correspondence committee should be contemplated, a solution which would be more effective as well as less expensive than that of a permanent Manpower Committee for Latin America.

Mr. Moniño supported the remarks made by Mr. de Souza e Silva. He also agreed that, for the reasons advanced by Mr. Kaiser, the Director-General had been right to ask the Governing Body to confine itself to communicating to the governments and intergovernmental organisations concerned a document which contained such extensive suggestions on a wide variety of subjects. In making that communication, however, the Director-General might draw the attention of the governments and international organisations concerned to the suggestions and recommendations indicated in paragraphs 18 and 21 of the Office note.

It would be premature, in his view, to recommend the establishment of a permanent Latin American Manpower Committee because manpower problems in Latin America were still at a very preliminary stage. The Office should be given time to collect the information and make the preliminary studies which would show in what direction its Latin American manpower policy was likely to develop. The Venezuelan Government attached great importance to this question and had arranged with the I.L.O. for the sending of a mission to make a general survey of manpower problems in Venezuela and to submit its conclusions to the governments and international organisations concerned to the suggestions and recommendations in paragraphs 18 and 21 of the Office note.

As a Latin American he felt it his duty to draw attention to the misunderstanding which had arisen at the Latin American Manpower Technical Conference with regard to the representation of governments which did not belong to the Latin American region. At its last session the Governing Body had dealt with a request from a government which wished to take part in the conference, and the Latin
American representatives had emphasised on that occasion that governments of countries belonging to other regions might only attend meetings of this kind as observers and not as delegates. He wished merely to indicate that no new precedent should be created in this matter, the only valid precedent was that laid down for the Regional Conferences of American States Members of the Organisation.

His Government approved the proposals in paragraph 22 of the Office note and considered that in the case of a conference which had dealt with such a great variety of subjects it would be premature to make specific recommendations concerning the conclusions that it had adopted.

Mr. Roberts concluded from the comments made that the Lima Conference had had a certain amount of success, thanks to the representatives of the Office and in spite of the fact that some of the delegates were not experts.

That being so, serious consideration should be given to the action to be taken on the record of the conference, noting, however, that for the time being all that was suggested was that the record should be communicated to the governments and organisations concerned.

He had been somewhat concerned to hear the references made to the Inter-Agency Regional Committee for Migration to Latin America. The Workers' group held the view that manpower problems were entirely within the competence of the I.L.O., which must be actively concerned with them, and that the I.L.O. should on no account relinquish to other organisations functions which fell within its own competence.

The Workers' group considered that all that the Governing Body was required to do was to authorise the communication of the record without any comment except that the Governing Body had taken note of it.

Mr. Akrawi (representative of U.N.E.S.C.O.), drew attention to paragraph 69 of the Appendix, in which it was stated that U.N.E.S.C.O. was concerned with the question of the teaching of languages in Latin America. His organisation was ready to co-operate with the I.L.O. in providing technical assistance, and specifically in the field of vocational education and technical training. Conversations had in fact recently taken place between U.N.E.S.C.O. and the I.L.O. for the purpose of making arrangements for such co-operation.

Mr. Delaney supported the remarks made by Mr. Roberts and considered that the Governing Body was merely required to approve paragraph 22 of the Office note, a course of action to which there did not appear to be any objection.

He observed, however, that for once the Employers' and Workers' representatives were agreed in suggesting that more positive action should be taken on a particular problem, and he hoped that the Director-General would take note of this fact.

The Chairman asked Mr. Conchello whether he wished to press the specific suggestion he had made.

Mr. Conchello said that he would be quite satisfied if the Governing Body were to adopt paragraph 22 in the spirit indicated by the Director-General.

The Governing Body approved the proposals contained in paragraph 22 of the Office note.

FIFTH ITEM ON THE AGENDA

Report of the Meeting of Experts on the Prevention and Suppression of Dust in Mining, Tunnelling and Quarrying (Geneva, 1-7 December 1952)

Mr. Ghayour thought that the report laid before the Governing Body was on the whole a good one, although it lacked precision in some respects because the experts had tried to go into matters of detail without being able to formulate them clearly. The report would now be communicated to governments and to the industries concerned, although it was doubtful whether the latter would find any useful guidance in it because they already had a great deal of experience in the matter. In his view the report should either have been much more concise and have dealt only with generalities, or it should have gone into greater detail but in much more specific terms.

The conclusions which recommended the exchange of information of an administrative, technical or scientific character by a central organisation and suggested that the International Labour Office should act as this international centre were of great importance. Such a centralisation of information would make it possible for the competent bodies to communicate precise information to the governments concerned.

Mr. Ramadier pointed out the relation between the problem under discussion and the debate which the Governing Body had already held on the results of the Meeting of Experts on Productivity in Manufacturing Industries. The report of the present meeting constituted a kind of catalogue of the problems resulting from the multiplication of dusts, a new development due largely to the re-equipment of the mines and the increase in productivity.

Although the report might perhaps not be thorough enough so far as technical details were concerned, it nevertheless provided a remarkable picture of present conditions in mines and threw light on the new problems of dust prevention which had arisen as a result of the modernisation of equipment for the purpose of raising productivity. While it did not call for any immediate decisions, it would provide a valuable source of information on which future action could be based.

Mr. Delaney did not consider himself to be an expert in so technical a field, but appreciated the conditions existing in the mines because he was by trade a moulder in the foundry industry, in which pneumoconiosis, and particularly silicosis, was very prevalent. His own father had died of silicosis, and anyone who had been closely associated with a person suffering from that disease could not but be surprised that the I.L.O. should not have done more to deal with it.

He was sorry that the Office note on the report of the meeting of experts made no specific recom-
mendations but merely indicated that the necessary funds were not available for the time being and that until money could be found and the Industrial Committees could be consulted it was not possible to make any specific recommendations. The problem was not a new one and was of great concern to miners in all countries, and therefore some attempt should be made to secure positive action on the basis of the observations contained in the report.

In accordance with the request made by the Workers' group that this meeting of experts should have a tripartite character, the organisation representing the mineworkers of the United States had sent an expert to the meeting, but he had been the only workers' expert present. The Workers' group also regretted that no observer from the International Mineworkers' Federation had been permitted to attend the meeting. The problem was one in which the Employers and Workers both had a direct concern, and the Workers could see no justification for excluding from the meeting an observer representing the international organisation of the workers concerned.

He submitted that the action suggested in paragraphs 4-6 of the Office note was quite inadequate as a contribution to the solution of this very serious problem.

Mr. Gemmill said that the problem of dust prevention and suppression affected at least a million workers in the gold and uranium mines of South Africa and he entirely supported Mr. Delaney's observations concerning its importance. He considered that the technical suggestions made in the experts' report could be put into practice in the various countries and that the Office had done very useful work in organising the meeting. He agreed with Mr. Delaney, however, that specific recommendations should be made on a matter of this kind which affected the lives of millions of workers and their families, and that it would not be enough merely to communicate the report to governments. He therefore supported Mr. Delaney's request that the Director-General should consider taking more positive action than merely communicating the report to governments.

Mr. Bergénström also emphasised the great importance of the problem for all countries with a mining industry, and particularly for the underdeveloped countries. In his experience the technicians were faced with new problems every time a new mine was opened.

He understood that the meeting of experts had been convened to give effect to a recommendation made by the International Pneumoconiosis Conference held in Sydney in 1950. He wished to know whether the report of that conference, which he had not been able to trace in the long list of documents made available to the meeting, had been published. There was in fact a close connection in this field between medical problems and purely technical problems and it would therefore have been desirable to make the report of the Sydney Conference available to the experts.

Like Mr. Ghayour, he was not entirely satisfied by the report of the Sydney Conference held in Sydney in 1950. He wished to know that these recommendations would ultimately be laid before experts who would know what was necessary to be an expert to state such self-evident truths. Paragraph 25 needed some clarification, since in its present form it did not make it clear whether multiple shotfiring was desirable or not. Again, paragraphs 55 and 57 contained truisms which might well have been omitted.

The most important part of the report was Part V concerning airborne dust sampling, measurement and analysis, and particularly paragraph 88. The crux of the whole problem lay in establishing a reliable relationship between dust and disease, and for this an accurate record of the dust environment and of the corresponding diseases was required. So far as the medical aspect of the question was concerned, the experts at the Sydney Conference had recommended some unification of X-ray procedures to make it possible to compare X-ray examinations and photographs from different countries. So far as dust measurement was concerned, however, the recommendations made by the experts in paragraph 88 were useless for the purpose of international co-operation because they left the question of comparability entirely open. He thought it most regrettable that the experts had not been able to arrive at a recommendation in favour of any particular system.

To deal with problems of this kind it was necessary to have not only the co-operation of those working in the mines but also international co-operation and co-ordination. The fight against this type of disease was part of the fight for social justice and peace. There was much constructive work to be done internationally in this field through the joint efforts of medical experts and technicians, on the initiative and under the guidance of a competent agency such as the I.L.O., working in close co-operation with the World Health Organisation.

Mr. Subramanian wondered whether many of the members of the Governing Body were competent to examine this report in detail. The report had been written by experts for the use of experts; even if it were transmitted to governments they would pass it on to their experts who would examine it and advise the government on the action to be taken. As a layman he thought that it was one of the most precise and scientific reports that he had yet seen and the fact that it made certain obvious suggestions did not in any way detract from its authority. The experts had no doubt foreseen that their report would be examined by laymen and had worded their recommendations accordingly, while knowing that these recommendations would ultimately be laid before experts who would know what practical action to take upon them. Hence he did not think that the report should be regarded as elementary, vague or ineffective. Its transmission to governments would do much to draw their attention to the many problems involved and would encourage them to take action through their expert advisers.

Mr. Waline also claimed no technical competence in the field in question, but supported Mr. Gemmill's remarks in the light of the very favourable view expressed by the technicians who had examined the report. He had no objection to the suggestion that the Director-General should communicate the report to the governments of States Members and
to the High Authority of the European Coal and Steel Community. He hoped, however, that at an early session the Director-General would indicate to the Governing Body his views on the arrangements to be made for co-operation between the I.L.O. and the High Authority.

Mr. Roberts, in reply to Mr. Bergenström, pointed out that the International Pneumoconiosis Conference held in Sydney in 1950 had recommended the holding of a meeting which should consist of medical men, physicists and chemists. The holding of a meeting of experts on the prevention and suppression of dust had been proposed by the Coal Mines Committee, at the suggestion of the International Mineworkers' Federation, after two very serious accidents had occurred as a result of dust explosions. The Workers' group had urged in the Governing Body that a tripartite technical conference should be called to deal with this problem and he believed that this suggestion had been supported also by the Employers. The proposal had not been adopted however, because of budgetary limitations, and in the end a technical meeting had been convened comprising a small number of experts, of whom only one came from the Workers' side.

Although he was not himself an expert he did not believe that Mr. Bergenström's criticism was justified, since the experts who had attended the meeting were highly competent in their field. With regard to paragraph 25 of the experts' conclusions, he thought that the sentence quoted by Mr. Bergenström should read "in particular by the firing of multiple shots" and that it would meet his views in that form. Again, with regard to paragraph 28 it was important that some methods of measurement should be laid down before an acceptable international standard could be adopted. The object of the recommendations was to prevent accumulations of dust which might either cause explosions or produce pneumoconiosis.

He saw no necessity for referring the report to the Committee on Industrial Committees and suggested that it should be transmitted directly to the Coal Mines Committee and the Building, Civil Engineering and Public Works Committee. If it were communicated to the governments and to the High Authority of the European Coal and Steel Community he did not see why it should not also be transmitted to the employers' and workers' organisations. In any case the matter was urgent and the Governing Body ought to take prompt measures to give effect to the recommendations in the report.

Sir Richard Snedden noted that in paragraph 1 of their recommendations the experts appeared to divide the undertakings concerned into two groups, one consisting of mines, tunnels and underground quarries and the other of opencast quarries. The experts by whom he was briefed considered that most of the recommendations were appropriate primarily for deep mines and that many of them were not applicable or were not fully applicable to tunnelling, quarrying and opencast mining. He hoped that the governments and the Committees to which the report was transmitted would bear this differentiation in mind.

Mr. Delaney considered that in view of the seriousness of the problem action ought to be taken on the recommendations of the experts. According to paragraph 6 of the Office note the experts had expressed the wish that the technical papers presented to the meeting and a record of its discussions should be placed as quickly as possible and in a suitable form at the disposal of the governments and industries of the countries concerned, but there seemed to be some doubt as to whether sufficient funds would be available for the Office to give effect to this suggestion within its publications programme. He submitted that the Governing Body should provide the Office with the necessary funds to carry out this recommendation of the experts.

With reference to paragraph 4 of the Office note, he wished to know at what future session the Director-General would be in a position to submit proposals to the Governing Body.

Mr. Jouhaux said that he had discussed this report with the technical experts of the French National Coal Mines Committee who had expressed the greatest interest in the result of the experts' work. In particular they had expressed the view that some of the conclusions which Mr. Bergenström regarded as elementary were necessary as a basis for more detailed recommendations.

He supported Mr. Waline's request for information concerning the establishment of contacts between the I.L.O. and the High Authority of the European Coal and Steel Community. The I.L.O. must not allow itself to be forestalled by decisions taken by outside bodies.

Mr. Bergenström regretted that Mr. Roberts should have regarded his approach to this subject as purely negative. He had tried to criticise certain parts of the report in a constructive spirit, pointing out the necessity of carrying on the work. He was in entire agreement with Mr. Gemmill as to the vital importance of the subject and the need for the I.L.O. to deal with it vigorously so long as any workers were exposed to dust diseases.

Mr. Gemmill also considered that the appropriate division of the Office should pay continuous attention to the problem of dust. Action to implement the recommendations of the experts should be given priority and if necessary the requisite funds should be transferred from less urgent activities.

Mr. Delaney thought that there was complete agreement between the Employers and Workers with regard to the substance of their suggestions, and asked whether the Director-General could lay before an early session of the Financial and Administrative Committee an estimate of the cost of complying with the recommendations of the experts.

The Director-General thanked Mr. Subramanian for his remarks, which appeared to reflect the general views of the competent persons who had examined the experts' report; they regarded the report as a constructive document on which the future work in this field could be based and of which the Organisation could be proud.

In reply to Mr. Bergenström he stated that the publication of the report of the Sydney Conference had been under consideration by the Office's Publications Board, but had had to be postponed for financial and administrative reasons. The report was, however, now being offset and would be available for distribution in the near future.

He could give an assurance that within the limits of its personnel and finances the Office was pursuing its work on the dust problem in co-operation with the other international organisations concerned, and
particularly with the World Health Organisation. The Governing Body must appreciate that he could not implement the conclusions of the experts adequately unless the necessary funds were available; he noted that these calls for urgent action by the I.L.O. were made to him at the very time when there was insistence on reducing the I.L.O.'s budget. It should be remembered that the relevant division of the Office comprised only eight persons; apart from the Chief of Division, who had to deal on a world-wide basis with all the aspects of the health and safety of the workers, to handle the necessary liaison and co-ordination with the other international organisations concerned, and to prepare publications.

The output of the division was remarkable, but it was now at the limit of its capacities and if the Office were to carry on the vigorous campaign which had been suggested more money must be provided. With reference to the I.L.O.'s relations with the High Authority of the European Coal and Steel Community, he stated that the Office had already taken every reasonable precaution to ensure the closest and most effective collaboration. He had himself had conversations in Luxembourg with Mr. Monnet, the Chairman of the High Authority, in the course of which an informal understanding had been reached. The Deputy Director-General had also been to Luxembourg for discussions with Mr. Finet, who was dealing with certain aspects of the problems affecting the two organisations, and the Chief of the International Organisations Division had constantly under review the implementation of these arrangements. In addition, more than six experts of the Office were regularly in touch with the High Authority on questions relating to their current work in the field of social insurance, conditions of employment, conditions of work, statistics, administration, and manpower. The Office had therefore already taken the lead in the establishment of this relationship, which was of the greatest importance. He gave the Governing Body an assurance that a fuller report on the relationship between the I.L.O. and the High Authority of the European Coal and Steel Community would be laid before it at its next session.

The proposal in paragraph 2 of the Office note concerning the circulation of the recommendations of the experts was certainly somewhat narrow, and he thought it would be desirable to make these recommendations available to the employers and workers, to the relevant organs of the Organisation dealing with related problems, and to interested circles throughout the world.

If the Governing Body desired to accept Mr. Delaney's suggestion he would lay before the Financial and Administrative Committee an estimate of the financial implications of the proposals contained in paragraphs 4 and 6 of the Office note. At first sight he thought that only a few thousand dollars would be involved, but precise estimates would be submitted to the Financial and Administrative Committee at the earliest possible opportunity.

Mr. Gemmill asked whether it would not have been possible to use part of the budget surplus remaining at the end of the financial year 1952 to finance the publication of the papers relating to the pneumoconiosis conference.

Mr. Waline did not want the Governing Body to have the impression that the Employers' group was taking a contradictory attitude in demanding certain publications while at the same time refusing to grant the Director-General the necessary funds. As had been stated in the Financial and Administrative Committee, the Employers were convinced that within a budget of over 6 million dollars economies could be made on certain types of expenditure in order to finance other more useful activities, and that with a staff of over 600 persons, many of whom had a wide general training, it ought to be possible to make transfers from one section of the Office to another. Consequently it was not inconsistent with the Employers to press for certain activities requiring expenditure while refusing to agree to an increase in the total budget.

He welcomed the Director-General's statement that he would submit to the next session of the Governing Body, no doubt through the International Organisations Committee, detailed information on the establishment of relationships between the I.L.O. and the High Authority of the European Coal and Steel Community. It was important that the Governing Body should have an opportunity of considering the manner in which the International Labour Organisation could best co-operate, on matters within its own jurisdiction, with an organisation which was specialised in that it covered specific countries and specific industries.

Mr. Delaney said that the Director-General's statement gave satisfaction to the Workers' group. He urged the Governing Body to adopt the amendment to paragraph 2 of the Office note that had been suggested by Mr. Roberts, together with his own proposal concerning the financial aspects of the question.

The Director-General, replying to Mr. Gemmill, said that the surplus remaining at the end of a financial year could not be used after the end of the year but must be reimbursed to governments in the next year but one. Furthermore, it was often unknown until the very end of the year whether the financial year would close with a surplus or a deficit. In 1952, for instance, there had been a deficit of $200,000 until the end of December, which had been turned into a surplus only on 31 December by the payment of a large contribution. In those circumstances the administration of the budget at the end of the year was extremely difficult, especially as the Reserve Fund was insufficient.

In reply to Mr. Waline he pointed out that the report on the proceedings of the Sydney Conference could only have been printed in place of some other publication, so that in any case the Office would have been criticised for not having published one or other of these items.

The Chairman asked the Governing Body to consider the amendment moved by Mr. Roberts to substitute for the words following "the High Authority of the European Coal and Steel Community" at the end of paragraph 2 of the Office document the following words: "to the employers' and workers' organisations concerned and to bring them in an appropriate manner to the notice of the Coal Mines Committee and the Building, Civil Engineering and Public Works Committee."

In reply to a question put by Mr. Waline, Mr. Roberts explained that by "organisations of workers and employers concerned" he meant the workers employed in mines and quarries and the employers operating mines and quarries. It was desirable that these persons should have knowledge of the report as soon as possible.
Mr. Waline thought that it would be preferable to leave to governments the task of transmitting the report to the organisations of employers and workers concerned. He did not think that it was appropriate for the Office to deal directly with the organisations in specific industries in the various countries.

Mr. C. E. Shaw supported Mr. Waline's remarks.

The Governing Body authorised the Director-General:

(i) to communicate the recommendations of the meeting of experts to the governments of States Members of the Organisation, requesting them to bring them to the notice of the organisations of employers and workers engaged in the industries concerned;

(ii) to communicate the recommendations to the High Authority of the European Coal and Steel Community;

(iii) to bring the recommendations in an appropriate form to the notice of the Coal Mines Committee and the Building, Civil Engineering and Public Works Committee.

It was agreed that the Director-General should submit to the next session of the Financial and Administrative Committee a document setting forth the financial implications of the proposals referred to in paragraphs 4 and 6 of the Office note.

The sitting closed at 6 p.m.

F. García Oldini.
MINUTES OF THE THIRD SITTING

(Wednesday, 4 March 1953—10.35 a.m.)

The Governing Body was composed as follows:

Chairman: Mr. García Oldini.

Mr. Ago, Mr. Aftab Ali, Mr. Campanella, Mr. Conchello, Mr. Delaney, Mr. Díaz-Casanueva, Mr. Esfandiary, Mr. Fafchamps, Mr. Fernandes, Mr. Gemmill, Mr. Ibáñez, Mr. Jouhaux, Mr. Kaiser, Mr. de Macedo Soares, Mr. McLaren, Mr. Montoya, Mr. Möri, Mr. Paz, Mr. Pons, Mr. Quraishi, Mr. Ramadier, Mr. Roberts, Mr. Shastry, Mr. C. E. Shaw, Sir Richard Snedden, Mr. Solvén, Mr. Subramanian, Mr. Tata, Mr. Tuan, Mr. Veysey (replaced during part of the sitting by Mr. Tennant), Mr. Waline, Mr. Wuori.

Eleventh Item on the Agenda

Report of the Committee on Standing Orders and the Application of Convention and Recommendations

Mr. Ago, Chairman of the Committee, indicated a correction to be made in paragraph 25 of the text of the report, in the sentence beginning "Mr. Shaw stated that", the word "not" should be inserted after the word "decided" so that the sentence would read as follows: "it had been decided not to regard the Director-General's Report...".

The Governing Body took note of this correction.

Application of Conventions and Recommendations

The Governing Body approved the recommendation contained in paragraph 5 of the report concerning the Marking of Weight (Packages Transported by Vessels) Convention, 1929 (No. 27).

The Governing Body took note of the conclusions of the Committee set forth in the other paragraphs of this section of the report.

Standing Orders.

Composition of the Joint Maritime Commission.

At the suggestion of Mr. Kaiser, the Governing Body deferred its consideration of paragraphs 14 and 15 of the report until it should have examined the Third Supplementary Report of the Director-General: Composition of the Joint Maritime Commission.

Desirability of Including in the Standing Orders of the Conference a Provision Laying Down, if Necessary, a Procedure Permitting the Submission of a Motion for the Reconsideration of a Vote.

The Governing Body took note that the Committee had decided to remove this question from its agenda on the understanding that it could be raised again at any moment if the occasion arose.

1 See below, pp. 30-31.

Insertion, in the Standing Orders of Industrial Committees, of a Provision concerning the Representation of International Non-Governmental Organisations.

The Governing Body approved the recommendation in paragraph 17 of the report and accordingly decided to insert between the present articles 9 and 10 of the Standing Orders of Industrial Committees a new article for the purpose of regularising the position of international non-governmental organisations, as set forth in that paragraph.

Revision of the Rules concerning the Powers, Functions and Procedure of Regional Conferences.

The Governing Body approved the recommendations contained in paragraphs 21, 22 and 23 of the report concerning the rights and obligations of governments in respect of the appointment of delegates and advisers.

Mr. Delaney, referring to paragraph 24 of the report concerning the procedure for the examination of credentials, said that members of the Governing Body who had attended regional conferences were aware that the question of credentials and of complaints against delegates had given rise to serious difficulties both at the Asian Regional Conference and at the Sixth Conference of American States Members of the I.L.O. in Petropolis, Brazil. Without entering into the legal or constitutional aspects of the matter, he held the view that the Office should have suggested some recommendation which, in effect, would give the Credentials Committee of a regional conference more authority than it had under the present rules. Those rules now provided that the Credentials Committee of a regional conference might consider a complaint but that its decision had no effect on the seating of the delegate against whom the complaint had been lodged. Consequently, whatever recommendation might be made to the Governing Body as a result of the discussions of the Credentials Committee, that delegate nevertheless participated in the regional conference with the right to vote and the right to introduce resolutions, and it was for the Governing Body subsequently to decide whether or not he had been accredited in accordance with the constitutional provisions.

He considered this system to be completely wrong and certainly useless for the purpose of excluding delegates who were not appointed in accordance with the rules, and he did not know why the Governing Body insisted on maintaining such a prerogative over the delegates to regional conferences. The most suitable way to handle the matter would seem to be to give the Credentials Committee or the regional conference itself the power to seat and unseat delegates as they saw fit. It was true, as stated in the report, that questions of a highly political character were frequently involved in the examination of credentials; but the mere fact that no authority was given to the Credentials Committee...
Mr. Waline assumed that Mr. Delaney was simply stating a personal view. The Committee had unanimously recommended that no modifications should be made in the provisions relating to the examination of credentials at the present time; he personally thought that this was a wise decision and would therefore not pursue the matter any further.

Mr. Roberts said that this question had been raised as long ago as 1952 at the Preparatory Asian Regional Conference in New Delhi and that difficulties had arisen at every regional conference since then. The Workers' group accordingly felt that the present position should no longer be maintained. At the Sixth Conference of American States Members of the Organisation at Petropolis it had been decided, as a result of certain discussions, not to protest against the credentials of certain representatives from a certain country, and subsequently at the 1952 Session of the International Labour Conference the precedent established at the regional conference had been quoted as a reason for seating the same delegates at the General Conference. The Workers considered that this was a complete inversion of the procedure that should be adopted, and that if it were not possible to take any specific action on credentials at a regional conference, it was unfair that a precedent established at a regional conference should be quoted in support of the validation of credentials at a session of the General Conference. The Workers' group therefore suggested that the question should be reviewed again by the Committee on Standing Orders and the Application of Conventions and Recommendations in order to clarify the position.

The Chairman said that the Office would take the observations made by the Workers' group into account and would endeavour to find a solution which would give satisfaction to the Workers while having regard to the decisions already taken.

Mr. Veysey said that personally he would have preferred to accept the view expressed by the Committee on Standing Orders and the Application of Conventions and Recommendations. He would, however, have no objection to referring the matter back to the Committee on Standing Orders for further consideration provided that it was made clear that the Governing Body had taken no particular view on the matter and that the Committee had no specific mandate to alter the rules in one way or another.

Mr. Waline supported Mr. Veysey's remarks. If the suggestion was merely that the Committee should reopen the question at some future date this would not be in contradiction with its unanimous conclusion that for the time being it was preferable not to make any change. If, however, the Governing Body were to take a decision involving giving some directive to the Committee he would have something more to say on the substance of the question.

The Chairman thought that the Governing Body might adopt the suggestion to refer the matter back to the Committee, which was essentially the same as the proposal he had been about to make.

Sir Richard Snedden, as a member of the Committee on Standing Orders and the Application of Conventions and Recommendations, had no objection to the proposal to refer the matter back, but thought that the Committee was entitled to some indication of the views of the Governing Body. The decision taken by the Committee had been unanimous, although it had been realised that neither of the two solutions suggested was perfect. The views of the Workers' group were now clear, and to a considerable extent those of the Employers' group also, but it would be helpful if some other governments were to indicate their position so that the Committee might know whether there was any strong feeling with regard to a reconsideration of its previous recommendation elsewhere than in the Workers' group.

Mr. Delaney appreciated that it was unusual to reopen a question on a new issue when a Committee had unanimously arrived at a conclusion upon it. However, he understood from conversation with one of the Workers' members of the Committee that the specific problem which had arisen both at the Asian Regional Conference and at the Petropolis Conference had not been raised during the discussion in the Committee, and he therefore thought that the Committee had not been properly aware of the actual factors involved. The Workers were more closely concerned in this matter than either the Governments or the Employers since most of the complaints made related to the seating of Workers' delegates. He therefore supported the suggestion that the matter should be re-examined by the Committee without prejudice to the Committee's present report.

The Chairman, summing up the position, said that Mr. Delaney had raised a question of fact which appeared to be valid, although, as Mr. Waline and other speakers had pointed out, the Committee had unanimously decided not to make any proposal for the modification of the existing provisions. In these circumstances, the proposal that the matter should be referred back to the Committee on Standing Orders and the Application of Conventions and Recommendations for reconsideration seemed to be a sound one, and since no objections had been raised he assumed that it was acceptable to the Governing Body.

Mr. Roberts, who had been responsible for the proposal, thought that the matter might be settled by referring it back to the Committee for reconsideration together with an extract from the minutes of the discussion in the Governing Body.

The Governing Body decided to refer back to the Committee on Standing Orders and the Application of Conventions and Recommendations, for reconsideration at its next session, the question of the procedure for the examination of credentials at regional conferences, together with an extract from the minutes of the discussion in the Governing Body.

The Governing Body approved the recommendation contained in paragraph 25 of the report concerning resolutions relating to matters not included in an item on the agenda.
The Governing Body took note of the conclusions contained in paragraph 27 of the report concerning the functions of the representatives of the Governing Body.

Procedure for the Examination of Complaints.

The Governing Body took note of the information contained in paragraph 28 of the report.

Fifteenth Item on the Agenda Report of the Director-General (continued)

I. Obituary.

Mr. Delaney, having been absent from the last session of the Governing Body, took this opportunity of thanking the members of the three groups for their expressions of sympathy on the death of William Green, the late President of the American Federation of Labor. He also wished to bring to the attention of the Governing Body the death of a good friend of labour in the United States, namely Mr. Allan Haywood, Executive Vice-President of the C.I.O., who had been a man of real stature and ability in the trade union field and one closely concerned with the work of the I.L.O.

He wished to pay tribute to the memory of Senator E. D. Thomas, in whom the people and trade unionists of the United States, as well as the International Labour Organisation, had lost a faithful friend. Senator Thomas had been a man of progressive and liberal views who had possessed outstanding intellectual qualities. In a speech at the 1945 Session of the International Labour Conference in Paris he had quoted from the Constitution of the United States the principle that “there must be provision for the general welfare, that is, the welfare of all classes of society” and had expressed his belief that there were no words in any language that better stated the objectives of the International Labour Organisation. Those simple words were typical of the man who had added distinction to I.L.O. meetings and whose memory would be cherished.

The Governing Body paid tribute to the memory of the late Senator Elbert D. Thomas, Dr. G. Fauquet and D. Christie Tait, and requested the Director-General to express its sympathy to their families.

II. Composition of the Governing Body.

III. Progress of International Labour Legislation.

IV. Publications.

V. Communication to the Governing Body.

The Governing Body took note of the information contained in these sections of the report.

First Supplementary Report

Date of the Annual Session of the International Labour Conference

The Chairman drew the attention of the Governing Body to the suggestion in paragraph 14 of this document that unless any member of the Governing Body thought it necessary to pursue the matter immediately, the Governing Body might prefer to postpone consideration of the question until the decision of the General Assembly of the United Nations on the date of its own annual session was known.

Mr. C. E. Shaw had no objection to postponement of the question. He pointed out, however, that in a paper submitted to the International Organisations Committee it had been stated that the General Assembly had passed a resolution asking the various specialised agencies to formalise the pattern of their meetings before the end of the current year for a period of four years, so that if the Governing Body were to decide upon any change it was imperative that it should do so during 1953.

Mr. Waline said that after reading the First Supplementary Report, which had been submitted to the Governing Body at his own request, he appreciated some of the difficulties involved, although he was not wholly convinced that they were conclusive.

In view of the point raised by Mr. C. E. Shaw, and the statement in paragraph 6 of the First Supplementary Report that the United Nations General Assembly would be taking a decision on the date of its own future sessions in the autumn of 1953, he wondered whether the Governing Body, when fixing its own programme, would not find itself forestalled by the action of the Assembly, and whether there would in fact be time to make the proposals for which the Assembly had asked, having regard to the decisions which the Assembly might take on its own programme.

The Representative of the Director-General (Mr. Jenks, Assistant Director-General) explained that the Economic and Social Council, at the request of the General Assembly, had approved a certain programme of meetings for Geneva; that programme was already in effect, and while it limited to some extent the future freedom of action of the Governing Body in determining the date of the Conference, it by no means bound the Governing Body to the present date. The question which was still pending before the General Assembly was that of whether any change should be made in the date of the General Assembly itself. If, therefore, the Governing Body were for the time being to postpone further consideration of the question before it, the matter could be taken up again at any time in the course of the coming period of four years and it was unlikely that the position would be any more prejudiced than it was at present.

The Chairman thought that in the light of the explanation given by Mr. Jenks the Governing Body might be in a position to approve the First Supplementary Report.

The Governing Body approved the First Supplementary Report of the Director-General and decided to postpone consideration of the question of the date of the annual session of the International Labour Conference until the decision of the General Assembly of the United Nations concerning the date of its annual session was known.

Second Supplementary Report

Non-Metropolitan Territories: Third Session of the Committee of Experts and Priorities in Programme of Work

Mr. Fernandes said that the Portuguese Government had pleasure in inviting the Committee of Experts on Social Policy in Non-Metropolitan Territories to hold its Third Session in Lisbon at whatever date the Governing Body should decide upon.

Mr. Tennant, referring in the first place to the agenda for the next session of the Committee of Experts on Social Policy in Non-Metropolitan Terri-
in this field was to be fully effective.

were of the first importance if the work of the I.L.O.
in regard to matters of handling and timing which
of due consultation with governments, particularly
his Government hoped and was confident that the
similar work should not be overlooked; and thirdly,
and other agencies and organisations engaged on
the possibilities of collaboration between the I.L.O.
tical results at a reasonably early date.

be given to work which was likely to produce prac-
cular field in question.

importance and appeared to be well suited to form
Government the items proposed were of high current
metropolitan territories, said that in the view of the United Kingdom
programme of work of the Non-Metropolitan Terri-
tories Division of the Office, the United Kingdom
Government attached importance to certain general
considerations. In the first place, his Government
considered that the first priority should in all cases
be given to work which was likely to produce prac-
tical results at a reasonably early date. Secondly,
the possibilities of collaboration between the I.L.O.
and other agencies and organisations engaged on
similar work should not be overlooked; and thirdly,
Government hoped and was confident that the
Office would continue to bear in mind the desirability
of due consultation with governments, particularly
in regard to matters of handling and timing which
were of the first importance if the work of the I.L.O.
in this field was to be fully effective.

Turning to the particular content of the proposed
programme, he noted from paragraph 13 of the
Office note that work had in fact started on a volume
on African labour laws, a project which, in the view
of the United Kingdom Government, was not really
worthy at the present time of the high priority
accorded to it. Subject to this reservation, however,
and to the general considerations he had expressed,
the United Kingdom Government agreed that the
proposed programme was a practical one which
should be of benefit to those concerned.

Mr. Gemmill said that the Employers' group
considered that the agenda suggested for the Third
Session of the Committee was too ambitious. While
his group agreed that the first and second items
proposed, namely, "Technical and vocational training
facilities in non-metropolitan territories" and
"Economic and social aspects of workers' housing in
non-metropolitan territories with special reference
to responsibilities for its provision ", should certainly
be included, it considered that the third item "Means
to promote higher labour productivity in non-
metropolitan territories ", would require a different
set of experts from those dealing with the first two
questions. It was true that technical and vocational
training was related to increased productivity, but
there were a number of other factors that would
also have to be considered in that connection.
One of these was the question of the removal of the
industrial colour bar as a means of increasing labour
productivity, a question which would cause a great
deal of discussion and which the experts dealing
with the first and second items would not be compe-
tent to handle.

In the view of the Employers' group, therefore,
the first and second items proposed would provide
ample subject-matter for the meeting. As a Govern-
ing Body representative at the two previous sessions
of the Committee, he personally believed that it
would be a great mistake to overburden the agenda
with an item of such complexity as that of means
to promote higher labour productivity in non-
metropolitan territories.

Mr. Roberts did not think that the Employers
need be apprehensive about the third item proposed,
which in his view would fit in very well with the
general programme of the Organisation in the parti-
cular field in question. An exchange of views upon
the mass of information which was now available
in the field of labour productivity did not really
require experts, and some of the reasons for which
the question was important for non-self-governing
territories were set out in paragraph 8 of the report.
It was not to be expected that the Committee would
be able to make any specific detailed recommenda-
tions, but it was well known that both productivity
and wages and earnings were extremely low in many
of the regions in question, and if increased producti-

The Director-General explained that under the
item of "Means to promote higher labour productivity in non-
metropolitan territories " he had intended
simply to present a preliminary basis for discussion
in the form of an introductory report. He thought
that this interpretation was consistent with the views
expressed by Mr. Roberts and might also meet
Mr. Gemmill's position.

Mr. Gemmill accepted this interpretation.

Mr. Waline agreed that the question of "Means
to promote higher labour productivity in non-
metropolitan territories " was of a very general
nature, but thought nevertheless that it was of
primary concern to heads of undertakings and to
the workers. For the meeting on productivity in
manufacturing industries experts had been selected
who had some experience in industrial productivity.
In the present case, however, the experts would be
merely officials and administrators whose ability was
questioned, but who were clearly less closely in
contact with problems of productivity than those
actually engaged in production, and he therefore
thought that Mr. Gemmill's observation was suppor-
ted by the fact that the experts in question were not
particularly qualified to discuss productivity.

Mr. Ramadier thought that the Director-General's
explanation should satisfy all the members of the
Governing Body. What was suggested was not a
thorough discussion of the problem covering all its
technical aspects but a study which would have as
its main purpose the identification and definition of
the problems involved. Technical experts might
well not be the persons best suited to do this, since
technical knowledge was apt to limit a person's
outlook and prevent him from seeing problems as a
whole with all their implications, and officials and
administrators were in fact the type of experts best
qualified to draw up the kind of inventory which was
contemplated. Once that had been done, it would
almost certainly be necessary to make a more
thorough study of certain questions, and at that
stage technical experts would be needed. The prob-
lem of productivity was undoubtedly a fundamental
one for non-metropolitan territories and the right
questions had to be asked before any solution could be found. Accordingly he fully accepted the Director-General’s explanation.

The Chairman suggested that the Governing Body might adopt the agenda as proposed in paragraph 9, subject to the explanation given by the Director-General in respect of the third item and in the light of the observations made by members of the Governing Body.

The Governing Body approved the agenda for the Third Session of the Committee of Experts on Social Policy in Non-Metropolitan Territories in the following terms:

I. Technical and vocational training facilities in non-metropolitan territories.

II. Economic and social aspects of workers’ housing in non-metropolitan territories with special reference to responsibilities for its provision.

III. Introductory report on means to promote higher labour productivity in non-metropolitan territories.

The Chairman asked the Governing Body to take a decision on the generous invitation extended by the Portuguese Government representative to hold the Third Session of the Committee of Experts on Social Policy in Non-Metropolitan Territories in Lisbon.

Mr. Gemmill moved that the Governing Body should accept this invitation with gratitude. The subject-matter of the meeting was of close concern to the Portuguese Government and the Portuguese colonies and there could be no better place than Lisbon in which to hold a meeting of that kind.

Mr. Waine, while fully appreciating the courteous invitation of the Portuguese Government, felt it his duty to ask the Director-General to confirm that its acceptance would not involve any expense additional to that provided for in the 1953 budget.

The Director-General said that thanks to the generosity of the Government of Portugal the holding of the meeting in Lisbon would involve no added burden except to that Government, to which the Governing Body would be greatly indebted.

The Governing Body accepted with gratitude the invitation extended by the Portuguese Government to hold the Third Session of the Committee of Experts on Social Policy in Non-Metropolitan Territories in Lisbon.

It was agreed that the meeting should cover a period of two weeks and should be held towards the end of 1953 at a date to be proposed later.

The Governing Body took note of the proposals made by the Director-General as to the order of priority in which the programme of work relating to non-metropolitan territories, suggested by the Committee of Experts on Social Policy in Non-Metropolitan Territories, should be carried out by the Office.

THIRD SUPPLEMENTARY REPORT

Composition of the Joint Maritime Commission

Mr. Kaiser said that the United States Government was not prepared to support this proposal at the present time. Little additional information had been provided beyond that available at the previous session, and his Government considered that the main argument in favour of the proposal as stated in paragraph 5 of the Third Supplementary Report contained implications that were not justified by the facts.

It was implied that an increase in the number of representatives on the Joint Maritime Commission would inevitably lead to greater representation for the maritime countries which had joined or rejoined the I.L.O. since 1946. In fact, however, that was not necessarily the case because the Standing Orders provided that the membership should be elected by the groups themselves. At the present time approximately one-quarter of the members in each of the groups came from countries other than the 20 leading maritime countries which were currently Members of the I.L.O., so that it would be possible to meet the main point raised in paragraph 5 of the paper by means of a redistribution of members, perhaps as a result of resignations or deaths, without necessarily increasing the number of representatives in each group.

There did not appear to be any particular urgency in the matter since no meeting of the Joint Maritime Commission was scheduled for 1953, so that the question could best be taken up at the next Maritime Session of the Conference. It was appropriate to recall that at the last Maritime Session of the Conference at Seattle in 1946, when it had been proposed that the membership should be increased from nine to 12, the Conference had also indicated from which countries the two groups planned to select their new members, and it had been on that basis that the decision of the Conference had subsequently been approved by the Governing Body.

In view of these considerations, the United States Government did not consider the reason given for recommending the increase in membership to be adequate and was accordingly unable to support the proposal.

Mr. Ramadier said that as Chairman of the meeting of the Joint Maritime Commission which had dealt with this matter, his recollection was that the need to provide representation for the leading maritime countries recently admitted to the International Labour Organisation had been clearly demonstrated. Mr. Kaiser’s suggestion that the matter should be referred to the next Maritime Session of the International Labour Conference would be a reasonable one if such a session were to be held in the near future, but this was not the case, and the problem of giving representation to the leading maritime countries could not be left unsolved for an indefinite number of years.

Mr. Aftab Ali was surprised that the United States Government representative should have found difficulty in accepting this recommendation which had been made unanimously by the last session of the Joint Maritime Commission. The membership of the Commission had not been considered adequate to give proper representation to the maritime countries and both the Seafarers and the Shipowners believed that it was necessary for these countries to have adequate representation on the Commission in order that the Commission should be truly representative of the trade concerned. It should be remembered that in the Industrial Committees governments could secure representation by making a more or less formal request, but this was not so in the case of the Joint Maritime Commission which had been set
up long before the Industrial Committees. In these circumstances the Workers’ group strongly urged the Governing Body to adopt the unanimous proposal of the Joint Maritime Commission.

Mr. Kaiser noted that both Mr. Ramadier and Mr. Aftab Ali had stressed the element of urgency and the importance of having the different maritime powers represented on the Commission. Even if the Governing Body were to agree to the proposal, however, was there any procedure under which vacancies could be filled prior to the holding of a Maritime Session of the Conference?

Sir Richard Snedden, replying to Mr. Kaiser, said that there was such a procedure.

He was very glad to be able to support Mr. Aftab Ali’s remarks. The proposal represented the unanimous view of the Joint Maritime Commission and personally he thought that its recommendation was a wise one. At the same time, however, he wished to make it quite clear, as was stated at the end of paragraph 5 of the Office paper, that it was for each group to decide which additional three countries should be represented and that no commitment on that subject could be made at the present stage.

He wondered whether the United States Government representative would take the same line with regard to the enlargement of the Governing Body as he was taking with regard to the present proposal. Mr. Kaiser had observed that about one-quarter of the membership of each group did not represent important maritime countries, but the Seafarers’ and Shipowners’ groups of the Joint Maritime Commission believed that they had made the right choice at the Seattle Conference.

It was true that at the present stage there was no suggestion of holding another Maritime Session of the Conference, but there had been developments since the last Maritime Session and it was felt that wider representation of the groups was essential. The Joint Maritime Commission was a most important body, since it carried on the maritime work of the Organisation between maritime sessions of the Conference, and he therefore urged the Governing Body to accept the present proposal.

Mr. Kaiser thought that Sir Richard wished to have his cake and eat it, when stressing that the main reason for the proposal was to include in the membership of the Commission representatives from the leading maritime countries, and at the same time reserving the right of each group to select its own members as it desired.

Mr. Roberts, pursuing Sir Richard’s analogy with the proposed enlargement of the Governing Body, pointed out that while it was true that in the case of the States of chief industrial importance the decisions taken would determine which countries should become members of the Governing Body, in the case of the Employers’ and Workers’ groups the decision lay with the groups themselves whatever the size of the increase in membership.

The Chairman suggested that as no other opposition had been voiced to the adoption of the proposal in paragraph 6 of the Third Supplementary Report, the Governing Body might adopt it, recording the dissenting opinion of the United States Government representative.

Subject to the dissent of the United States Government representative, the Governing Body ap-

proved the unanimous recommendation of the Joint Maritime Commission that the number of regular members of the Commission should be increased from 12 to 15 on each side.

ELEVENTH ITEM ON THE AGENDA

Report of the Committee on Standing Orders and the Application of Conventions and Recommendations (continued)\(^1\)

Composition of the Joint Maritime Commission.

Subject to the dissent of the United States Government representative, the Governing Body decided to replace the numbers 24 and 12 figuring in paragraph 1 of article I of the Standing Orders of the Joint Maritime Commission by the numbers 30 and 15.

The Governing Body decided to insert between the present articles 8 and 9 of the Standing Orders of the Joint Maritime Commission a new article 8 (a) concerning termination of membership, as set forth in paragraph 15 of the report.

FIFTEENTH ITEM ON THE AGENDA

Report of the Director-General (continued)

FOURTH SUPPLEMENTARY REPORT

Convocation and Agenda of the Second Session of the Committee of Experts on Indigenous Labour

Mr. Ibáñez recalled that he had referred on previous occasions to the work of this Committee and to the effective efforts made by the Organisation during the past few years to improve the living conditions of that large section of the working population which lived in the underdeveloped countries.

The first meeting of the Committee of Experts on Indigenous Labour, held in La Paz in 1951, had revealed the magnitude of the problems affecting between 40 and 50 million human beings in various parts of the world who constituted what were known as the indigenous populations. It had been a wise decision to hold that meeting in a country possessing a large indigenous population; this had made it possible for the Committee to adopt useful recommendations for the solution of the problems of this large body of the population of Latin America, Asia, Indonesia, Australia and New Zealand, and it had also enabled the experts from those various regions to see for themselves both the living conditions of the people in question and the partial solution which the authorities of the host country had adopted to meet their problems.

The Director-General was now asking the Governing Body to authorise the Second Session of the Committee of Experts on Indigenous Labour and to approve its agenda. The Workers’ group was anxious to make a reality of the universality of the Organisation and therefore supported the holding of meetings of Industrial Committees and of Committees of Experts at places where they could be most effective and where the persons attending the meetings could see something of the industries or activities with which they were concerned. They would therefore have preferred to see the proposed meeting convened at a place where there were indigenous populations rather than in Geneva, and regretted that budgetary considerations made this impossible. The Workers’ group hoped, however, that the Third Session of the Committee might be held at a place

\(^1\) See above, p. 26.
It might well be that the Inter-African Labour Institute could promote the development of some kind of labour relations, labour legislation and administrative work in the territories in question which would help to improve the situation. So far as the Workers were concerned, however, they could not accept the suggestion in paragraph 9 of the report that the Inter-African Labour Institute should be the I.L.O.’s organ in the labour field, since that would mean giving up the I.L.O.’s functions in this particular field. Collaboration was desirable, but in the view of the Workers it was extremely undesirable that any intergovernmental agency should be allowed to take over what they regarded as the functions of the I.L.O.

Furthermore, there had been developed through the Workers’ Relations Service of the Office a fairly extensive relationship and exchange of information with the trade unions in the non-self-governing territories. The Workers’ group would therefore like a specific assurance that, whatever action might be taken regarding co-operation with the Inter-African Labour Institute, it would not prevent the maintenance and the development of that close association with the trade unions in Africa promoted by the Workers’ Relations Service at the instigation of the Workers’ group and which that group regarded as extremely important in that it ensured that some association could be maintained with those trade unions.

While therefore he did not suggest that the report should not be accepted, he wished his observations to go on record as expressing the views and apprehensions of the Workers’ group in regard to this matter.

The Chairman invited Mr. Tessier to speak, in accordance with the Standing Orders of the Governing Body and with the agreement of the Vice-Chairmen.

Mr. Tessier (observer representing the International Federation of Christian Trade Unions), wished to support the observations made by Mr. Roberts and to stress certain specific points.

He drew attention to the fact that among the organisations with which he was most closely concerned there had been a vigorous attempt at trade union organisation for some time past, for instance in the Belgian Congo and in the territories of the French Union. The trade unions concerned were already fully active and had had occasion to defend the workers’ interests and to advance their claims. At the same time, and as was natural in the case of Christian trade unions, an educational campaign was also proceeding; thus a study circle had recently been held in Guinea which had been attended by indigenous trade unionists who were already alive to economic and social problems.

He also drew attention to the fact that the parliametary discussions on the recently adopted Labour Code for the Overseas Territories of the French Union had shown that in some respects the provisions of the Code went beyond the provisions of the relevant instruments adopted by the International Labour Conference, for instance, on the question of forced labour. This might indicate that some revision and adjustment was required on the part of the I.L.O.

As Mr. Roberts had stated on behalf of the Workers’ group, it was certainly useful that the Inter-African Labour Institute should exist rather than that there should be no organisation at all to promote the idea and practice of social progress.

Fifth Supplementary Report

The Question of an African Field Office and Other Matters relating to African Activities

Mr. Roberts said that the Workers’ group greatly regretted that it did not seem possible to establish a field office in Africa at the present time. The blame for this state of affairs, if any, was to be attached to the governments concerned and not to the Office.

The Workers’ group had been greatly concerned for some time past at the position in Africa because the territories there were non-self-governing and the well-being of the peoples in those territories depended almost entirely upon the type of the administering government. While, therefore, governments might feel that they had some justification for saying that there was no need for a field office, they could in fact effectively prevent the establishment of a field office by putting forward their objections to it.

One of the difficulties connected with the question of the establishment of a field office in Africa was the fact that whatever activities might already be taking place, they were entirely governmental and the workers were not associated with them in any way. It was suggested in the Fifth Supplementary Report that there should be collaboration between the I.L.O. and the Inter-African Labour Institute, an organisation about which the Workers knew very little except that it was a governmental institute on which the workers were not represented.

The Workers were moreover disturbed by the fact that there was political dynamite in Africa. When peoples believed, irrespective of the facts, that the governments which administered their territories were exploiting them or at least withholding from them what they regarded as their justifiable rights, they felt that they had reason for developing the kind of activities which the Workers’ group itself regarded as most undesirable.

With regard to the proposed agenda for the Second Session of the Committee of Experts set forth in paragraph 8 of the paper, the Workers’ group agreed that the subjects relating to aboriginal forest-dwelling populations, which had been dealt with only in very general terms at the First Session, would be sufficient for a meeting which was planned to last only 10 days. They therefore supported the proposals made in the Fourth Supplementary Report.

The Governing Body approved the proposals contained in the Fourth Supplementary Report of the Director-General concerning the convocation and agenda of the Second Session of the Committee of Experts on Indigenous Labour.

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The Question of an African Field Office and Other Matters relating to African Activities

Mr. Roberts said that the Workers’ group greatly regretted that it did not seem possible to establish a field office in Africa at the present time. The blame for this state of affairs, if any, was to be attached to the governments concerned and not to the Office.

The Workers’ group had been greatly concerned for some time past at the position in Africa because the territories there were non-self-governing and the well-being of the peoples in those territories depended almost entirely upon the type of the administering government. While, therefore, governments might feel that they had some justification for saying that there was no need for a field office, they could in fact effectively prevent the establishment of a field office by putting forward their objections to it.

One of the difficulties connected with the question of the establishment of a field office in Africa was the fact that whatever activities might already be taking place, they were entirely governmental and the workers were not associated with them in any way. It was suggested in the Fifth Supplementary Report that there should be collaboration between the I.L.O. and the Inter-African Labour Institute, an organisation about which the Workers knew very little except that it was a governmental institute on which the workers were not represented.

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It might well be that the Inter-African Labour Institute could promote the development of some kind of labour relations, labour legislation and administrative work in the territories in question which would help to improve the situation. So far as the Workers were concerned, however, they could not accept the suggestion in paragraph 9 of the report that the Inter-African Labour Institute should be the I.L.O.’s organ in the labour field, since that would mean giving up the I.L.O.’s functions in this particular field. Collaboration was desirable, but in the view of the Workers it was extremely undesirable that any intergovernmental agency should be allowed to take over what they regarded as the functions of the I.L.O.

Furthermore, there had been developed through the Workers’ Relations Service of the Office a fairly extensive relationship and exchange of information with the trade unions in the non-self-governing territories. The Workers’ group would therefore like a specific assurance that, whatever action might be taken regarding co-operation with the Inter-African Labour Institute, it would not prevent the maintenance and the development of that close association with the trade unions in Africa promoted by the Workers’ Relations Service at the instigation of the Workers’ group and which that group regarded as extremely important in that it ensured that some association could be maintained with those trade unions.

While therefore he did not suggest that the report should not be accepted, he wished his observations to go on record as expressing the views and apprehensions of the Workers’ group in regard to this matter.

The Chairman invited Mr. Tessier to speak, in accordance with the Standing Orders of the Governing Body and with the agreement of the Vice-Chairmen.

Mr. Tessier (observer representing the International Federation of Christian Trade Unions), wished to support the observations made by Mr. Roberts and to stress certain specific points.

He drew attention to the fact that among the organisations with which he was most closely concerned there had been a vigorous attempt at trade union organisation for some time past, for instance in the Belgian Congo and in the territories of the French Union. The trade unions concerned were already fully active and had had occasion to defend the workers’ interests and to advance their claims. At the same time, and as was natural in the case of Christian trade unions, an educational campaign was also proceeding; thus a study circle had recently been held in Guinea which had been attended by indigenous trade unionists who were already alive to economic and social problems.

He also drew attention to the fact that the parliamentary discussions on the recently adopted Labour Code for the Overseas Territories of the French Union had shown that in some respects the provisions of the Code went beyond the provisions of the relevant instruments adopted by the International Labour Conference, for instance, on the question of forced labour. This might indicate that some revision and adjustment was required on the part of the I.L.O.

As Mr. Roberts had stated on behalf of the Workers’ group, it was certainly useful that the Inter-African Labour Institute should exist rather than that there should be no organisation at all to promote the idea and practice of social progress.
Nevertheless it was disquieting to find a body of this kind convening an Inter-African Labour Conference. Although co-operation was necessary, it was important that the I.L.O. should not feel itself as it were evicted from a field in which social problems were most acute at the present time, and the fate of Africa must be a matter of great concern to the I.L.O. While, therefore, the question did not call for an immediate solution and while some preparatory work might be necessary in relation to the intergovernmental organisations mentioned in the report, it should not be forgotten that the problem was an important one which should be solved in the near future.

The Director-General, in reply to the apprehensions expressed by Mr. Roberts, gave the Governing Body an assurance that the proposed co-operation with the Inter-African Labour Institute would not prejudice in any way the further development of the activities of the I.L.O. as a tripartite body or the further intensification of its relations with African trade unions and employers.

In reply to a question put by Mr. Jouhaux, the Director-General said that details concerning the Inter-African Labour Institute were given in paragraph 8 of the report and that he would submit fuller information to the Governing Body on the whole subject at a later stage.

The Chairman said that the statements made by the various speakers would be recorded in the minutes and the necessary action taken upon them at the appropriate time.

The Governing Body took note of the information contained in the Fifth Supplementary Report of the Director-General and of the Director-General’s statement that the proposed co-operation with the Inter-African Labour Institute would not prejudice the further development of the activities of the I.L.O. as a tripartite body or the further intensification of its relations with African trade unions and employers.

Proposal for the Amendment of Article 19, Paragraph 2, of the Constitution (Submitted by Mr. C. E. Shaw)

Mr. C. E. Shaw said that he had asked for the withdrawal of this proposal without prejudice to his right to introduce it at a later stage after exploring certain developments in his own country.

Mr. Roberts disliked the idea of any reservation with regard to the reintroduction of this proposal. It was within the knowledge of members of the Governing Body that the Employers themselves would not support it. The issue was one which was fundamental to the Organisation, whether it was raised at once or at some future date, and if Mr. Shaw maintained his reservation, he claimed the right to discuss the matter at once.

Mr. C. E. Shaw thought that any member of the Governing Body had the right to introduce any question at any time.

Mr. Delaney said that his personal feelings in respect of this proposal were well known, but he was prepared to accept Mr. Shaw’s withdrawal without further discussion. Mr. Shaw had the right to make a proposal at any time on this subject, whether he placed his intention on record or not, and personally he would state his arguments against the proposal if it ever came before the Governing Body, although he sincerely hoped that no more would be heard of it.

The Governing Body took note that Mr. C. E. Shaw had withdrawn the proposal contained in the Seventh Supplementary Report of the Director-General.

Regional Activities of the I.L.O.

The Governing Body took note of the information contained in this report and decided to give consideration to the question of the regional activities of the I.L.O. at some later session.

The sitting closed at 12.45 p.m.

F. García Oldini.
MINUTES OF THE FOURTH SITTING (PRIVATE)

(Thursday, 5 March 1953—10.20 a.m.)

At this sitting, which was held in private, the Governing Body discussed the following items on the agenda: Seventh Item: Reports of the Financial and Administrative Committee; Eighth Item: Report of the Allocations Committee.

In accordance with the provisions of the Standing Orders of the Governing Body, the minutes of this sitting are printed separately.
MINUTES OF THE FIFTH SITTING

(Thursday, 5 March 1953—12.10 p.m.)

The Governing Body was composed as follows:

Chairman: Mr. García Oldini.

Mr. Ago, Mr. Aftab Ali, Mr. Campanella, Mr. Conchello, Mr. Delaney, Mr. Díaz Casanueva, Mr. Esfandiary, Mr. Fafchamps, Mr. Fernandes, Mr. Gemmill, Mr. Ibáñez, Mr. Jouhaux, Mr. Kaiser, Mr. McLaren, Mr. Montoya, Mr. Móri, Mr. Paz, Mr. Pons, Mr. Quraishi, Mr. Ramadier, Mr. Roberts, Mr. Rocque da Motta, Mr. Shastri, Mr. C. E. Shaw, Sir Richard Snedden, Mr. Sölvéen, Mr. Subramanian, Mr. Tata, Mr. Tennant, Mr. Tuan, Mr. Waline, Mr. Wuori.

Fifteenth Item on the Agenda

Report of the Director-General (continued)

Ninth Supplementary Report

Entry into Force of the Agreement concerning the Social Security of Rhine Boatmen, 1950

The Director-General said that the Agreement concerning the Social Security of Rhine Boatmen which had been signed in Paris on 27 July 1950 had already been ratified by the contracting countries riparian to the Rhine, namely, Switzerland, the Federal Republic of Germany, France and the Netherlands. The ratification of Belgium had been deposited on 4 March 1953 and, as a result of the registration of this ratification, the Agreement concluded under the auspices of the International Labour Organisation would come into force on 1 June 1953.

This Agreement constituted a further example of the manner in which the activities of the International Labour Organisation conferred tangible and direct benefits on certain classes of workers. As a result of this Agreement Rhine boatmen would now as a general rule be able to draw for themselves and for members of their families a wide range of social security benefits irrespective of the flag under which they sailed or of the country in which they happened to find themselves. The case of the Rhine boatmen was one in which international agreement was essential if many members of the crews were not in practice to be deprived of social security benefits, because for much of their time they were not resident in their own countries. The agreement solved the problem which had arisen and its application would improve conditions for many boatmen when they were ill, old, or out of work.

This was a case in which a few governments interested in a common problem had tried to solve it with the assistance of the Office, which had undertaken the preliminary studies required and had made arrangements for the meetings at which the Agreement had been negotiated. The Office had been glad to assist governments in this matter and was ready to do so in other cases. As was stated in the report laid before the Governing Body, the help of the Office had also been solicited in order to work out the arrangements for applying the Agreement, and with the consent of the Governing Body he was quite ready to meet this request.

Mr. Fafchamps said that although Belgium had been the last of the countries concerned to ratify the Agreement he wished to thank the International Labour Organisation on behalf of the Belgian Government for its active assistance to the countries concerned in this matter.

The Agreement on the social security of Rhine boatmen showed what the I.I.O. could do at a regional level, and he believed that he interpreted the feelings of all the countries concerned in Rhine navigation in thanking the I.I.O. for its most valuable assistance.

The Governing Body took note that the Agreement concerning social security for Rhine boatmen would come into force on 1 June 1953.

Declaration of Loyalty by Mr. Yalden-Thomson and Mr. Wheeler

Mr. W. Yalden-Thomson, Assistant Director-General, and Mr. F. H. Wheeler, Treasurer and Financial Comptroller, made the declaration of loyalty prescribed under article 3 (b) of the Staff Regulations.

The Governing Body took note of these declarations of loyalty.

Sixth Item on the Agenda

Reports of the Committee on Freedom of Association

Sixth Report

The Chairman said that the Spanish version of this report contained a number of mistakes which would be corrected to conform with the French and English texts.

The Governing Body took note of this information.

General Discussion.

Mr. Jouhaux said that although the Sixth Report of the Committee on Freedom of Association was probably the most bulky document that had ever been circulated to members of the Governing Body it did not fully satisfy the Workers' group because the questions with which it dealt, the solutions which those questions required, and the action which might be taken did not emerge clearly from the report as a whole. He did not fail to recognise either the understanding with which Mr. Jenks had stated the problems or the imagination, even boldness, of Mr. Ramadier as Chairman of the Committee, but those qualities were not enough to enable the Workers' group, and particularly those of its members who had taken part in the discussion in the Committee, to regard the procedure as satisfactory. The
application of that procedure had in fact revealed a complete incapacity to deal with matters which were followed with the liveliest interest by millions of workers. As he himself had already pointed out at the 110th Session of the Governing Body, it could not but lead to the mere dismissal, subject to a few comments, of the cases submitted to the Governing Body, which thus of its own accord relinquished a function which the United Nations had regarded as falling within its competence.

In deciding to transmit all complaints to the Governing Body of the I.L.O. the Economic and Social Council had in effect recognised the jurisdiction of the I.L.O. in matters relating to the protection of freedom of association. It had certainly not considered that this action implied merely that the members of the Governing Body's Committee on Freedom of Association would consider whether or not the complaints were well founded. It was obvious that the Committee's first task must be to examine whether the complaint was well founded and whether further information upon it was required. That was precisely where the difficulty arose, however, since if the Committee, after deciding that the complaint was well founded, wished for additional information, it could not ask for that information within the consent of the government concerned. It was therefore understandable that when governments were asked by the Committee on Freedom of Association to authorise inquiries they should be unwilling, in acceding to its request, to make what amounted to an a priori admission that they were at fault. However, it was nevertheless essential that in this kind of case the International Labour Office should be able to prove that the complaint was well founded before referring it to the Fact-Finding and Conciliation Commission.

Such reference was, of course, not possible until the Committee on Freedom of Association had concluded that the complaint was justified, and the Committee did not reach such a conclusion unless it was inescapable. Once a complaint had been recognised as well founded, however, the Committee must be able to command the means to assess the value of any arguments put forward by the parties concerned, and it must therefore have power to carry out the necessary inquiries and to convene the government or governments concerned and the complainants for a hearing. Those members of the Governing Body who were lawyers would appreciate how difficult it would be for them if they were required to establish a complaint without being able to have the necessary judicial inquiries made and to call on the necessary witnesses to establish the facts of the case.

The fact was that the Committee on Freedom of Association could examine any case only in so far as the government concerned agreed to assist it and could carry out only such inquiries as were authorised by that government. Some governments, however, considered that they need not reply to the requests for information addressed to them, either because they had not ratified the Freedom of Association and Protection of the Right to Organise Convention (No. 87) or because they considered it beneath their dignity to reply to such questions. As for those governments which had replied, their answers were, to say the least, dilatory. As a rule they stated that it had not been their intention to violate freedom of association, that if they had taken certain action it was because public order was disturbed or threatened, and that the procedure concerning the enforcement of trade union rights was therefore inapplicable.

He would quote a single example affecting his own country. It was beyond question that there were times when a government was obliged to take police and military action in order to prevent disorder and-bloodshed. When, however, a government confronted with the complaint of certain trade unions alleging that their members were prevented from going to the employment exchange on May Day replied that it had taken no decision to that effect, that the trade union members had been perfectly free to go to the employment exchange but that to forestall any possible disturbances a military cordon had been drawn round the square in which the employment exchange was located, then one could only conclude that the argument was a dilatory one, since although the government might not have taken specific action intended to prevent trade union members from attending the May Day demonstrations at the employment exchange it had in effect made it impossible for them to do so. Many other similar examples could be quoted, since the general line taken by governments was that of claiming the need to maintain law and order and denying any intention of violating trade union rights.

If the Committee on Freedom of Association was unable to evaluate the information available it was bound to take its decisions in ignorance of the true line taken by those governments concerned. Similar examples could be quoted, since the general line taken by governments was that of claiming the need to maintain law and order and denying any intention of violating trade union rights. If the Committee on Freedom of Association was unable to evaluate the information available it was bound to take its decisions in ignorance of the true line taken by those governments concerned. Similar examples could be quoted, since the general line taken by governments was that of claiming the need to maintain law and order and denying any intention of violating trade union rights.

When the Economic and Social Council remitted to the Governing Body the cases of this kind received by it, it handed over to the International Labour Organisation the responsibility which it carried in terms of general policy, and this was logical and normal. Nevertheless it would be a mistake to think that once it had transmitted these complaints to the Governing Body, the Council attached no further importance to the action taken up on them. Unless the Governing Body succeeded in altering its procedure in such a way as to give real meaning to freedom of association it was to be feared that the Economic and Social Council, faced with the reports of the Committee on Freedom of Association, would reach the conclusion that in the absence of any positive results under the general terms of the International Declaration of Human Rights it should take the matter out of the hands of the Governing Body and take charge of the procedure itself.

Freedom of association was one of the foundation stones of the International Labour Organisation, for with its existence the Organisation would not exist. It was because free trade unions had decided to support the Organisation at the outset that it had been able to develop, to weather hard times and to do something towards fulfilling the hopes of the masses. Albert Thomas had been in the habit of saying that the activity of the trade unions was the barometer of the activity of the I.L.O.; but in order that the I.L.O. might develop its activity in relation to the activity of the trade unions it must enjoy the confidence of the working masses, and that confidence could not be created by skilfully worded legal statements. In these circumstances it was essential that in the interests both of the I.L.O. and of peace the Committee on Freedom of Association should be able to seek appropriate solutions for the problems before it once the weak-
ness of the arguments against the complainants had been demonstrated. Any action decided upon would, of course, have to be approved subsequently by the Governing Body, but it would undoubtedly be possible, without departing from traditional methods, to reach solutions which would give greater confidence to the masses.

He reminded the Government representatives that once a government had accepted membership of the United Nations and had agreed to regard some part of its national authority as constituting the international authority which would enable the United Nations to carry out its functions, it could no longer consider it derogatory to its dignity to reply to the questions responsibly put to it by the I.L.O. By giving publicity to any considered conclusions which the Committee on Freedom of Association might reach it would be possible to show that something new had been done to safeguard freedom of association and to provide the trade union organisations which supported the work of the I.L.O. with arguments to counter the propaganda of their opponents. These latter were trying to discredit the Workers' members of the Governing Body in the eyes of the masses on the ground that they had not yet been able to ensure respect for freedom of association. These opponents certainly did not themselves respect it—this being one of the reasons for which the Workers' members of the Governing Body continued to oppose them; however, one could not condemn a system while simultaneously adopting its rules and principles. Anyone who gave the impression of doing that would cut himself off from the masses, which in their bewilderment would then tend, in all countries, to follow those who shouted the loudest.

He therefore appealed to all his colleagues on the Governing Body to support the efforts of the Workers and to agree that the present procedure could not be continued indefinitely if they really wished to give confidence to the working masses and to direct the activities of the I.L.O. towards the defence of freedom of association as originally defined in its Constitution. On behalf of the Workers' group he emphasised the fact that each section of the Sixth Report of the Committee, and also of Mr. Jenks, who had skilfully guided the work of the Committee and had himself showed bold initiative upon that task, had emphasised the fact that each section of the Sixth Report of the Committee, had, like all its previous reports, been adopted unanimously. The fact that it had not been found necessary to come to a vote proved that all the members of the Committee had made a 'real effort to carry out with perfect impartiality their functions as examining magistrates.

He thought that Mr. Jouhaux was rather too severe in his criticism of the work of the Committee, since in many cases it had produced results which were 'useful', although perhaps not spectacular. Those who had followed its proceedings closely would doubtless admit that through its correspondence with governments some progress had been made. The results were far from being negative and should not be underestimated. It was true that some governments had failed to reply to the repeated requests of the Committee, and it would be for the Governing Body to decide what action should be taken in those cases. The other governments, however, had as a rule replied to the various communications addressed to them and had shown some patience, since some of the complaints transmitted to them were not justified and had simply been dismissed by the Committee. It would be a mistake to give the impression that too much importance was being attached to frivolous complaints because governments might ultimately cease to take the procedure set up by the I.L.O. seriously.

If governments had sometimes been slow in replying, that was often because owing to the vagueness or the complicated nature of the complaints even the best-intentioned governments needed some time to collect the information requested of them. The Committee had also had to exercise patience in awaiting the replies, but that was hardly to be avoided.

He fully appreciated the anxiety expressed by Mr. Jouhaux, but he wondered what more the Governing Body could do to satisfy the workers. It was not without some misgivings that the Governing Body had set up the procedure concerning the safeguarding of freedom of association, and he himself sometimes wondered whether he had not been wrong in agreeing to serve on the Committee, which had undertaken heavy responsibilities in relation to the governments. In expressing the view that the Committee was paralysed because it could not require governments to take certain action Mr. Jouhaux was evidently thinking particularly of the provision which had been approved against his will at the 110th Session of the Governing Body that the Fact-Finding and Conciliation Commission should not take action without the consent of the government concerned. That provision had not been applied in practice, however, because no cases had yet been referred to the Fact-Finding and Conciliation Commission, so that it was too early to pass judgment on any defects that there might be in its procedure.

For the time being it was the function of the Committee on Freedom of Association to select and screen the complaints referred to it, and it seemed to have carried out that function well enough. It must be borne in mind, however, that for a number of reasons the Committee was bound to proceed with great caution.

In the first place, the Committee was guided in its work by certain principles relating to freedom of association, namely, those laid down in the two Conventions for metropolitan territories and non-metropolitan territories respectively. In this connection the Employers had always maintained that the I.L.O. was not entitled to press governments to ratify Conventions and that governments were entitled to ratify or not to ratify them as they saw fit. The conclusions of the Committee could not be based on the text of these Conventions, therefore, because the government in question might not have ratified them. The Committee had accordingly confined itself to taking as its guide the general principles embodied in the Conventions, and this was a delicate matter because these Conventions had not
always been adopted unanimously, and in any case governments might complain that there was too much interference in their domestic affairs. The Committee had recognised that the principles laid down in these Conventions might usefully be followed for guidance, but from time to time it might well find itself in a position where it was in danger of going beyond its rights.

Secondly, the Committee had often had to deal with cases in which it was extremely hard to draw the line between social or trade union matters and political matters, and that had helped to make its work slow and difficult. He reminded Mr. Jouhaux, who had referred to public order, that the history of trade unionism in France during the preceding century had been an overlapping process of social development and of political development and that it was difficult to establish a watertight division between the two. On the other hand, the right and duty of governments to preserve law and order within the territories that they were responsible for administering, whether metropolitan or other, could not be challenged.

Thirdly, the Committee had also had to deal with cases which, while they appeared to involve events of a social complexion, did not relate directly to freedom of association but rather to the right to strike, and whereas there were existing Conventions in the field of freedom of association, even though they could serve only for guidance and not as absolute rules, there were no provisions concerning the right to strike either in the Constitution or in any of the Conventions adopted by the International Labour Conference. In many cases the right to strike was the basic justification for the demands made by the workers. Personally he did not oppose it, but it was legitimate to take the view, which had in fact been taken by those responsible for drafting the French Constitution, that the right to strike should be subject to regulation. There was, however, no international instrument regulating the right to strike which would authorise bodies related to the I.L.O. to pass judgment on the national regulations in force in any given country. That being so, he was bound to oppose any attempt by the Committee on Freedom of Association to enter the field of freedom of association proper and to encroach on that of the right to strike, which in his view should be considered only in so far as it affected freedom of association.

He had felt it his duty to define the position of the Employers in respect of freedom of association because the I.L.O. was opening up a new and particularly delicate branch of its activities in this field and was making an experiment which must be conducted with great caution. The Workers’ members of the Governing Body would certainly appreciate the Employers’ attitude. Both sides were co-operating in good faith in the common task and had always reached unanimous conclusions. Nevertheless, it should be remembered that it was not without misgivings that the Employers had embarked on this procedure and he emphasised that once the first stage had been accomplished a further stage should only be approached with the greatest caution.

Mr. Jouhaux thought that the fact that the reports of the Committee on Freedom of Association had been adopted unanimously was due to the determination of the members of the Committee to try out the experiments to the full. At the present stage the Workers considered that the experiment could no longer be continued on the same terms.

He had not criticised the policy of the French Government but had merely cited a characteristic example of the kind of explanations by means of which not only his own Government but others as well attempted in their replies to justify certain steps they had taken.

Mr. Ramadier thought that it would be unfair to say that the work of the Committee on Freedom of Association had been useless, but it was certainly true that the situation was a most delicate one and that any further advance should be carefully premeditated.

Looking back on the discussions at the 110th Session, in the course of which both Mr. Jouhaux and he himself had argued that the action taken was neither thorough enough nor rapid enough, one was bound to notice that substantial progress had nevertheless been made along the desired lines and that a point had now been reached when the procedure followed should be reviewed for the purpose of drawing helpful conclusions for the future. Personally he believed that the Committee on Freedom of Association might usefully be instructed to review the problem and to submit its conclusions to a later session. In fact the Committee had already begun such a review in respect of a problem which was perhaps one of the most delicate of all those arising in the field of freedom of association.

The Committee had examined the documents on the cases referred to it and had tried to complete them by securing additional information. It might have taken the view that its task ended there and then passed the cases on to the Governing Body, which in turn might simply have referred them to the Fact-Finding and Conciliation Commission which, after consulting the government concerned, would in many cases have found that its jurisdiction was not accepted. At that stage the case would have continued on its way to the Economic and Social Council, or perhaps to the United Nations Assembly or the International Labour Conference, and the whole procedure would have proved futile. That was a position which the Committee had tried to forestall. It was true that the Committee was not competent to take decisions, but it had discreetly expressed an opinion on the facts laid before it, and in this connection he wished to congratulate Mr. Jenks who had brought out certain facts in measured terms. The Committee had not stopped there: in the light of the information it had collected it had also made recommendations on the action to be taken. In that sense the Committee on Freedom of Association had been instrumental in giving moral support to governments by pointing out to those which were hesitating on the right course of action what they ought to do. Here again the Committee’s activities had gone much further than had been contemplated at the 110th Session of the Governing Body. The section of the report relating to the action taken on these recommendations included certain proposals addressed to the Governing Body; if those proposals were adopted, the Governing Body would confirm its own right to give advice to governments and at the same time it would instruct the Committee to follow up the action taken on that advice and to direct the Office’s activities towards ensuring its application.

This procedure was similar to the existing procedure in respect of Conventions and Recommendations adopted by the International Labour Conference. In the latter case the Office asked countries which had ratified Conventions to report any difficul-
ties that they had encountered in enforcing them, and it also asked those countries which had not ratified to state their reasons. In a similar manner it was proposed to ask those States which had followed the advice of the Committee on Freedom of Association to report the result of their action and to ask those which had not followed that advice to state their reasons for failing to do so. It might well happen that governments which found it difficult to state their reasons, perhaps because there were none, would ultimately yield to persuasion and follow the advice given to them. Thus, although the Committee had no authority to dispense justice, it had established a kind of jurisdiction which defined the law. It was not a question of passing judgment but of discreetly defining where the right lay, while at the same time giving certain advice and reserving the right to see whether it was followed. It was legitimate to hold the view that this was a very far-reaching development which might broaden still further on the basis of general consent. A time would come when, this advice having been generally accepted, sometimes even in difficult circumstances, a kind of custom would grow up which was the foundation of law; custom was built up little by little by the repetition of actions which ultimately acquired a just and mandatory character that they might not have had in the first place.

Apart from the positive results reached, however, account must also be taken of the inquiries which were conducted by the Committee and which resulted in the compilation of files. In most cases governments had made no difficulty at all about replying to the complaints lodged against them; they had even produced documents and had thus made it possible for the Committee to assess the position as a whole. In the case of other governments the procedure had proved more difficult to operate; sometimes the facts had been hard to establish and were not clearly revealed by the explanations given on either side.

It was true that there was at the present time no obligation for the countries concerned to reply to complaints made against them, whether by admitting the facts or by stating that they were untrue, but although it hardly seemed possible to establish any such obligation, it was not inconceivable that some means might be found of persuading reluctant governments to pay attention to the Committee's requests, or even to see certain advantages to themselves in accepting its jurisdiction. That was a point which might be considered by the Committee on Freedom of Association. To reach that result it might be necessary to have recourse to new forms of procedure. In some cases the Committee had met with resistance from certain governments which had ultimately been overcome; governments which in the first place had not replied or had stated that they did not intend to reply had ultimately furnished explanations, satisfactory to a greater or lesser degree according to the matter at issue, which had given the Committee some basis for its views and had enabled it to make recommendations to the Governing Body. Other governments had so far not replied at all, but an effort should be made to persuade them to provide at least some indication of the facts so that the Committee might come to a clear conclusion. A re-examination by the Committee of its procedure might well produce an improvement in this respect.

There was another and more difficult problem which the Committee might usefully examine, although it had been reluctant to do so hitherto because it had regarded it as somewhat outside its competence, namely, the question of hearing the parties. The Committee had, however, already agreed that any government which so requested should be given a hearing, and had even contemplated the possibility of considering the request of any complainant or complaining organisation to be heard from the standpoint of the extent to which such hearings might serve to establish the facts.

Lastly, there was the question of the Committee's power to conduct investigations. In one particular case relating to the United Kingdom a request had been received from the Government of that country that an inquiry into the circumstances should be undertaken on the spot. That inquiry had led to results which had been recorded at an earlier session. The precedent was a most important and interesting one which did credit to the international outlook of the United Kingdom. Normally it would be the duty of the Fact-Finding and Conciliation Commission rather than of the Committee on Freedom of Association of the Governing Body to undertake investigations, but it was possible that the scope of the Committee's jurisdiction might diminish. In practice the Committee on Freedom of Association had tried to deal with cases in which the jurisdiction of the Fact-Finding and Conciliation Commission could not be accepted, by itself carrying out on a more informal basis the widest inquiry possible in the absence of permission from the government concerned.

If these various aspects of the problem were borne in mind and an attempt were made to pave the way for further progress he was convinced that the action of the Committee on Freedom of Association could be strengthened.

In his opinion Mr. Jouhaux had taken too pessimistic a view of the Committee's activities. It was a natural tendency to conclude that a procedure had been useless if it had not produced all the desired results, but the fact remained that the Committee had succeeded in laying down the principle that freedom of association was a kind of customary rule in common law, outside or above the scope of any Conventions or even of membership of one or other of the international organisations, and that if that principle was systematically violated the organisations which expressed the international conscience were entitled to take the matter up. Thanks to the co-operation of all parties, and in particular of Mr. Jenks and of the sections of the Office concerned, results had been secured which deserved to be placed on record and which would enhance the authority and the practical influence of the International Labour Organisation.

The sitting closed at 1.20 p.m.

F. GARCÍA OLDINI.
The Governing Body was composed as follows:

Chairman: Mr. García Oldini.

Mr. Ago, Mr. Aftab Ali, Mr. Campannela, Mr. Conchello, Mr. Delaney, Mr. Díaz Casanueva, Mr. Esfandiyari, Mr. Faëschamps, Mr. Fernandes, Mr. Gemmil, Mr. Isánez, Mr. Jouhaux, Mr. Kaiser, Mr. McLaren, Mr. Montoya, Mr. Móri, Mr. Paz, Mr. Pons, Mr. Quraishi, Mr. Ramírez, Mr. Roberts, Mr. Rocqué da Motta, Mr. Shastri, Mr. C. E. Shaw, Sir Richard Snedden, Mr. Sölvén, Mr. Subramanian, Mr. Tata, Mr. Tennant, Mr. Tuan, Mr. Waline, Mr. Wuori.

SIXTH ITEM ON THE AGENDA

Report of the Committee on Freedom of Association (continued)

Sixth Report

General Discussion (continued).

Mr. Vermeulen thought that the preceding speakers had expressed very well the difficulties encountered by the Committee on Freedom of Association. The procedure of the Committee had been the result of an agreement reached at the 110th Session of the Governing Body, but it had proved very difficult to follow in practice. Mr. Waline’s remarks had shown that there was a feeling in the Employers’ group that the basis of the agreement was too rigid, since from time to time the Committee had had to find ways and means of meeting the practical requirements of the various cases before it. The report which the Governing Body was considering showed that the Committee was already advancing in the direction of conciliation. In the course of its work it had had to ask itself whether it could carry out its functions as it would like to do. The Employers would appreciate that the position of the Workers was even more difficult than their own with regard to complaints coming from international organisations. It was true that some of those complaints had no basis, but it must be remembered that even international organisations had to learn by experience how to deal with these questions and how to formulate their complaints. In dealing with the complaints from international organisations the Committee had received replies from the governments concerned and had had to take decisions which had not satisfied the workers; the Workers’ members of the Committee then had to convince their colleagues in the international field of the difficulties which they had to face and which arose mainly from the lack of co-operation from governments.

The best way to improve the procedure would be to secure the ratification of the Conventions on freedom of association, and he therefore appealed to the governments to ratify them. Some governments appeared to be unwilling to ratify on the ground that the Conventions were of no interest to them because freedom of association already existed in their countries. However, it was only by the ratification of these Conventions that the promises made to the workers of the world in the United Nations could be fulfilled.

He also appealed to governments to deal seriously with the complaints made against them. It was clear that the promises made to the workers in the international field could not be fulfilled if governments, in their replies, merely took refuge in legal interpretations and in expressions of regret at the facts.

Some very useful proposals had been made for improving the procedure of the Committee, which had acquired a good deal of experience in dealing with all the cases put before it. He therefore suggested that the time had now come for the Committee to examine how its work could be done more efficiently and more in accordance with the basic principles of the Organisation. He formally supported the proposals made by the previous speakers that the Committee should hold a meeting in the near future for the purpose of discussing the suggestions already made and any new suggestions which might be submitted in the meantime, with a view to submitting formal proposals to the Governing Body concerning the procedure to be followed in future.

Mr. Subramanian said that it seemed clear from the Committee’s report that there had been inadequate co-operation from governments and that some governments had not even replied to the communications addressed to them. Nevertheless the majority of the Members of the I.L.O. certainly upheld the principle of freedom of association and were ready to co-operate with any agency set up by the Organisation to investigate complaints concerning its violation. Reference had already been made to one government which had been anxious to have its name fully cleared by an impartial investigation, and it was probable that many other governments would take the same line.

Account must also be taken of the difficulties confronting governments, which varied from one country to another according to the size of the country and the character of the government itself. In the case of a large country like India with a federal form of government the responsibilities for upholding freedom of association and for enforcing law and order were shared between the Central Government and some 20 state governments which to some extent could act independently of each other. An allegation made by an organisation and transmitted to the Government of India might well relate to the government of a state which was situated far away and about which the Central Government had no details, so that some time was required for correspondence with the state government and for that government itself to collect the necessary data. Moreover, when the information reached the Central Government, that Government
had to verify it and this again took some time. Hence the fact that the information requested did not come in as quickly as the Committee might wish did not mean that the governments concerned intended to withhold information or to act otherwise than in a spirit of full co-operation. The Committee had every reason to expect the fullest possible information from governments but it should not expect to receive it at its next sitting, and might even have to accept it in a series of instalments over a period of time to meet the convenience of the government.

It should also be remembered that the problem of enforcing law and order was not the same for every country. Some countries had a stable and well-ordered form of government and their people had evolved by long tradition a certain standard of observance of law and order; in others, for historical reasons, conditions were less stable and the observance of law and order was that end which might not find acceptance everywhere and which might involve the arrest of certain persons. Such persons should normally be brought to trial, but in emergencies there might be delay and the accepted rules concerning the time within which accused persons must be brought to trial might not be observed.

It might also happen that certain freedoms were affected by temporary restrictions required by circumstances, in particular with regard to the organisation of meetings. If a person was imprisoned because he was a danger to the State all his normal freedoms must necessarily be affected, but he did not think that any member of the Governing Body would argue that any particular freedom of the individual was more important than the security of the State. At the same time, when a State took measures to ensure law and order it must, of course, see that these measures did not go beyond the requirements of the situation, and it was on this point that there might be scope for difference of opinion as to whether the action taken by a government was the minimum required to meet a certain situation or whether it went beyond the needs of the situation or had been taken with a view to violating certain freedoms under cover of safeguarding law and order.

Without in any way supporting the lack of cooperation in certain quarters, he appealed to the members of the Governing Body to bear in mind the numerous difficulties which might prevent governments from providing what might be regarded as the fullest possible co-operation. He sincerely hoped that all governments which had not yet ratified the Conventions concerning freedom of association would do so in the near future. Whether those Conventions were ratified or not, however, it would be generally agreed that every government must be guided by them in spirit if not in the letter.

Mr. Delaney felt compelled to express his dissatisfaction with the present procedure for handling this extremely complex question, in his capacity both as the representative of the American Federation of Labor which had initiated the request to the Economic and Social Council of the United Nations for action in respect of the increased number of cases of violation of trade union rights and freedom of association throughout the world, and as a citizen of the United States, the Government of which, in agreement with the American Federation of Labor, had pressed the Economic and Social Council for action on the problem.

The case of the Workers' group had been eloquently stated by Mr. Jouhaux, and Mr. Waline and Mr. Ramadier had subsequently attempted, in equally eloquent language, to prove that there had been considerable results from the work of the Committee. Without reflecting on the dignity or the good intentions of the members of the Committee, he felt bound to say that after carefully reading the various reports of the Committee he had found in them mainly a concern for all the diplomatic problems that might arise between the I.L.O. and the various countries without proper regard to the actual facts of the cases reported. Everyone knew that violation of freedom of association was taking place in many countries and yet there had not been a single report that made positive and definite recommendations to any country. As an instance, he cited the case of a country in which there was every reason to believe that freedom of association had been violated in almost every position, manner and in respect of which the language used was merely "if the government desires . . . finds it possible . . . thinks it necessary . . .". He did not think that governments could be expected to pay any attention if cases of violation of trade union rights were dealt with in language of that kind. Since the matter had first been placed before the United Nations there had been no sign of any decline in the violation of trade union rights throughout the world; in fact, the situation was probably even more serious today.

He recognised that the problem was a complex one and that it was difficult for members of the Committee, whose terms of reference had been laid down by the Governing Body, to go beyond those terms of reference. Anyone who considered the matter honestly must conclude that these terms of reference made it almost impossible for any positive action to be taken which could have a real effect on the situation. He could not help expressing the dissatisfaction of his organisation at the fact that not one of all the governments concerned had volunteered to authorise an investigation or to permit the Fact-Finding and Conciliation Commission to consider the complaints made. The United States Government itself, which he had urged to permit on-the-spot investigations, had not yet seen fit to do so.

When he had voted with the majority at the forty-sixth Session of the Governing Body for the proposal which established the relevant procedure, he had thought that in view of the seriousness of the problem governments would respond wholeheartedly. He was sorry to say that he found that the governments were responsible for the present situation, for if a few governments had given the leadership which was expected of them there would be no cause for the present dissatisfaction in the Workers' group. The international trade union movement representing the free workers of the world would not accept this failure to deal with the situation. The workers demanded positive action in respect of the violation of trade union rights and if they could not obtain it from the International Labour Organisation they would have to have recourse to other methods.

He wished to emphasise that he did not intend to cast any reflection on the prestige of the Chairman or of the members of the Committee, nor did he intend any encroachment on the sovereign rights of
any government. He thought, however, that the Governing Body had a moral responsibility to do everything in its power to discourage the ever-increasing violation of trade union rights.

He urged that either the Committee or the Director-General should, as had been suggested, be instructed to re-examine, the problem and to submit a document to the Governing Body on the basis of which some constructive action could be taken. The prestige of the Organisation would be seriously threatened unless some satisfactory result could be obtained.

Mr. Sivén said that in his opinion the main problem was how to bring the Fact-Finding and Conciliation Commission into practical operation. All the members of the Governing Body seemed to be agreed that the weakness of the present system was primarily due to the provision that no complaint could be referred to the Commission without the consent of the government concerned. There seemed, indeed, to be an understandable desire on the part of the Governing Body to avoid at any price having to seek such consent. The Governing Body wished to refrain from any action which might lead to a split in the Organisation, and it even seemed as if its main concern was not with the substance of a decision but with its unanimous adoption.

He had himself studied all the complaints closely and in many cases he had found it open to question whether the complaints had not really been sufficiently substantiated to justify their reference to the Fact-Finding and Conciliation Commission. The Committee, however, had always reached the conclusion that the complaint did not call for submission to the Commission, with the result that the Commission had had no opportunity of functioning and its task had in fact been taken over by the Governing Body’s Committee on Freedom of Association. As the members of the Committee, even if they were fully qualified to examine the cases on their merits, had not sufficient time for a careful consideration of them, the result had been that the examination of the cases was entrusted to the Office. Moreover, it should not be forgotten that the tripartite Governing Body Committee obviously did not possess the same authority as the Fact-Finding and Conciliation Commission, both because of the high personal qualifications of the members of the latter Commission and also because it was independent of the Governing Body.

One of the essential objections to the present procedure for the examination of complaints was that it did not permit the replies of governments to be submitted to the complainants for their observations. It was sufficiently evident that this procedure could not be regarded as satisfactory. In many cases the Committee had concluded that the claims were so purely political in character that it was undesirable to pursue the matter further, but one could not help feeling that the replies of several governments were also somewhat political in character and in fact ought to be submitted to the complainants.

There was one particular weakness in the present system to which he wished to draw attention. Under its terms of reference the main task of the Committee was to undertake a preliminary examination to determine whether the cases were worthy of consideration by the Governing Body, and in fact its work was still of a merely preliminary character. For that purpose the allegations must as a rule be communicated to the governments concerned, which should be given the opportunity of making their observations, so that at that stage the governments would have already stated their opinion with regard to the justification of the complaints and the desirability of further examination. If the Governing Body then found that the evidence justified reference of the case to the Fact-Finding and Conciliation Commission, and if it succeeded in securing the consent of the government concerned, it could hardly be expected that that government would take a different attitude before the Fact-Finding and Conciliation Commission from that which it had taken before the Committee on Freedom of Association; for reasons of prestige such a government must refuse to change its position and would simply adhere to its previous declaration that the allegation was in all respects unfounded. This meant that, while the government maintained what it regarded as its own prestige, the prestige of the Fact-Finding and Conciliation Commission would be correspondingly weakened and the Commission would in practice be prevented from performing any useful function. It was difficult to see how this danger could be avoided under a system which provided both for a preliminary examination and for a subsequent examination by the Fact-Finding and Conciliation Commission, although, of course, the double procedure would cause much less difficulty if the preliminary examination were purely formal in character.

The most serious objection to the present system however, was that the decisions of the Committee, in his view, constituted precedents, for the interpretation and application of the principle of freedom of association. At present very different conceptions of this principle were held by different governments. In so important a field it was essential to reach a single clear and uniform conception, and this could only be done if the interpretation was entrusted to an independent body which would take unequivocal decisions in the interests of uniformity.

It was easy to say that the present position was almost untenable, but difficult to see how to get out of it, and a series of complicated problems was involved. A first step might be to consider the possibility of deleting the provision requiring the consent of the government concerned for reference of a case to the Fact-Finding and Conciliation Commission. Even if that requirement were maintained, however, it would probably still be possible to improve the procedure. Under the decisions taken by the Governing Body and approved by the Conference, the consent of a government might be given either in an individual case or more generally in advance for certain categories of cases or for any case which might arise, and perhaps this latter alternative might indicate a way out of the difficulty. In any case, this point should be carefully considered, as Mr. Ago had already suggested at a previous session of the Governing Body. There would be neither constitutional nor practical objections to such a solution, although it would no doubt provoke a strong reaction on the part of those governments which had something to hide. He did not wish to dwell upon the different aspects of this question, but suggested that it should be given careful consideration when the whole problem of the procedure of the Fact-Finding and Conciliation Commission was re-examined.

Mr. Hadji Vassiliou said that as his country was mentioned three times in the report of the Committee on Freedom of Association he wished to
comment briefly on the report, which as a whole was
fully satisfactory to his Government.

With regard to the reference made from the
Workers’ side at the previous sitting to the sove-
reignty of States Members of the International
Labour Organisation, not only was his Government
not offended at receiving requests for information
from the I.L.O., but it welcomed the opportunity
thus provided to demonstrate its sovereignty by
establishing the truth in regard to facts which might
be open to dispute. The Greek Government had
already replied on various occasions to requests for
information addressed to it; if there had been delay
in some cases it was because the facts alleged, and
even the names cited, were non-existent and the
Government had therefore had some difficulty in
making the necessary inquiries. He apologised for
these delays but considered that the Committee in
its report had exonerated his Government from any
suspicion of bad faith in the matter.

Secondly, he drew the attention of the Committee
on Freedom of Association to the fact that Greece
was a typical example of a country in which those
who had an interest in so doing established an
imaginary connection between certain incidents and
freedom of association, whereas in fact no such
connection existed. His country was exposed to the
constant danger of uprisings on a frontier 1,000
kilometres in length, and was the only country which
had experienced the horrors of such uprisings during
the war and the post-war period. As a result Greece
had been accused in the past and would no doubt
be accused again in the future of failing to respect
freedom of association, whereas what was involved
was not freedom of association but a question of
common law and the defence of the life and inde-
pendence of the country.

Referring to the passage of the report concerning
the ratification of the Freedom of Association
and Protection of the Right to Organise Conven-
tion, 1948, he reaffirmed the statement of the Greek
Government that a Bill to ratify the Convention had
been laid before Parliament, thus meeting in advance
the hope expressed by the Committee.

He thought that his Government’s report would be
approved by the Governing Body unanimously, as
it had been adopted by the Committee itself. The
Greek Government had no objection to the adoption
of a new procedure for the examination of allega-
tions concerning violation of freedom of association.
Greece was a free country where the proceedings of
the courts were open and his Government would be
glad to provide the Committee with any information
it might request.

Mr. Tennant thought that it was natural that the
Governing Body should wish to discuss the procedure
for examining cases of alleged infringement of free-
dom of association since that procedure was still in
the experimental stage and the functions of the
Organisation in this field were not only new but also
terribly delicate and complicated. For several
years past the Governing Body had been trying to
find an effective means of assuring freedom of associ-
ation while at the same time maintaining the cohesion
of the Organisation and the moral authority
which sprang from that cohesion. In his view the
basic problem was to find an effective way of bringing
to bear on this particular question the moral binding
force deriving from membership of the Organisation.

There had been considerable criticism of the
attitude of governments, which no doubt was justified
in some cases. Nevertheless it should be re-
membered that a number of governments had endeavoured to present a full and fair picture of
the facts relating to allegations made against them.
Mr. Delaney had appealed to governments to give
a lead, and some of them had already responded in
advance by providing the Committee on Freedom
of Association with the fullest possible explanation
of the facts in order to enable it to arrive at a deci-
sion on the merits of the case, and that was no small
contribution. The fact remained, however, that the
question of the co-operation of governments lay at
the very root of the problem.

The question of the possibility of referring cases
to the Fact-Finding and Conciliation Commission
without the consent of the government concerned,
which had already been fully discussed at the
31st Session, had been raised again by Mr. Sölvén.
Confining himself to the practical aspects of the
question, and without entering into the juridical
or constitutional aspects, he wondered what prac-
tical results could be achieved, either by the Gov-
erning Body or its Committee on Freedom of Asso-
ciation or by the Fact-Finding and Conciliation
Commission, if they tried to deal with a case without
the leave of the government concerned, once that
government had refused the necessary facilities.

The co-operation of a government could not be
assured merely by acting without its consent, and
it was on the practical and effective co-operation
of the government concerned that any improvement
in the situation depended. It was not merely a
question of co-operation in furnishing written replies
and in giving further information; it was much
more a question of helping to see that what was
wrong was put right, and the problem was essen-
tially that of the best way of ensuring this co-
operation.

In some cases at least there was no point in
making injunctions or pronouncements which might
sound very impressive, but which might in the event
prove useless. What was needed was to find a way
to encourage those tendencies which might be ap-
parent and which pointed to the possibility of
improvement. As had already been seen, it was
often difficult to say in black and white whether
freedom of association was or was not fully respected;
in short it was, and in part it was not. Furthermore,
the situation was a developing one and therefore the
proper way to secure material improvement was to
find some means of promoting such improvement
with due regard to human psychology, which could
not be left out of account.

Where abuses existed there was no doubt that
governments must be brought face to face with
their responsibilities, and that could be done in
several ways. The primary purpose of the pro-
cedure, however, whether it was in the hands of the
Governing Body or of the Fact-Finding and Con-
ciliation Commission, was not to declare the govern-
ment right or wrong, but to safeguard the interests
involved. It was necessary to consider in each
particular case what course of action would be most
liable to improve the position in regard to freedom
of association in that country, and he hoped that in
the future discussion of procedure that consideration
would be fully borne in mind.

Mr. Weilnic welcomed the discussion which was
taking place in the Governing Body and thought
that, even after taking account of the masterly way
in which the Committee’s proceedings were conduct-
ed by its Chairman, Mr. Ramadier, it was most
useful that the members of the Committee should
have an opportunity of finding out the views of the Governing Body as a whole.

Mr. Sélvén appeared to regret that the Fact-Finding and Conciliation Commission should not be brought into operation instead of trying to improve the procedure along the lines suggested by Mr. Ramadier. He himself would view such a development with apprehension because of the very formal nature of the Commission's procedure. The analogous procedure laid down in article 24 and the following articles of the Constitution for dealing with complaints concerning the application of ratified Conventions had, to the best of his recollection, been applied only once in the course of his connection with the Governing Body, and even on that occasion it had not been pursued to the end; this had perhaps been fortunate since at that time other international organisations had set in motion a formal procedure of sanctions which had not had very happy results for the maintenance of world peace. Although that procedure had never been fully applied, however, it could not be said that as a general rule the application of ratified Conventions was not satisfactory. The Conference Committee on the Application of Conventions and Recommendations performed more or less the same functions as those of the Committee on Freedom of Association by asking governments for explanations with a view to improving the situation. On the whole, therefore, he thought that it would be better to follow the suggestions made by Mr. Ramadier, even if the results were modest and not spectacular, rather than resort to an official and formal method of procedure.

Mr. Sélvén had also suggested that the Fact-Finding and Conciliation Commission should establish a uniform body of international case-law on matters concerning freedom of association, and this was in fact what the Committee on Freedom of Association was attempting to do on a modest scale and in an informal and empirical fashion. It must be remembered, however, that article 37 of the Constitution provided that any question or dispute relating to the interpretation of Conventions should be referred for decision to the International Court of Justice. He was afraid that a system under which it would be for the Fact-Finding and Conciliation Commission to build up a body of case-law for its part and a government were then to ask the International Court of Justice, under article 37 of the Constitution, for an interpretation of a Convention it had ratified.

All these factors must be taken into account when the Committee and the Governing Body considered the question of revising the present procedure. In any case it would be necessary to proceed with the utmost caution until improvements which were recognised as such had been found.

Mr. Ghayour paid tribute to the high qualifications of Mr. Ramadier as Chairman of the Committee on Freedom of Association and also to the ability of Mr. Jenks which had contributed greatly to the success of the Committee's work. He had sometimes wondered whether the special procedure which the Governing Body had set up to deal with freedom of association was not unduly slow. Both at the national and at the international level, however, the process of law was always slow and had not been affected by the progress made in regard to speed in the technical field. It could not be expected that the current procedure would give immediate results; governments and public opinion must be brought gradually to accept the jurisdiction in social matters which had been initiated by the I.L.O., and in due course those governments which had refused to relinquish part of their national sovereignty to an international jurisdiction would come to alter their views. The Governing Body would have to show a spirit of impartiality and perseverance in this matter, as the Committee on Freedom of Association had done. Personally he supported Mr. Ramadier's suggestions and urged the Governing Body to approve the Sixth Report of the Committee on Freedom of Association.

Mr. Afrab Ali wished to add a few personal comments, to those made by the other members of the Workers' group, which he fully supported.

The question at issue was of particular concern to the Asian countries because the Asian workers were suffering most from infringements of freedom of association. While he had the fullest confidence in those of his colleagues who were serving on the Committee, he felt it his duty to state clearly that the Asian workers were most dissatisfied with the manner in which this important subject was being treated by the I.L.O. It was the duty of the governments of the States Members of the Organisation to respect freedom of association and to give their full cooperation to the Organisation when it was carrying out an inquiry. He therefore supported the proposal that the present procedure should be revised.

He had accepted the agreement made at the 110th Session of the Governing Body, but had since regretted having done so. The position would be discussed at the coming congress of the International Confederation of Free Trade Unions and, without prejudice to any conclusions which that congress might reach, he wished to place on record the fact that the matter was causing great anxiety to the workers, and particularly those from the Asian countries. The feeling was gaining ground that the Committee on Freedom of Association was merely an instrument for exonerating governments and was indirectly helping those governments, particularly colonial governments, which were still trying to maintain an outworn system. Although such governments claimed to be fighting communism, they were simply trying to maintain their former power and were thus, in the eyes of the workers, helping communism. Unless this situation were corrected without delay he would ask the Governing Body to wind up the whole procedure and not to continue on a course of action which was of no benefit to anybody.

Mr. Kaiser was glad that so illuminating a discussion had been held on this vital problem and thought that it had shown that the Governing Body as a whole was agreed that the time had come to reconsider the procedure for dealing with the problem of freedom of association. The motives for supporting such a reconsideration might vary, but there seemed to be basic agreement on all sides of the Governing Body on the importance of taking the most effective action possible in this field.

The United States Government fully agreed on the need, first for the Committee to study and examine thoroughly the procedures followed hitherto and, secondly, for the Governing Body to debate fully such recommendations as might be submitted to it by the Committee.

Nevertheless it might perhaps be preferable to delay action on the procedural changes already suggested by the Committee, the implications of which his Government had not yet had an oppor-
tunity of considering, until greater experience had been gained. He therefore suggested that the Governing Body should express the view that a basic reconsideration of the procedure was desirable but that no action should be taken until all the implications had been examined. The Committee on Freedom of Association might proceed to examine the question at its next meeting.

Mr. Roberts proposed that, as had been suggested by representatives of the three groups, the Committee itself should discuss this question at its next meeting with a view to submitting proposals to the Governing Body.

Mr. Ramadier agreed that the question of procedure should be referred to the Committee on Freedom of Association for examination, but suggested that the proposals contained in paragraphs 36 and 37 of the report might be approved at the present stage. These proposals did not relate to the procedure for dealing with freedom of association but to the methods of collecting the fullest possible information on the action taken by governments on the recommendations made to them by the Governing Body in the light of the Committee's reports.

Mr. Kaiser said that his observations related to the action to be taken on those paragraphs of the report which dealt with procedural questions, namely, paragraphs 14-21. He was prepared to approve the proposals contained in paragraphs 36 and 37, on the understanding that the points raised in paragraphs 14-21 would be referred back to the Committee for reconsideration as part of the general review of its procedural methods to be made at its next meeting.

Mr. Montoya pointed out that paragraph 36 dealt with methods of assembling information about the action taken by governments on certain recommendations contained in the Sixth Report of the Committee on Freedom of Association. In order that members of the Governing Body might have an opportunity of submitting their observations on these recommendations he suggested that a decision on paragraph 36 should be deferred until the Governing Body had completed its consideration of the other parts of the report.

The Chairman said that the decision on paragraphs 36 and 37 would be reserved, and asked the Governing Body to consider the conclusions of the Committee on Freedom of Association on the various cases with which it had dealt.

Discussion of Particular Cases Mentioned in the Report.

Mr. Rocque da Motta said that he had read the report with care, and in particular the Committee's conclusions on Case No. 11 concerning certain complaints against the Brazilian Government. He noted with great satisfaction the careful consideration that the Committee had given to the two replies made by his Government.

He emphasised that in the State, which was a legal entity responsible for the protection of society, two systems coexisted in practice. The first, which was fundamental, was a political organisation based on a collective decision taken by free individuals, and which affected all the individuals inhabiting a given territory. The second was the body of rights which sprang from that system and from the organisation of the various sections of society and which covered the organisation of the workers in the widest sense of the term.

It was in the light of these general considerations that the merits of the complaints against the Brazilian Government, whose liberal traditions were well known, should be examined. No one could think of accusing that Government of introducing a régime of persecution or restriction, and in that connection he assured the Governing Body that the competent authorities would examine the observations made in the Committee's report with the greatest attention, thus giving renewed proof of their special interest in the action initiated by the I.L.O.

It was his duty to draw the attention of the Governing Body to certain passages in the Committee's conclusions concerning the complaints made against the Brazilian Government. In paragraph 65 of the report, reference was made to an alleged prohibition of trade union elections in 1943. At that time the world had been at war and conditions favoured certain elements which wished to establish themselves permanently within such communities as had always given proof of their devotion to liberty. The declaration of political loyalty required by the Brazilian Government for candidates for the trade union elections held in 1950 was part of the emergency measures taken to protect the security of the State, and that requirement had been withdrawn in April 1952.

As the Committee had noted in paragraph 75 of its report, the right to strike was undoubtedly recognised as a social right by the Brazilian Government, but there could be no doubt that strikes were justified only if all other remedies prescribed by the law had already been exhausted. A strike should not be used for the sole purpose of paralysing the economy of the country and introducing a régime of anarchy, because it was a weapon which could be used by interests carrying on underground activity. There was also a reference in paragraph 75 to the occupations and professions considered as essential by the Brazilian Government. In this connection his Government had noted the importance which the Committee attached to adequate guarantees safeguarding the interests of the workers, but drew attention to the fact that the legal remedies provided in the labour legislation of Brazil showed that the workers did not lack adequate protection.

With regard to the recommendation contained in paragraph 78, he gave the Governing Body the assurance that the Brazilian Government supervised the enforcement of the law throughout Brazilian territory. It should be borne in mind that the facts alleged in certain particular cases were said to have occurred in 1950 during the campaign for the general elections, and thus at a time when the Government could not allow confusion to be created by means of disguised propaganda.

His Government had noted with satisfaction the Committee's observation concerning the ratification by Brazil of the Right to Organise and Collective Bargaining Convention (No. 98). The full application of this Convention to the whole of Brazilian territory was ensured by the national Constitution. In addition, the competent authorities would not fail to give consideration to the ratification of the Freedom of Association and Protection of the Right to Organise Convention (No. 87), as suggested by the Committee in paragraph 131(b) of the report. On behalf of the Brazilian Government he thanked the Committee for the sympathetic manner in which it had considered Case No. 11.
Mr. González Barros recalled that at the preceding sitting Mr. Waline had referred to certain allegations which were devoid of foundation. He thought that Case No. 44, concerning the complaint presented by the World Federation of Trade Unions against the Government of Pakistan, was a typical example of complaints which were unfounded or even malicious. Paragraph 597 of the report indicated that the Government of Pakistan had admitted the possibility of some confusion as to names, but a mistranslation must have been involved, because the confusion related not to the name of the person but to the name of the country concerned, since everyone was aware of the vigilance with which the Colombian Government protected and respected trade union rights.

He suggested that it would be well to add a statement along the lines he had indicated to the conclusions of Case No. 44, which were otherwise quite satisfactory to the Colombian Government, since they recommended that the case should be dismissed.

Mr. Quraishi noted that the allegations concerning violation of freedom of association in Pakistan presented by various organisations could be divided into three groups. He would not go so far as to say that these allegations were false, but he would certainly be justified in saying that they were untrue. The allegations in the first group were to the effect that the Government of Pakistan was depriving the Pakistan Trade Union Federation of the right to operate as a trade union organisation. That allegation was absolutely false, as was apparent from the fact that two nominees of that organisation had attended the Fourth Tripartite Labour Conference from 20 to 22 February 1953 as delegate and adviser respectively.

The second group of allegations related to certain persons who had taken part in a military conspiracy, and he was surprised that any responsible organisation of workers should claim that those persons had been engaging in trade union activity by participating in a conspiracy to overthrow a legally constituted Government. Without going into the details of this case he would merely say that the tribunal dealing with it had recently given judgment, and that one of the accused had been found not guilty and the others had been sentenced to various terms of imprisonment and fines. The impression created by this allegation was that the complainants had perhaps thought that some part of it might be taken seriously. However, those who had followed trade union activity in his country knew perfectly well that the case had nothing to do with the trade union activity of any one of the accused.

With regard to the allegations concerning the arrest and detention of certain persons without trial, those persons had been arrested for acts endangering the security of the State. One of the persons whose name was cited had certainly never been arrested and the Government did not even know if he existed; the others had since been released. He was glad to note that in paragraph 803 of the report the Committee had come to the conclusion that under the circumstances the arrests in question had no connection with the exercise of trade union rights, and also to note the statement in paragraph 811 that the Committee considered that the Rawalpindi Conspiracy Case did not involve any question of the exercise of trade union rights.

With regard to trade union activity in general, there were nearly 400,000 trade union members in Pakistan belonging to 298 registered unions. In addition there were nearly 300 unregistered trade unionists with a membership of nearly 500,000, making a total of nearly a million organised trade unionists in registered and unregistered trade unions together. The Government had placed no hindrances on the activity of these organisations, which were entirely free.

With reference to the third group of allegations, namely, that the Government of Pakistan was giving support to an organisation called the All-Pakistan Workers' Union, no trade union of that name existed or had ever existed in Pakistan. It was also alleged that the Government was encouraging the All-Pakistan Federation of Labour, and his Government gladly admitted to encouraging this organisation because it was a true and representative labour movement; but at the same time it did not discourage the other federations which were in operation in the country.

He congratulated the Chairman of the Committee on his conduct of the Committee's business. The main object of these tendentious allegations had been suggested by the complainants themselves, but in paragraph 813 of the report the Committee had been misled into making certain observations and suggestions which from a perusal of the file did not appear to be justified by the facts. He therefore thought that subparagraphs (ii) and (iii) of paragraph 813 might well be deleted from the report. His Government was, however, in full agreement with the conclusions formulated in subparagraphs (i) and (iv) of the same paragraph.

Mr. Ayo noted that most of the cases with which the Committee had dealt were classified under Part IV of the report under the heading "Cases which the Committee recommends should be dismissed", while Part VII dealt with "Cases meriting further examination by the Governing Body". The conclusions concerning the cases relating to Venezuela and the Dominican Republic in Part VI fell between these two categories, and he wished to know whether the Committee considered that its examination of these cases had been completed or whether it should be continued.

Mr. Ramadier said that in previous reports the cases of Venezuela and the Dominican Republic had been the subject of somewhat different conclusions. The Committee had since received further communications and had heard statements by representatives of the governments concerned, and in the light of this additional information it had reached definitive conclusions which closed the procedure in respect of these two countries. Consequently, these cases might be regarded as closed if the Governing Body so agreed.

The Chairman asked the Governing Body to take a decision on Part IV of the Sixth Report of the Committee on Freedom of Association concerning the cases which the Committee recommended should be dismissed.

Mr. Delaney said that as the Governing Body had decided to re-examine the procedure for handling cases of infringement of trade union rights he agreed that the discussion on this part of the Committee's report should be regarded as closed, with the reservation that his approval did not necessarily imply approval of the decisions on each of the individual cases covered by the report.
Mr. Gemmill requested that his abstention from all the voting on this question should be recorded, having regard to the opinion of the South African Government concerning the procedure for dealing with complaints concerning infringement of trade union rights.

The Governing Body approved the conclusions contained in the following sections of the Sixth Report of the Committee on Freedom of Association:

PART IV: Cases which the Committee recommends should be dismissed (paragraphs 38-937).

PART V: Case on which the Committee recommends no action should be taken (paragraphs 938-944).

PART VI: Conclusions concerning the cases relating to Venezuela and the Dominican Republic (paragraphs 945-1028).


The Governing Body deferred its decision on Part II: Procedural Questions (paragraphs 14-21) of the report and requested the Committee to reconsider these recommendations at its next session within the framework of a general re-examination of the procedure for the examination of complaints concerning infringements of trade union rights, and to submit appropriate recommendations to the Governing Body.

PART III: Action taken on the recommendations of the Committee on Freedom of Association (paragraphs 22-37).

The Chairman asked for observations on paragraphs 36 and 37 of the report.

Subject to the abstention of Mr. Gemmill, the Governing Body approved paragraphs 36-37 of the report.

PART VII: Case meriting further examination by the Governing Body (paragraphs 1029-1045).

Mr. Vermeulen pointed out that the Governing Body could not confine itself to giving general approval to this part of the report because the Committee had asked for a specific decision.

Mr. Ramadier explained that the Committee had examined the complaints made against the Czechoslovak Government and the documents submitted by the complainant. It had approached the Czechoslovak Government several times with requests for its observations but had received no reply. In these circumstances, and since it seemed useless to hope that any reply could be obtained by the procedure hitherto followed, the Committee had put the case before the Governing Body.

One solution would be to write to the Czechoslovak Government once more for information, with the support and by the decision of the Governing Body. Another would be to refer the case to the Fact-Finding and Conciliation Commission, but in that case the Czechoslovak Government would have to be asked for its consent. In practice the two solutions would seem to amount to very much the same thing. If the outcome were to be a final refusal, the case would come back to the Governing Body, which would then have to take whatever decision it thought fit.

Mr. Roberts thought that so many letters had already been written to the Czechoslovak Government that the Governing Body would bring itself into disrepute if it adopted the first suggestion made by Mr. Ramadier.

There were two other possibilities: either to refer the case to the Fact-Finding and Conciliation Commission or to publish the complaint and the relevant parts of the Committee's report, a much weaker course which he himself did not favour.

The Workers' group had given consideration to the position. The decision which the Governing Body took in this particular case might well set a precedent for similar cases in future, since this appeared to be the first time that the Governing Body had had to take action of this kind. He therefore formally proposed that the case should be referred to the Fact-Finding and Conciliation Commission.

Mr. Delaney endorsed the proposal made by Mr. Roberts who had spoken on behalf of the Workers' group as a whole. As it would be useless to send a further letter to the Czechoslovak Government, the Governing Body should decide to refer the complaint to the Fact-Finding and Conciliation Commission.

The Chairman pointed out that if this proposal were accepted it would be necessary to ask the Czechoslovak Government for its consent to reference of the complaint to the Fact-Finding and Conciliation Commission.

Mr. Roberts confirmed that that was the correct procedure, and thought that in accordance with a previous decision of the Governing Body the Czechoslovak Government should be given four months to reply.

Mr. Delaney thought that two months would be sufficient.

The Chairman said that the Director-General considered that the Czechoslovak Government might be asked to reply before the next session of the Governing Body.

Mr. Waline accepted the Director-General's suggestion. It was essential that some time limit should be set.

Mr. Jouhaux considered that the Czechoslovak Government should be informed that the case was being referred to the Fact-Finding and Conciliation Commission because that Government had not replied in accordance with the prescribed procedure to the questions put to it in regard to the complaint.

The Governing Body decided to seek the consent of the Czechoslovak Government to the reference to the Fact-Finding and Conciliation Commission of Case No. 14 concerning complaints presented by the International Confederation of Free Trade Unions and by the Workers' group of the Governing Body of the International Labour Office against the Government of Czechoslovakia and to request that Government to reply before the next session of the Governing Body (29-30 May 1953).

It was agreed that the Czechoslovak Government should be informed that this decision had been taken because no reply had been received to requests for information on this case previously addressed to the Government by the Director-General on behalf of the Committee on Freedom of Association.
FOURTEENTH ITEM ON THE AGENDA

Composition of Committees

Mr. C. E. Shaw noted that one of the experts proposed by the Office for appointment to the Correspondence Committee on Occupational Safety and Health was Dr. Jean S. Pelton. While this might be a suitable nomination, it was not right that members of the Governing Body should have proposals of this kind laid before them after their arrival in Geneva, since they could not undertake the necessary consultations at that stage. In these circumstances he would be obliged to abstain and to ask that in future nominations should be circulated in time for members of the Governing Body to investigate them beforehand.

Mr. Waine said that he had been asked by the Employers’ group as a whole to insist that documents of this kind should be circulated to members of the Governing Body well before the session. His group had protested on several previous occasions against the distribution of documents concerning the composition of committees after members of the Governing Body had arrived in Geneva. The Employers’ group was not prepared to take a decision on any of the names proposed except that of Mr. Stewart, a Canadian expert nominated for the Permanent Agricultural Committee to replace a Belgian expert who had previously been nominated in agreement with the Employers’ group. With regard to the other nominations the Employers’ group must reserve its position, without implying any reflection on the persons nominated, and in future his group would oppose such nominations unless it had been informed of them in good time.

Sir Richard Snedden asked whether other members of the Governing Body did not find it equally difficult to vote on these proposals.

Mr. Kaiser understood the Employers’ group to be asking for an adjournment of the decision on these proposals, and was prepared to support that proposal.

Mr. Roberts wished to know whether the Employers’ group intended to make an inquiry on each of the candidates proposed by the Office. He noted, for instance, that one of the nominees was Japanese, and wondered whether the Employers wished to inquire into his antecedents and whether they had the facilities to do so. He considered that the Employers’ attitude cast a reflection both on the persons nominated and on the judgment of the Director-General in submitting their names. The Workers’ group had no objection to the circulation of proposals of this kind to members of the Governing Body beforehand if that were possible. When they had such proposals before them, however, the Workers confined themselves to considering the qualifications of those candidates whom they knew; so far as the others were concerned, they took the Director-General’s nomination on trust on the assumption that he had made the necessary inquiries about them and had reached the conclusion that having regard to all the factors involved they were the best-qualified persons available.

He urged the Employers’ group not to persist in a position which might be interpreted as casting suspicion on the candidates proposed.

Mr. Waine said that there was no question of any reflection on the Director-General’s discretion with regard to the qualifications of the candidates; his group merely wanted to have time enough to make up their minds with regard to the nominations put to the Governing Body for its approval. It did not follow that the Employers would take a biased view; they simply asked that they should not be faced with an accomplished fact. The observation he had made with regard to the proposals concerning the composition of committees applied equally to other documents, and in particular to some of the Director-General’s reports. He earnestly requested the Director-General to circulate these documents to the members of the Governing Body well in advance of the session whenever that was possible, so that they might discharge their responsibilities on the basis of proper information.

Mr. Delaney did not question Mr. Waine’s good faith and appreciated the desire of the Employers’ group to reflect on the proposals submitted to them. However, since he had been a member of the Governing Body he had never heard any appointment proposed by the Director-General challenged by any of the groups and he did not think that in the present case it was necessary to postpone approval of the proposed appointments unless members of the Governing Body had a specific objection to any particular name. He was sure that the Office had made all the necessary inquiries before putting forward its proposals and suggested that these proposals should be accepted subject to the reservations expressed by the Employers.

Sir Richard Snedden said that if the assent of the Governing Body was to mean anything its members must have an opportunity of considering the proposals put before them; otherwise it was useless to put the proposals before the Governing Body at all. He suggested that the decision on the proposals should be deferred until the next session of the Governing Body.

Mr. Roberts said that he objected to the suggestion that in making these appointments the Governing Body should proceed to preliminary investigations in an atmosphere of suspicion.

The Director-General said that he had merely followed the practice which had constantly been followed by the Office. Such proposals were presented to the Governing Body after consultation with the government concerned and taking into account geographical distribution and other appropriate factors, including the qualifications of the persons concerned. He considered that the Office had discharged its responsibility once it had collected the necessary information and had laid the names before the Governing Body.

Mr. Maung Maung Toe assured the Governing Body that the proposed appointment of a Burmese expert as a member of the Committee of Experts on Indigenous Labour was entirely appropriate.

Mr. Subramanian noted that all the proposals submitted to the Governing Body related to the appointment of experts to special committees. He knew that the Director-General followed a well-tried system in locating these experts in consultation with governments and with due regard to geographical
distribution. The Director-General was in the best position to ascertain what experts were available for appointment to any particular committee, and in submitting the names he provided sufficient information to enable members of the Governing Body to make up their minds. It was true that members of the Governing Body must be allowed reasonable time to consider whether any particular name should be deleted, but he did not think that individual members or groups of the Governing Body would wish to take upon themselves the responsibility for investigating the qualifications and merits of the candidates. The procedure followed in the present case was in accordance with precedent. If it was desired that the Director-General should follow an entirely different procedure the Governing Body should so indicate, but in the meantime he saw no reason to question the names of the experts recommended by the Director-General and the Government of India was fully prepared to approve the proposals.

Mr. Tennant said that there was no question but that the Director-General had followed the traditional procedure on this occasion and he did not think that the Employers' group had had any intention of impugning his judgment in putting the names forward. It was true that in the past the Governing Body had generally approved similar proposals without much formal consideration but once the question had been raised he did not think that the Governing Body should give the impression of disregarding its responsibility in the matter. He suggested that unless the Director-General thought that there was any particular urgency the best course would be to postpone approval of the appointments until the next session.

Mr. Delaney was prepared to accept this suggestion if the Director-General confirmed that the matter was not urgent.

The Director-General said that the only urgent appointment was that of Mr. Stewart, which the Employers' group was prepared to approve.

Mr. Waline confirmed that the Employers' group approved the appointment of Mr. Stewart, which was a matter of some urgency because the Permanent Agricultural Committee was to meet in the near future.

The Governing Body approved the appointment to the Permanent Agricultural Committee, for a period of three years, of Mr. R. A. Stewart (Canadian), Canadian Federation of Agriculture.

The Governing Body deferred to its next session its decision concerning the other nominations proposed in the documents relating to the fourteenth item on the agenda.

The Governing Body took note of the desire expressed by the Employers' group that documents of this kind should in future be circulated in good time before the session of the Governing Body.

The sitting closed at 6:30 p.m.

F. GARCÍA OLDINI.
MINUTES OF THE SEVENTH SITTING

(Friday, 6 March 1953—10.30 a.m.)

The Governing Body was composed as follows:

Chairman: Mr. García Oldini.

Mr. Ago, Mr. Campanela, Mr. Conchello, Mr. Delaney, Mr. Díaz Casanueva, Mr. Esfandiary, Mr. Fafchamps, Mr. Fernandes, Mr. Gemmill, Mr. Hauck, Mr. Ibáñez, Mr. Jouhaux, Mr. de Macedo Soares, Mr. Möri, Mr. Paz, Mr. Pequeno, Mr. Persons, Mr. Pons, Mr. Quraishi, Mr. Roberts, Mr. Shastri, Mr. C. E. Shaw, Sir Richard Snedden, Mr. Sólven, Mr. Subramanian, Mr. Taylor, Mr. Tuan, Mr. Veysey, Mr. Waline, Mr. Weibezahn-Massiani, Mr. Williams, Mr. Wuorri.

NINTH ITEM ON THE AGENDA

Report of the Subcommittee of the Committee on Industrial Committees

Mr. Fafchamps reminded the Governing Body that it had set up a Subcommittee of the Committee on Industrial Committees to make a general review of the activities of the Industrial Committees and of the Advisory Committee on Salaried Employees and Professional Workers, and to submit recommendations to the Governing Body for improving the effectiveness of the work of these Committees.

This Subcommittee had held about ten sittings over which he had presided, in the course of which it had become clear that on a number of important questions there were wide differences between the views of the Workers' representatives and those of the Employers' representatives. It was hoped that these differences might be narrowed down in the course of time, and this was in fact most necessary if the operation of the Committees was really to be improved.

He therefore suggested that the Governing Body should postpone consideration of the Subcommittee's report until its next session.

Mr. Roberts said that in general the Workers' group agreed with Mr. Fafchamps' proposal. They thought, however, that it might not be convenient to consider the report at the May Session of the Governing Body and therefore suggested that the Governing Body should simply decide to postpone it until a later session.

Sir Richard Snedden supported the proposal to adjourn discussion of the report to a later session.

Mr. Fafchamps accepted this suggestion.

The Governing Body decided to postpone to a later session consideration of the Subcommittee's report until its next session.

TENTH ITEM ON THE AGENDA

Report of the Committee on Industrial Committees

I. Advisory Committee on Salaried Employees and Professional Workers: Performers' Rights.

- Mr. Taylor said that he had abstained from voting in the Committee on the recommendations contained in paragraph 6 of the report and would also abstain from the vote in the Governing Body.

- Mr. Persons said that for the reasons he had explained in the Committee he would abstain from the vote on subparagraphs (i) and (ii) of paragraph 6 concerning the principle of a single instrument and the convening of an international conference.

The Governing Body approved paragraph 6 of the report subject to the abstention of Mr. Taylor and Mr. Persons.

Sir Richard Snedden, referring to paragraph 8, recalled that the Employers' members of the Committee had clearly stated that they were not undertaking any final commitment on this matter. The Employers' group was not raising the question of the competence of the I.L.O., but simply questioned the wisdom of the I.L.O. taking any responsibility with regard to a document which was not of its own making. As the Director-General would be submitting proposals on this matter to the Governing Body at a later date, however, the Employers merely wished to make it clear that they reserved their position.

- Mr. C. E. Shaw pointed out that a reservation on this point had been made at the 120th Session of the Governing Body and requested that the same reservation should be made on the present occasion and that the representative of the Office should receive the appropriate instructions.

The Governing Body approved paragraph 8 of the report subject to the reservations made by Sir Richard Snedden and Mr. C. E. Shaw.

II. Inland Transport Committee: Questions Arising from the Fourth Session.


The Governing Body approved paragraph 13 of the report.

III. Fourth Session of the Textiles Committee.

The Governing Body approved paragraphs 15, 17, 19 and 20 of the report.

IV. Requests for the Establishment of New Industrial Committees.

The Governing Body took note of this part of the report.
V. Requests for Membership of the Industrial Committees and of the Advisory Committee on Salaried Employees and Professional Workers.

The Governing Body approved paragraph 27 of the report.

VI. Programme of Meetings: Agenda of the Fifth Session of the Metal Trades Committee.

The Governing Body approved this agenda as set forth in paragraph 29 of the report.

VII. Other Questions.

Communication from the Miners' International Federation regarding the Proposed Tripartite Conference concerning the Co-ordination of Social Security Schemes for Miners in Europe.

The Governing Body approved paragraph 32 of the report.

TWELFTH ITEM ON THE AGENDA

Report of the Technical Assistance Committee

Mr. Bulić wished to thank the International Labour Organisation for its effective and tactful assistance in promoting the exchange of workers between Yugoslavia and various other European countries, including Switzerland, France, the Netherlands, Belgium, the Federal Republic of Germany and Austria. The Yugoslav workers had expressed the utmost satisfaction with the arrangements made. While expressing his gratitude to the Director-General and his colleagues, he also wished to thank the employers' and workers' organisations in the various countries, and more particularly two of his colleagues in the Employers' group, Mr. Kuntschen and Mr. Fennema who had taken a special interest in these exchanges. Lastly, he also thanked the representatives of the Workers' group who had helped to develop a friendly spirit between the Yugoslav workers and the workers of the other countries concerned.

The Chairman thanked Mr. Bulić for his expression of appreciation for the services which the International Labour Organisation had rendered in this matter.

The Governing Body took note of the report of the Technical Assistance Committee, which did not call for any decision.

THIRTEENTH ITEM ON THE AGENDA

Report of the International Organisations Committee

The Governing Body took note of this report, which did not call for any decision.

SIXTEENTH ITEM ON THE AGENDA

Programme of Meetings

The Governing Body approved the programme of meetings as submitted to it.

SEVENTEENTH ITEM ON THE AGENDA

Appointment of Governing Body Representatives on Various Bodies


Mr. C. E. Shaw said that probably neither he nor Mr. Taylor would be able to attend the second part of the United Nations Assembly as representatives of the Employers' group of the Governing Body. The Employers therefore proposed that Mr. Tata should be appointed as substitute member of the delegation.

The Governing Body approved the appointment of Mr. Tata as substitute Employers' member of the I.L.O. delegation to the second part of the 7th Session of the General Assembly of the United Nations.

EIGHTEENTH ITEM ON THE AGENDA

Date and Place of the 122nd Session

The Governing Body decided that its 122nd Session should be held in Geneva on Friday, 29 and Saturday, 30 May and that the Committees of the Governing Body should meet on Tuesday, 26 and Wednesday, 27 May and on Monday, 1 June. It also approved the programme of Committee meetings for the 122nd Session.

Order of Business of the Conference

Mr. Veysey noted that it was stated in paragraph 1 of the paper just approved that the 36th Session of the Conference would be preceded by group meetings on Tuesday and Wednesday, 2 and 3 June. So far as the Government group was concerned, and apart from certain considerations applying particularly to 1953, he believed that it was generally agreed that one day was sufficient for Government group meetings before the Conference. Governments had no doubt already been informed of the dates for these group meetings, but he suggested that the Director-General might send a supplementary letter to governments stating that the Government group would meet only on Wednesday, 3 June.

The Director-General said that he would be glad to accept this suggestion if no other member of the Government group had any objection to it.

It was agreed that the Director-General would inform the governments of States Members that the Government group would meet only on the day preceding the opening of the 36th Session of the Conference, i.e. on Wednesday, 3 June 1953.

Mr. Waline, on behalf of the Employers' group, hoped that the item on the agenda of the Conference concerning the protection of young workers in underground work in coal mines might be dealt with as early as possible so that the special advisers appointed for that item should not need to stay too long in Geneva. While the Conference was master of its own proceedings, it would no doubt be possible to keep this consideration in view when planning the programme for its work.

It was agreed that, subject to the views of the Conference itself, the Director-General should endeavour to arrange for the discussion on the sixth item on the agenda of the Conference, namely, the Protection of Young Workers in Underground Work in Coal Mines,
to be completed at the earliest possible stage for the convenience of the specialised advisers attending the session in connection with that item.

Closing of the Session

The Chairman thanked the members of the Governing Body for the assistance they had given him in carrying out his duties. Thanks to their spirit of co-operation and to the help of the staff of the International Labour Office, it had been possible to complete the agenda within a reasonable time.

Mr. Waline thanked the Chairman for his skilful and speedy conduct of the proceedings, which had made it possible to save both time and money.

The session closed at 11.10 a.m.

F. García Oldini.
APPENDICES
APPENDIX I

Agenda

1. Approval of the Minutes of the 120th Session.
7. Reports of the Financial and Administrative Committee.
16. Programme of Meetings.
17. Appointment of Governing Body Representatives on Various Bodies.
18. Date and Place of the 122nd Session of the Governing Body.
Second Item on the Agenda: Report of the Technical Meeting on the Protection of Young Workers in Asian Countries, in Relation to Their Vocational Preparation

I. The agenda of this Meeting, as approved by the Governing Body at its 118th Session (Geneva, March 1952), was as follows:

I. Utilisation of young persons in relation to the manpower needs of Asian countries in (a) industry, (b) handicrafts, and (c) agriculture.

II. Needs and problems of young persons in Asian countries with respect to vocational guidance, vocational training and apprenticeship, and placement services.

III. Problems of child labour and the protection of young workers in Asia in (a) industry, (b) non-industrial occupations and handicrafts, and (c) agriculture.

IV. Relation of general fundamental education and compulsory schooling to the vocational preparation and protection of children and young workers.

2. The report of the Meeting is given in the Annex below; its major conclusions will be found in paragraph 7. The Director-General proposes to embody the report in a working paper. Its major conclusions will be found in paragraph 7.

The agenda of this Meeting, as approved by the Governing Body, had been prepared by the Office in response to a request, made by the Preparatory Asian Regional Conference, to examine the problems of young workers in Asia in (a) industry, (b) non-industrial occupations and handicrafts, and (c) agriculture.

The report of the Meeting is given in the Annex below; its major conclusions will be found in paragraph 7. The Director-General proposes to embody the report in a working paper. Its major conclusions will be found in paragraph 7.

ANNEX

Report of the Technical Meeting on the Protection of Young Workers in Asian Countries

(Kandy, 1-10 December 1952)

1. The Technical Meeting on the Protection of Young Workers in Asian Countries, in Relation to Their Vocational Preparation, was convened by the Governing Body of the International Labour Office in response to a request, made by the Preparatory Asian Regional Conference of 1947, that the Office should study the problems of young workers in Asia with the assistance of the governments concerned, and in compliance with a resolution adopted by the Asian Regional Conference of 1950, calling for a detailed study of the effect of strict enforcement of protective legislation on the employment possibilities of young persons. This Meeting was also intended to serve as a prelude to the further discussion of these problems, which had been placed on the agenda of the 1953 Asian Regional Conference.

2. The following countries were represented: Australia, Burma, Ceylon, France (the French Union), Hong Kong, India, Indonesia, Japan, the Federation of Malaya, Pakistan, Singapore, the United Kingdom and Viet-Nam. The United Nations Educational, Scientific and Cultural Organisation and the World Health Organisations sent representatives, and two non-governmental organisations, the International Confederation of Free Trade Unions and the International Federation of Christian Trade Unions, sent observers.

3. The Meeting, which was opened by the Hon. Dr. M. C. M. Kaleel, Minister of Labour of Ceylon, elected Mr. M. Rajanayagam (Ceylon) as Chairman, Dr. S. T. Merani (India) and Mr. Tatang Mahmud (Indonesia) as Vice-Chairmen, and Mr. K. S. Mahmud (Pakistan) as Reporter. Miss Fairchild of the I.L.O. acted as Secretary-General of the Meeting. The Meeting held 11 sittings.

4. Four working papers, corresponding to the items placed on the agenda by the Governing Body, had been prepared by the Office and these were discussed in the following order: (1) utilisation of young persons in relation to the manpower needs of Asian countries; (2) the relation of general fundamental education and compulsory schooling to the vocational preparation and protection of children and young workers; (3) the needs and problems of young persons in Asian countries with respect to vocational guidance, vocational training and apprenticeship, and placement services; and (4) the problems of child labour and protection of young workers in Asia in (a) industry, (b) non-industrial occupations and handicrafts, and (c) agriculture. The Meeting considered that the problems raised were so closely inter-related as to make a co-ordinated approach to them a first condition of their solution.

5. The Meeting examined the present position and problems of the Asian countries in the light of the principles set forth in the Conventions and Recommendations adopted by the International Labour Conference, particularly those relating to admission to employment, vocational training and apprenticeship, employment service organisation, vocational guidance and the protection of young workers and also the relevant resolutions adopted by the Asian Regional Conferences, together with the findings of previous technical meetings dealing with these subjects.

6. During the discussions it was emphasised that the extent to which the employment position of young workers could be improved was limited by the restricted resources available in all countries to meet these and other needs. The situation was also aggravated by the rapidly increasing population. Resources could only be increased as plans to raise the general standard of living by economic development were put into effect, but the urgency of these needs required immediate action. The plans depended in part on the more effective use of manpower directed towards increasing productivity. Measures to regulate the employment of young workers and to enrol their economic opportunities could be major contributions in these objectives.

7. The subjects before the Meeting were discussed in relation to these general social and economic needs. The discussions covered a wide variety of topics, and practical suggestions for dealing with the problems of youth employment were examined. The major conclusions of the Meeting are as follows:

(i) Elementary or primary education should be provided for all children and wherever possible there should be full-time education up to the age of 14. Resources to make such provision are limited and the maximum use of those existing should be made. Until full-time education is universally available,HRMuggestion might be given to the possibility of providing part-time education for young workers.

(ii) Elementary or primary education should have a marked practical bias. Able young persons should be prepared and encouraged to take up practical and technical work in agriculture and industry and not only in white-collar occupations.

(iii) Secondary education should be provided for young persons not going into employment immediately on completion of elementary or primary schooling. It should include vocational and technical training, be given equal status with academic types of education and be planned in relation to present and future requirements for trained workers.

(iv) Financial and other help should be provided if necessary to encourage suitable young persons to use the vocational and technical education facilities in preference to taking up work. Students taking technical or vocational training should be carefully selected to ensure that they have the right qualifications and aptitudes to benefit from it.

(v) Advice and help needed by young persons entering employment after both elementary and secondary education could be given by teachers and by the employment services. Until such time as a full programme of youth employment and guidance can be developed, the training of employment service officers and teachers should include the subject of youth employment and full use should be made of voluntary workers. Special emphasis should be laid upon the provision of services of this character for young persons within the framework of existing facilities. Full use should be made of all available employment and vocational data.

— 56 —
(vi) Employers should be encouraged to accept responsibility for the training (including education) of the newly recruited, the continued part-time education of young workers. This training, particularly when it takes the form of apprenticeship, should be regulated.

(vii) Legal regulation of the admission of young persons to employment should be efficient. Where facilities for compulsory full-time education are available for all children up to the minimum age of entry into employment, the extension of the scope of legislation to protect young workers is desirable, however, and should be related directly to the availability of facilities for primary education.

(viii) Boys and girls should have equality of opportunity, account being taken of their special needs, interests and aptitudes.

(ix) Wherever appropriate, the needs of children and young persons should receive special attention in the planning and realisation of general community development and agricultural extension projects.

(x) The attainment of the aim set out above calls for co-ordination of all the authorities concerned and full use of all facilities. Since, however, progress cannot be achieved through government action alone, support for government policies should be sought from public opinion, including the parents of workers and girls and boys, and their associations, organisations of employers and workers, and voluntary bodies concerned with the welfare of children and young persons.

(xi) Assistance available to governments through the I.L.O. and other international agencies under the Expanded Programme of Technical Assistance should be used to the maximum extent consistent with the resources, needs, and plans for social development of Asian countries. In particular, the facilities of the I.L.O. Asian Field Office provide an important source of help to governments in the strengthening of services for vocational training. Where assistance, fellowships and special training opportunities are provided, efforts should be made by the Asian countries to ensure that the maximum benefit is derived from such assistance.

Elementary Education and Compulsory Schooling

8. Adequate elementary or primary education is necessary for all children as an indispensable accompaniment to the elimination of child labour and also so that they may have the requisite basis for further vocational training and the possibility of progressing in their subsequent careers. While the extension to all children of free and compulsory education is seriously impeded by difficulties of finance, isolation of some settlements, language barriers and other reasons, the need for education to meet the needs of the people should be recognised and the curriculum should therefore be included in the curriculum of the type and to the extent that may be appropriate. They should be taught in such a way as to arouse in the child or young person an interest in and respect for the practical and theoretical aspects of the work of the authorities concerned with vocational training and general education.

9. Elementary or primary school curricula should be given a strong practical bias in preference to the purely theoretical and academic content now prevalent in many Asian schools. This would attract children into the schools and induce parents to forego the immediate earnings or services of their children. It would also help parents who are largely illiterate to appreciate the value of education as a means of increasing the economic status of their children. It would attract children into the schools and induce parents to forego the immediate earnings or services of their children. It would also help parents who are largely illiterate to appreciate the value of education as a means of increasing the economic status of their children.

10. In view of the high rate of population increase, at present characteristic of many Asian countries, plans for the extension of education to meet the needs of the people should recognise the need to make the best use of existing facilities. Resort should be had to such devices as double shifts in schools, evening classes, open-air schools, mobile school units for scattered and inaccessible settlements and the use of simple and practical school buildings. Likewise, on estates and other isolated large-scale undertakings, employers might be required to assist in providing schools for their workers’ children.

11. Where compulsory education cannot be provided to the desired age at once, part-time education should be provided for employed children and young persons, preferably during working hours; and such part-time education should include both general or theoretical and practical or vocational subjects. The interest of the employers in educational improvements, the training of their young workers should be aroused and their co-operation enlisted.

12. For both parents and children, health education should form an essential part of general education, as it would lead to improvements in the general health of potential workers, to the inculcation of habits of personal and environmental cleanliness and reduction of the risk of physical handicap or illness. The schools should set an example by their provision and training in the use of drinking-water, disposal of sanitary conveniences and should promote proper nutrition.

13. Improvement in the status and conditions of work of teachers might be necessary for the recruitment and retention of sufficient personnel of good quality. Training of teachers, moreover, should include attention to practical subjects, to health education and to community and social relations, since these are essential for all schools. Shortage of teachers might be partially overcome by the use of part-time personnel, such as university students prepared to give up their free time or holiday to teach wherever such arrangements could be made effective.

14. Education should lead children and their parents to an understanding of their social and economic environment and should prepare them, through such means as fundamental education, to take part in projects and community development programmes, to equip themselves as citizens and workers to improve their conditions of life. The activities of the competent authorities in the fields of education, labour and health should be co-ordinated at national, regional and local levels.

Vocational Training

15. The establishment of a planned system of vocational training for young persons is desirable. To secure this there should be suitable administrative arrangements for co-ordinating the work of the authorities concerned with vocational training and general education.

16. Existing training facilities, both public and private, should be reviewed periodically to ensure that training given is in conformity with actual requirements in the various branches of the economy in terms of skill and manpower.

17. The fullest possible use should be made of existing training institutions by methods such as the extension of training facilities to evening classes and part-time day classes for young workers.

18. Periodical surveys should be undertaken of the functioning of these institutions, in particular of the results they achieve, the courses provided and the arrangements for effective supervision of trainees.

19. Employers should participate in the provision of training, and should be induced to set up supervised apprenticeship and training programmes either individually or jointly. This might be done by such means as tax relief or, if necessary, legal obligation. Such training should include technical and theoretical subjects and instruction should be given in technical institutions or industrial establishments by supervisors or foremen who combine practical experience with the ability to teach. Attendance at these courses for a specified number of hours should be compulsory.

20. In rural areas where no secondary schools exist, vocational training courses should be established in general basic trades, cottage industries, agricultural techniques for both boys and girls and home economics in order to improve the methods of production. Such courses, which need not be extensive, might slow down the drift to urban areas. Co-operative societies could help in obtaining raw materials and the marketing of products of such courses.

21. The terms and conditions of employment should be such as to induce persons of experience with teaching ability to become vocational instructors.

22. The inclusion in the curricula of vocational training institutions of information on protective legislation relating to their pupils’ selected trade would contribute to the enforcement of such legislation. Similarly, due attention should be given to teaching adequate safety measures, and these should be rigidly enforced within the schools.

23. The following inducements to enter vocational training should be introduced as and when necessary: free vocational courses, scholarships for further advancement, provision by vocational training establishments of necessary supplies, tools and working clothes, organisation of residential courses for students from rural areas, transport facilities for students living outside a certain radius and free meals.
Youth Placement and Vocational Guidance

27. The obstacles in the way of the establishment of special facilities, such as lack of finances and of occupational and employment information, shortage of qualified and trained personnel, inadequacy of employment and vocational training opportunities and absence of co-ordination between various agencies and organisations, are similar to those encountered in the extension and improvement of employment services in general. Nevertheless, a determined effort should be made to provide special attention for young persons within the existing facilities, making full use of the resources of the schools, the general employment service and other interested governmental and community agencies. Responsibility for the development of these practical vocational guidance services, in particular those for the educational service acting in close co-operation with the educational authorities and universities, as well as with employers’ and workers’ organisations, and social workers.

28. The shortage of vocational training opportunities in Asia limits the possibility of giving either trainee or apprenticeship placement, but closer co-operation between employment services, training authorities and employers could, even in present circumstances, serve to eliminate a great deal of human waste and should therefore be encouraged. The possibilities of improving employment prospects for young people should be carefully examined with the employers.

29. The lack of co-ordination between agencies serving youth should be remedied in the interests of efficiency and economy. Responsibility for the extension of protection to young workers not yet covered by the law, serious consideration should be given to fixing the general minimum age at which school attendance ceases to be compulsory and the development of free education facilities should permit the parallel extension of minimum age requirements to employment not yet covered by the law, as well as the progressive raising of the minimum age in both industrial and non-industrial occupations. Wherever practicable and where school facilities exist, serious consideration should be given to fixing the general minimum age for admission to employment at 14 years. As an interim measure, however, and pending the expansion of national systems of registration so as to provide for the education of all children up to that age, the employment of children at a lower age, say 12 years for girls and 14 years for boys, might be regulated in occupations not yet brought within the scope of protective legislation.

30. Certain practical tasks should be undertaken to provide the tools needed for vocational guidance in regard to employment opportunities and training facilities. Thus in particular, attention might be given to the collection of information regarding active programmes and anticipated requirements in fields of employment requiring additional personnel, such as those branches of industry, agriculture and transport, etc., likely to be influenced by economic development. Memoranda and career pamphlets might be prepared and circulated widely with respect to these or other selected occupations such as health services, professional teaching and social services, where the need for recruits is particularly great. Information regarding requirements of qualifications and experiences for different jobs and also information showing the range of jobs within reach of specific qualifications and experiences should be collected, analysed and publicised.

31. Vocational guidance should be initiated in areas where the need for it is most pressing, as in certain larger urban centres where there is a large supply of unemployed young workers and relatively few vacancies. The need exists for more and better vocational information which will enable the young to meet the requirements of the work opportunities available. Vocational guidance should be extended to small towns and rural areas where opportunities are likely to be influenced by the policies of development of free education facilities should permit the parallel extension of minimum age requirements to employment not yet covered by the law, as well as the progressive raising of the minimum age in both industrial and non-industrial occupations.

32. While it was recognised that considerable progress for the protection of young workers has been made, it was noted that legislation designed to eliminate premature child labour and to protect young workers from working conditions unfavourable to their health and proper physical development applied in many cases only to industry. In particular, to larger industrial undertakings. The position should be constantly reviewed with a view to the progressive extension of legal protection to employment in workshops and small enterprises. While it was expected that the development of free education facilities would enable the extension of protection to young workers not yet covered by the law, serious consideration should be given to the fixing of the general minimum age for admission to employment at 14 years. As an interim measure, however, and pending the expansion of national systems of registration so as to provide for the education of all children up to that age, the employment of children at a lower age, say 12 years for girls and 14 years for boys, might be regulated in occupations not yet brought within the scope of protective legislation.

33. The fixing of an appropriate minimum age of admission to employment should be a matter of foremost concern in Asian countries. This age should be fixed with due regard to the age at which school attendance ceases to be compulsory and the development of free education facilities should permit the parallel extension of minimum age requirements to employment not yet covered by the law, as well as the progressive raising of the minimum age in both industrial and non-industrial occupations. Wherever practicable and where school facilities exist, serious consideration should be given to fixing the general minimum age for admission to employment at 14 years. As an interim measure, however, and pending the expansion of national systems of registration so as to provide for the education of all children up to that age, the employment of children at a lower age, say 12 years for girls and 14 years for boys, might be regulated in occupations not yet brought within the scope of protective legislation.

34. Wherever conditions permit, serious consideration should be given to the fixing of the general minimum age for admission to employment at 14 years. As an interim measure, however, and pending the expansion of national systems of registration so as to provide for the education of all children up to that age, the employment of children at a lower age, say 12 years for girls and 14 years for boys, might be regulated in occupations not yet brought within the scope of protective legislation.

35. In view of the generally deficient standards of health prevailing in some Asian countries, the determination of a young person’s physical fitness for employment through medical examination or other means required to be particularly important. Wherever conditions permit, such requirements should be introduced in occupations for which they do not as yet exist and which involve strain or risk to health.

36. National systems of birth registration which facilitate determination of age, particularly where an applicant for employment have not yet been introduced in all the Asian countries and in many of them the apparent age of a young person can only be determined by medical examination. While this method is useful where no other means of determining age have yet been developed, serious consideration should be given to the possibility of introducing compulsory birth registration at the earliest practicable opportunity, or of extending such systems in cases where the registration of births is required only in certain parts of the national territory.

37. In order to facilitate supervision by an appropriate enforcement authority of the practical application of requirements of admission to employment, serious consideration should be given to the establishment, wherever practicable, of a system of certification in the form of work permits or work books, in which legal proof could be certified that the various requirements for admission to employment has been fulfilled. Such documents should be lodged with the employer and made available for inspection purposes.

38. The protection of young workers after they have been admitted to employment and until they have attained an age at which they can be considered adults for purposes of labour legislation is important to ensure the maintenance of their health and to meet their needs for recreation and further general and vocational education. The continued supervision of their physical fitness through periodic medical examination, prohibition or regulation of dangerous work, regulation of hours of work, including night work, and arrangements for provision of educational opportunities, including daily and weekly rest periods and annual leave, should be introduced as conditions permit in occupations in which provisions of this nature do not yet apply, and in such forms as would not affect adversely the employment opportunities of young workers.

39. Regulation of the employment of children and young persons in domestic service requires special consideration since conditions of employment are generally unsatisfactory. A review of the present position should be undertaken with a view to progressive elimination of abuses.

40. Arrangements to supervise the application of protective standards for young workers should include, so far as practicable, personnel with specialised training.

M. RAJANAYAGAM, Chairman.
K. S. MAHMUD, Reporter.
APPENDIX III

Third Item on the Agenda: Report of the Meeting of Experts on Productivity in Manufacturing Industries

1. The Meeting of Experts on Productivity in Manufacturing Industries was held in Geneva from 1 to 12 December 1952. Its report is annexed.

2. Of the experts present, six came from government or independent circles, five from employers’ circles and five from workers’ circles. Three experts invited to attend the Meeting were unable to be present.

3. The conclusions adopted by the Meeting on the two items on its agenda are appended to the report, as follows: (1) the conclusions of the Meeting concerning practical methods of increasing productivity in manufacturing industries; (2) the recommendations of the Meeting concerning future studies and activities of the I.L.O. in the field of productivity.

Practical Methods of Increasing Productivity in Manufacturing Industries

4. The Governing Body will no doubt wish to take note of the conclusions of the experts on this subject.

5. The question of the procedure to be adopted to ensure a wide circulation of these conclusions is considered in paragraphs 8-11 below.

Recommendations concerning Future Studies and Activities of the I.L.O. in the Field of Productivity

6. It will be noted that the experts suggested that the work of the I.L.O. in the field of productivity should have three main objectives—

(a) to promote a wider understanding of the meaning of higher productivity and of the results which may be expected from it;

(b) to examine and try to promote agreement on the types and the sequence of the measures that may need to be taken to ensure that increases in productivity will in fact lead rapidly to improvements in economic and social welfare for the community in general and in particular for those working in the undertakings where productivity is raised;

(c) to provide, in fields within the competence of the I.L.O., technical assistance and advice on the raising of productivity.

7. The action suggested by the experts with a view to furthering these objectives may be grouped under the following headings:

(a) communication of the conclusions of the experts concerning practical methods of increasing productivity in manufacturing industries;

(b) studies and publications;

(c) expert and tripartite meetings and discussions;

(d) technical assistance.

8. The experts suggested that their conclusions concerning practical methods of increasing productivity in manufacturing industries be communicated—

(a) to governments, with the request that they should draw the attention of employers’ and workers’ organisations, productivity centres and other interested bodies to these conclusions;

(b) to intergovernmental organisations concerned with the raising of productivity; and

(c) to the International Committee of Scientific Management, with the suggestion that this Committee bring them to the notice of its constituent organisations.

9. The experts also suggested that these conclusions should be brought to the notice of Industrial Committees and Regional Conferences of the I.L.O. with a view to discussion of their application in particular industries or regions.

10. The Meeting was particularly anxious that these conclusions, together with such conclusions as the Governing Body may reach on this subject, should receive the widest possible circulation among all those whose initiative and co-operation may contribute to the raising of productivity. The Meeting expressed the hope that for the purposes of such distribution these conclusions would be made available in convenient form as promptly as possible after their consideration by the Governing Body.

11. The Governing Body is invited to authorise the Director-General to give effect to the suggestions set forth in paragraphs 8 to 10 above.

Studies and Publications.

12. The Meeting recommended that the I.L.O. should publish a report drawing upon material contained in the report on Practical Methods of Increasing Productivity in Manufacturing Industries, and prepared for the Meeting of Experts, and on comments and views expressed at the Meeting on the questions dealt with in that report. It was further recommended that the published report should include a chapter setting forth the conclusions reached by the experts on methods of increasing productivity in manufacturing industries. The Director-General has put in hand the preparation of a report along these lines for publication in the Studies and Reports series.

13. Other studies are recommended in paragraphs 8 to 12 of the recommendations in the report of the Meeting. In paragraph 8 it is recommended that special attention should be devoted to social aspects of productivity questions, and especially to the study of the measures that may need to be taken to ensure that increases in productivity will, in fact, lead rapidly to improvements in economic and social welfare for the community in general and, in particular, for those working in the undertakings where productivity is raised. It was felt that studies coming under this heading should include, inter alia—

(a) studies of the effects of changes in productivity on the earnings and on the security of employment of workers;

(b) studies of various methods of distributing the benefits of increased productivity;


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In accordance with the decision taken by the Governing Body at its First Sitting (see above, p. 17), these conclusions were communicated to the 36th Session of the International Labour Conference as a supplement to the Report of the Director-General, See Practical Methods of Increasing Productivity in Manufacturing Industries: Conclusions of a Meeting of Experts (Geneva, I.L.O., 1952). The conclusions are therefore not printed here.

See below, p. 60.
(c) study of the methods adopted in various countries and industries for dealing with the problems of redundancy, unemployment or displacement of labour which may result from technological progress; and

(d) studies of the conditions necessary for successful and harmonious co-operation on productivity questions between the various groups engaged in production.

14. More generally, it is recommended in paragraph 9 that in the course of studies undertaken by the I.L.O. in the various fields for which it is responsible, attention should be given, wherever appropriate, to the relation of the subject studied to the raising of productivity.

15. The Director-General proposes to take account of these suggestions in planning future studies and publications of the Office.

**Expert and Tripartite Meetings and Discussions.**

16. In addition to the recommendation noted in paragraph 9 above, to the effect that the conclusions of the Meeting concerning practical methods of increasing productivity in manufacturing industries should be brought to the notice of Industrial Committees and Regional Conferences of the I.L.O. with a view to discussion of their application in particular industries or regions, the experts also recommended that consideration should be given—

(a) to the convening of other meetings of experts with narrower and more specialised agenda, to consider such specific problems as work study or the principles and methods of labour management co-operation for higher productivity, or to consider the special problems of raising productivity in particular manufacturing industries; and

(b) to the convening of meetings of experts to consider practical methods of raising productivity in agriculture and in other branches of economic activity in which such meetings could be expected to yield useful results.

17. The Governing Body will no doubt wish to note these recommendations.

18. In addition, the experts recommended that an early opportunity be taken to encourage discussion at the International Labour Conference of such questions as (a) what is meant by higher productivity, (b) why it is important to increase it, (c) how it can be increased, and (d) what conditions and what action may be needed to ensure that higher productivity yields the maximum benefit. In order to give effect to this recommendation the Director-General proposes to include a chapter on productivity in his Report to the next session of the International Labour Conference.

**Technical Assistance.**

19. The experts recommended that a high priority should be given to technical assistance projects aimed at increasing productivity and, in particular, to projects which will help to promote action of the kinds recommended in their conclusions concerning practical methods of increasing productivity in manufacturing industries.

20. The experts further recommended that in its technical assistance work the I.L.O. should avail itself, where appropriate, of such assistance as may be forthcoming from national and international organisations having special experience and technical competence in methods of raising productivity.

21. The Governing Body will no doubt wish to note these recommendations.

**ANNEX**

Report of the Meeting of Experts on Productivity in Manufacturing Industries

(Geneva, 1-11 December 1952)

1. The Meeting of Experts on Productivity in Manufacturing Industries, convened in accordance with a decision taken by the Governing Body of the International Labour Office at its 118th Session, held at the International Labour Office, Geneva, from 1 to 11 December 1952.

4. The Governing Body was represented by Mr. M. Kaufmann (Government group) and Mr. G. Bergenström (Employers’ group). The third member of the Governing Body delegation, Mr. L. Jonasch (Workers’ group) was unable to be present; he was replaced successively by Mr. N. De Bock and Mr. J. Möri.

5. Mr. Haythorne was elected Chairman of the Meeting.

7. At the opening sitting the experts were welcomed on behalf of the Director-General by the Deputy Director-General, Mr. Jef Rens. They were also addressed by Mr. Kaufmann and Mr. Bergenström.

8. The agenda of the Meeting was fixed by the Governing Body as follows:

I. Practical methods of increasing productivity in manufacturing industries, with special reference to—

(a) human factors affecting productivity,

(b) organisational and technical factors affecting productivity.

II. Advice to the International Labour Organisation on future studies and activities relating to productivity in manufacturing industries.

9. The documents prepared for the Meeting by the International Labour Office included a report on *Practical Methods of Increasing Productivity in Manufacturing Industries* from the International Committee on the Study of Productivity, reviewing the work relating to productivity in manufacturing industries thus far undertaken by the I.L.O. and other international organisations and an account of the programmes and activities of national productivity centres or committees. In addition the experts were supplied with copies of the report by the Office on *Factors Affecting Productivity in the Metal Trades* and with copies of the resolutions on the subject of productivity which had been adopted by the Metal Trades Committee and the Coal Mines Committee at their Fourth Sessions.

10. The Meeting considered successively the two items on its agenda, beginning in each case with a general discussion and proceeding to the drafting of a detailed statement of conclusions embodying its views on the various points considered. These statements, which were adopted unanimously, are reproduced below.

II. The Meeting was particularly anxious that its conclusions concerning practical methods of increasing productivity in manufacturing industries, together with such conclusions as the Governing Body may reach on this subject, should receive the widest possible circulation among all those whose initiative and co-operation may contribute to the raising of productivity. It accordingly recommended in paragraphs 4, 5, 6 and 15 of its conclusions concerning future studies and activities of the I.L.O. in the field of productivity that governments should be requested to draw the attention of their employers’ and employees’ organisations and other interested bodies to the conclusions of the Meeting concerning practical methods of increasing productivity in manufacturing industries; that these conclusions should be communicated to intergovernmental organisations concerned with the raising of productivity; that they should also be communicated to the International Committee of Scientific Management with the suggestion that this Committee bring them to the attention of industry, government and co-operation at the suggestion that they should be brought to the notice of Industrial Committees and Regional Conferences of the I.L.O. with a view to discussion of their application in particular industries or regions. The Meeting expressed the hope that for the purposes of such distribution these conclusions, to which would be appended the statement on general principles concerning the use of systems of payment by results which was drawn up in 1951 by the I.L.O. meeting of experts on that subject, would be made available in convenient form as promptly as possible after their consideration by the Governing Body.

George V. Haythorne,
Chairman.

**Recommendations concerning Future Studies and Activities of the I.L.O. in the Field of Productivity**

1. The work of the I.L.O. in the field of productivity should have three main objectives—

(a) to promote a wider understanding of the meaning of higher productivity and of the results which may be expected from it;
(b) to examine and try to promote agreement on the types and the sequence of the measures that may need to be taken to ensure that increases in productivity will in fact lead to better working conditions in economic and social welfare for the community in general and in particular for those working in the undertakings where productivity is raised; 

c) to provide, in fields within the competence of the I.L.O., technical assistance and advice on the raising of productivity.

2. In connection with each of these three objectives, careful thought should be given to the question of how the I.L.O. can make most effective use of the advantages and opportunities available out of its tripartite structure. Attention should also be given to the desirability of keeping in close contact with other international organisations concerned with the raising of productivity, with a view to the development of a balanced and co-ordinated programme of activities and the avoidance of duplication.

3. Methods which may be used to further these objectives include: studies and publications; expert and tripartite meetings and discussions; technical assistance.

**Studies and Publications**

4. It is recommended that governments should be requested to draw the attention of employers' and workers' organisations, productivity experts and interested bodies to the conclusions of the present Meeting of Experts on practical methods of increasing productivity in manufacturing industries.

5. It is recommended that these conclusions should be communicated to intergovernmental organisations concerned with the raising of productivity.

6. It is recommended that these conclusions should also be communicated to the International Committee of Scientific Management with the suggestion that this Committee bring them to the notice of its constituent organisations.

7. It is recommended that the I.L.O. should publish a report drawing upon material contained in the report on Practical Methods of Increasing Productivity in Manufacturing Industries prepared for the present Meeting of Experts, and on comments and views expressed at this meeting dealing with that report. The published report should include a chapter setting forth the conclusions reached by the experts on methods of increasing productivity in manufacturing industries.

8. In the I.L.O.'s programme of studies and publications it is recommended that special attention should be devoted to social aspects of productivity questions and especially to problems of the kind referred to in paragraph 1(b) above. In particular it is recommended that—

(a) The I.L.O. should intensify its studies of the effects of changes in productivity on the earnings and on the security of employment connected with it. It might be desirable to start with a series of national studies showing, for individual manufacturing industries and perhaps for manufacturing industries as a group, changes over a period of years in (1) measures of productivity, (2) employment, and (3) average wages and standards of living. It might later be possible to combine a number of such national studies into an international study of relationships between productivity, employment, wages and other factors.

(b) The I.L.O. should study the effects in particular countries and industries of various methods of distributing the gains from increased productivity.

(c) The I.L.O. should study the methods adopted in various countries and industries for dealing with the problems of redundancy, unemployment or displacement of labour which may result from technological progress.

(d) There is need for further research to explore the conditions necessary for successful and harmonious co-operation on productivity questions at all levels. It is well known, for example, that machinery for promoting co-operation between employers and workers in productivity drives in a country is unlikely to be effective in particular industries and in individual plants works well in some situations while the same machinery works badly in others. The I.L.O. is particularly well placed to conduct research in this field and it is accordingly recommended that the work already begun by it in this field should be pursued.

(e) The I.L.O. should intensify its studies of the part which the various groups engaged in industry may play in programmes for increasing productivity. Special attention might be given in this connection to the role of foremen, supervisory personnel, engineers, technicians, personnel officers and other professional employees.

9. It is recommended that in the course of studies undertaken by the I.L.O. in the various fields for which it is responsible, attention should be given wherever appropriate to the relation of the subjects studied to the raising of productivity.

10. In considering, in studies of the kinds suggested in the preceding paragraphs, the relevance and importance of the contributions to raising productivity which can be made by the organisation of work and the utilisation of labour, the I.L.O. should have regard to the different conditions which prevail in different countries and to the possibilities which exist for improving such factors as the organisation and administration of the undertaking, the size, location and layout of plants and the variety of products.

11. It is recommended that arrangements be made for I.L.O. officials to visit plants of outstanding efficiency in various industries and countries in order to obtain first-hand information on the methods which have been found most effective for raising productivity.

12. It is recommended that the I.L.O. develop its studies on the measurement of productivity and that it envisage in particular the feasibility and possibilities of internationalised studies of productivity in particular industries or regions.

13. In all the fields suggested above in which the I.L.O. might extend its research activities, experience is being accumulated and research is being undertaken in individual countries. The I.L.O. might usefully encourage such research and serve as an international clearing-house of information.

14. The meeting has noted with interest that the I.L.O. is preparing a practical handbook on methods of introducing and applying systems of payment by results. Consideration should also be given to the preparation of concise practical manuals and other suitable manuals on the more important aspects of the raised productivity. In the preparation of such material account should be taken, in particular, of the special conditions and needs of industries underdeveloped countries.

**Expert and Tripartite Meetings and Discussions**

15. It is recommended that the conclusions concerning practical methods of increasing productivity in manufacturing industries formulated by this Meeting be brought to the notice of International Committees and Regional Conferences of the I.L.O. with a view to discussion of their application in particular industries or regions.

16. Consideration should be given to the convening of other meetings of experts with narrower and more specialised agenda, to consider such specific problems as work study and the principles and methods of labour-management co-operation for higher productivity, or to consider the special problems of raising productivity in particular manufacturing industries.

17. In view of the need for balanced programmes of economic development and in view of the fact that the scope for raising productivity in particular industries is likely to be affected by the level of productivity in other sectors of the economy, consideration should also be given to the convening of meetings of experts to consider practical methods of raising productivity in particular countries and in the various branches of economic activity in which such meetings could be expected to yield useful results.

18. With a view to promoting a wider understanding of the meaning and importance of higher productivity, it is recommended that an early opportunity be taken to encourage discussion at the International Labour Conference of such questions as (1) how productivity is related to higher productivity, (2) how productivity is affected by the level of productivity in other sectors of the economy, (3) what conditions and what action may be needed to ensure that higher productivity yields the maximum benefit.

19. Because of its tripartite character and its resources of knowledge, experience and contacts in the industrial field, the I.L.O. has a role of special importance to play in helping to raise productivity in those parts of the world which are underdeveloped either economically or in terms of industrial relations. A high priority should therefore continue to be given to technical assistance projects aimed at increasing productivity and, in particular, to those projects which will help to promote action of the kind recommended in the conclusions of the present Meeting concerning practical methods of increasing productivity in manufacturing industries.

20. In its technical assistance work the I.L.O. should avail itself where appropriate of such assistance as may be forthcoming from national and international organisations having special experience and technical competence in methods of raising productivity.
Supplementary Note

The Director-General has received the following letter from the Secretary-General of the International Committee of Scientific Management:

Geneva, 16 February 1953.

Sir,

I have the honour to inform you, on behalf of the Presidency of CIOS, that at its last meeting in Rome, 21-23 January 1953, the Executive Committee of the International Committee of Scientific Management examined with great interest the report of its Secretary-General concerning the Meeting of Experts on Productivity in Manufacturing Industries (Geneva, December 1952), which he attended as observer on the invitation of the Governing Body of the International Labour Office as conveyed in your EC 10-1001 of 9 June 1952.

The Executive Committee took note of the Experts' recommendations, contained in paragraph 7 of Annex II of their report, that their Conclusions should be communicated to the International Committee of Scientific Management with the suggestion that this Committee should bring these Conclusions to the notice of its constituent organisations. Our Committee will, of course, be glad to do so and the Governing Body may rest assured that the 20 national member organisations of our organisation (particulars of which are given in the enclosed Second Edition of our Manual) will do their best to give these Conclusions the widest possible publicity within the management movement.

The Executive Committee noted further, and with particular interest, the recommendations of the Experts (in paragraph 20 of Annex II of their Conclusions), that in its technical assistance work the International Labour Office should avail itself of such assistance as may be forthcoming from national and international organisations having special experience and technical competence in methods of raising productivity.

In the course of their activities in the field of management during the past 30 years the 20 national member organisations of the International Committee of Scientific Management have accumulated a great amount of special experience and technical knowledge in this field. Our organisation feels accordingly that it occupies a prominent place among the non-governmental organisations having special experience and technical competence in methods of raising productivity and I am instructed by our Executive Committee to assure you that the International Committee of Scientific Management and its constituent national organisations would be happy to render all possible assistance to the International Labour Organisation in its efforts to raise productivity.

Our Committee and its constituent organisations would be willing to assist, in particular, in the provision or organisation of the following types of services:

(a) management literature such as periodical bulletins, bibliographic abstracts, books, pamphlets and micro-films;
(b) films and other forms of visual aids;
(c) preparation of manuals on management subjects, appropriate to the needs of the underdeveloped countries;
(d) lecture tours by experts in the industrial engineering and management fields;
(e) the setting up of an exchange scheme for industrial technicians, workers and students; and
(f) the conduct of management seminars and demonstration projects in pilot plants in the underdeveloped countries.

This assistance, which could be provided particularly in relation to manufacturing industries, commerce and distribution, would, in the opinion of our Committee, make an important contribution to the application of improved management methods and organisation and thus, to the raising of productivity, earnings and standards of living.

Our Committee would accordingly appreciate it if you would bring this offer of assistance to the notice of the Governing Body of the International Labour Office for consideration in connection with the recommendation made by the Meeting of Experts on Productivity in Manufacturing Industries in paragraph 20 of Annex II of their report.

I have the honour to be, etc.,

(Signed) Hugo de Haan,
Secretary-General.
APPENDIX IV

Fourth Item on the Agenda: Record of the Latin American Manpower Technical Conference

1. In accordance with the decision of the Governing Body at its 116th Session (Geneva, May 1952) and at the invitation of the Government of Peru, the Latin American Manpower Technical Conference was held in Lima from 1 to 13 December 1952.

2. The Governing Body will recall that the agenda fixed for the Conference was as follows:
   
   I. Exchange of experience and views on manpower problems and programme in Latin America.
   
   II. Current needs and suggested action, with special reference to:
       - Manpower supply and distribution in relation to economic development;
       - Manpower factors in increasing productivity.
   
   III. Conclusions: Manpower programme for future action:
       - Specific objectives;
       - Projects, methods and timing.

3. When the Director-General communicated this agenda to the governments and organisations invited to take part in the Conference, it was specified that the questions to be regarded as coming under the term “manpower” were: vocational and technical training, employment problems and migration.

4. The record of the Conference, setting forth the conclusions and recommendations adopted in the light of its discussions, is appended.

5. The Latin American Manpower Technical Conference was the first I.L.O. Conference dealing exclusively with manpower problems to be held in the Latin American region. It therefore provided a much needed and valuable opportunity for the Latin American countries to discuss a common approach to such problems and to consider how the I.L.O. could assist in their solution.

6. The Conference opened with a general discussion in the course of which many of the delegates outlined the manpower problems and programmes of their respective countries, with particular reference to the need for agricultural and industrial development and increased productivity. Several of the delegates drew attention to the importance of vocational training as a means of providing the skilled manpower required for greater industrialisation and productivity. Information was given on the efforts being made by the Latin American countries to solve their manpower problems, the assistance they had already received from international organisations to this end, and the desirability of further aid at the international level.

7. The wealth of information which emerged from this general exchange of views will provide the I.L.O. with valuable guidance in determining priorities for its future action in the manpower field in Latin America.

8. Following the general discussion, the Conference considered a number of specific manpower problems. The conclusions and recommendations which it adopted with regard to these problems are summarised briefly below.

Information on Manpower Needs and Availability.

9. The Conference agreed that full and up-to-date information on labour supply and demand was required to carry out planned national manpower policies fully co-ordinated with plans for economic development. It drew attention to the difficulties facing the governments of the Latin American region in the collection of information on the structure of the labour force in their respective countries, and expressed the view that the I.L.O. might assist governments to overcome these difficulties, inter alia, in carrying out the necessary research in the countries concerned and in instituting a programme for the regular collection of information on labour supply and demand. The Conference further recommended that the I.L.O. should provide the governments of Latin America, on request, with information concerning the occupational qualifications of persons available for immigration to Latin America.

10. The relevant conclusions and recommendations of the Conference are contained in paragraphs 36, 59 bis and 65 of the appended record. The Director-General will have due regard to these conclusions in planning the future activities of the I.L.O. in the manpower field in Latin America.

Preparation of Technical Material on Manpower Problems.

11. The Conference considered that improved utilisation of available manpower resources and immigration for land settlement could make a valuable contribution to the industrial and agricultural development of the Latin American countries and serve to increase productivity. In the view of the Conference, the I.L.O. could assist in the solution of these problems by the preparation of appropriate technical material. The Conference therefore proposed that the I.L.O. should (i) publish, for the use of governments, a guide to the establishment of an employment service, and (ii) prepare, in conjunction with F.A.O., I.C.E.M., and other appropriate international agencies, a model project for land settlement to serve as a guide to interested governments.

12. The proposals of the Conference concerning publication of an employment service guide and preparation of a model land settlement project are contained in paragraphs 38 and 59 respectively of the appended record. The Director-General will take these proposals into account in planning the future programme of the I.L.O. in the manpower field in Latin America.

Technical Assistance.

13. The Conference also stressed repeatedly the contribution which international organisations could make to the solution of the manpower problems of the Latin American countries through the provision of technical assistance. Attention was drawn to the technical aid which the I.L.O. had already provided to Latin American countries in regard to manpower problems, and further needs for I.L.O. assistance were indicated.

14. The discussion revealed that various problems relating to co-ordination, planning and expansion of vocational training facilities required solution, and the Conference agreed that the I.L.O. could give valuable help to the Latin American countries in the development of such facilities.

15. In the field of employment service organisation, it was considered that I.L.O. technical assistance to governments might usefully relate to improvement of the operation of existing employment offices, establish-
ment, where necessary, of placement facilities, and introduction of vocational guidance and job analysis techniques. Attention was also drawn to the usefulness of fellowships to enable nationals of Latin American countries to attend conferences abroad.

16. In the light of its discussion of migration problems, the Conference called attention to the possibilities of I.L.O. technical assistance in regard to the establishment of machinery for selection, reception and placement of immigrants, provision of information to immigrants and the formulation of land settlement projects.

17. The specific conclusions of the Conference with regard to I.L.O. technical assistance in the fields of technical training, employment service organisation and migration are contained in paragraphs 38, 44, 53 and 59 of the appended record. The Conference also adopted a number of general conclusions regarding technical assistance which appear in paragraphs 66 and 67 of the record. The views expressed by the Conference on the subject of technical assistance will be taken into account by the Director-General in considering future I.L.O. assistance in the fields of employment service organisation, vocational training, migration and co-ordination of national manpower policy. The relevant suggestions and recommendations of the Conference are contained in paragraphs 59, 61 and 62 of the appended record.

Latin American Manpower Committee.

19. The Conference recommended the establishment of a Latin American Manpower Committee of a permanent character, composed of Latin American experts, which would keep the I.L.O. informed of the most urgent needs of the countries of the region and be available for consultation by the I.L.O. in connection with the planning of technical assistance projects in the manpower field.

20. This recommendation, which is contained in paragraph 64 of the appended record, will be borne in mind by the Director-General in preparing any proposals he may submit to the Governing Body in regard to I.L.O. activities in Latin America.

Action by Other Intergovernmental Organisations.

21. The Conference made various suggestions and recommendations concerning the assistance which could be provided by other intergovernmental organisations, either independently or in co-operation with the I.L.O., in the solution of certain manpower and related problems in the Latin American region. The relevant suggestions and recommendations of the Conference are contained in paragraphs 44, 59, 68 and 69 of the appended record.

22. The Governing Body is invited to take note of the record of the Latin American Manpower Technical Conference and to authorise the Director-General:

(a) to transmit the record to the governments invited to attend the Conference to the United Nations and to the intergovernmental and non-governmental organisations concerned;

(b) to draw the attention of the interested governments and intergovernmental organisations to the suggestions and recommendations of the Conference referred to in paragraphs 18 and 21 respectively of the present paper.

ANNEX

Record of the Latin American Manpower Technical Conference

(Lima, 1-13 December 1952)

1. The Latin American Manpower Technical Conference was held in Lima, Peru, from 1 to 13 December 1952. Delegations representing 19 States Members of the I.L.O., namely, Argentina, Bolivia, Brazil, Cuba, Chile, Colombia, Dominican Republic, Ecuador, France, Haiti, Italy, Mexico, Netherlands, Panama, Peru, United Kingdom, United States, Uruguay, and Venezuela participated in its deliberations. An observer was present from Nicaragua. Representatives of the United Nations, F.A.O., U.N.E.S.C.O., W.H.O., the Organization of American States and the Intergovernmental Committee for European Migration were present, as also were observers from the International Confederation of Free Trade Unions, the World Federation of Trade Unions, the International Organisation of Emigrants, the International Catholic Migration Commission, the World Council of Churches, the Lutheran World Federation, the World O.R.T. and the National Lutheran Council (U.S.).

2. At its opening sitting the Conference was welcomed by the Mayor of Lima. General Don Armando Artaol del Pozo, Minister of Labour and Indian Affairs of Peru, in addressing the opening session, emphasised the diversity of conditions and problems between the different Latin American countries, underlined certain common problems affecting manpower policy including the need to provide sources of employment for workers who may become unemployed through the application of technical methods in the economic process, the need for better food and healthy housing to improve the health and capacity for work of the workers, the influence of geography and of traditional methods of work on productivity, the need to improve agricultural methods, the problem of rural exodus, the desirability of stimulating the development of small industries in rural areas, the need for literacy programmes, and the shortage of capital investment which restricted the opportunities of new employment. He considered that in countries where high levels of technical production have not been reached special attention should be given to economic planning for the purpose of utilising the vast experiences of the more developed countries to surmount initial obstacles and avoid repetition of mistakes.

3. The Conference elected the following Officers: Chairman: General Don Armando Artaol del Pozo, Minister of Labour and Indian Affairs of Peru; Vice-Chairmen: Mr. Estanislau Fischliowitz, Brazil, Mr. Emilio Alanis Patino, Mexico; Reporter: Mr. Bernardo Diaz, Dominican Republic; Chairman of the Steering Committee: Mr. Rodolfo Santiago, Venezuela.

General Discussion

4. It was agreed that in the general discussion each delegate should indicate the main problems and achievements of his country in the manpower field so that the Conference could then proceed to discuss a common approach to manpower problems for all Latin American countries and to consider how the I.L.O. could be of most use to these countries in solving these problems.

5. The Conference had before it a guide to the general discussion document (LAMC/I/1552) which set out the major general Latin American manpower problems including the youth of the labour force, the importance of agriculture, the concentration of population in urban areas, the problem of indigenous manpower, the importance of handicrafts, the shortage of skilled workers and manpower and productivity. The questions it was designed to elicit information on were (1) to what extent is the economy of each country affected by under-employment or, on the other hand, by general lack of manpower resources, (2) to what extent is it affected by unemployment or by lack of qualified technicians and workers, by insufficient immigration or by too low a level of productivity, (3) what are the measures by which problems of manpower and economic development programmes and (4) what obstacles are in the way of carrying out the programmes.

Argentina.

6. The representative of Argentina said that manpower included all workers struggling for improvement of their conditions and that the dignity of manpower should be recognised by all free countries.

His country adopted an integrated approach to manpower problems which embraced town workers, rural workers, maritime and intellectual workers. The basis of policy was that man was a free and right person, free to choose and practice his vocations in accordance with his capacity, his desires and his talent. To serve this principle Argentina had given particular emphasis to education and had established technical and apprenticeship schools, rural schools, as well as primary and secondary schools and universities where education was given free of charge. He outlined the main geographical features of Argentina, dividing it into zones and sub-zones with reference to the different types of manpower.
Bolivia.

8. The representative of Bolivia pointed out that manpower in his country consisted primarily of workers in mines, peasants and workers in factories. Throughout the history of his country the human capital had suffered exploitation by interests solely concerned with extracting wealth from under the earth. Work in the mines was carried on under such poor health conditions that the average life expectancy of miners was 29 years. Good labour could be found and narrow-gauge railways had been built because of the opposition of the wealthy oligarchy of mining and land interests. The national income per head of Bolivia was one of the lowest in the world but the great wealth of the country's resources was not fully utilised. The fact of this economic maladjustment and its growing movement in the country in favour of improving wages and working conditions was behind the revolution of April 1952, and now the Government had nationalised the mines and petroleum in order to undertake specific extensive studies to find solutions to the problems of improving the living conditions of the working class.

Brazil.

9. The representative of Brazil observed that the predominance of agricultural exports had been the major influence in the growth of the Brazilian economy, but two world wars had given stimulus to industrialisation. Industrialisation called for greater supply of more skilled manpower and the Government had set up to meet these needs and also to supply labour legislation conforming to the requirements of the situation. Measures were being taken to increase productivity in agriculture and establish new lands, encouraged by international loans. It was being considered to extend the area of settlement in Brazil. The fact that the population was increasing and that technical improvements were freeing manpower might give rise to possible unemployment; nevertheless the interaction of methods adopted and being adopted resulted in new opportunities of employment. A central aim of policy was to increase the purchasing power of the masses and thus create the internal market necessary to induce further growth of industry. Industrialisation called for greater skilled manpower and in this respect there was a lack of trained workers and subsequently movements of population for settlement of new lands. The cost of living had now been stabilised. The Government had carried out considerable construction of urban and rural workers' housing. The population was about 25 per cent. white, 69 per cent. mestizo with only 4 per cent. negro and 2 per cent. Indian; thus there was no Indian problem. The economically active group was estimated at 52 cent. of the population of his country was urban, the rest rural. The representative of Colombia indicated his Government had appointed a commission to study the possibility of establishing a department of industrial training. Amongst projects being considered was the establishment of a special agency to supply workers for the new industries, but many power problems in a co-ordinated manner and in relation to the increase in productivity and the economic development of the country. Advances were being made in vocational training; and an economic policy was being followed which ensured job titles and descriptions to facilitate transfer of workers within the country and also placement of immigrants. There was need for long-term planning on manpower problems as well as for the introduction of new methods of work. The cost of living had now been stabilised. Industry was protected by tariffs, but growers of rice and coffee experienced no difficulty in importing the machinery they needed. The Government was following a policy of integrated national economic and social development in the manpower field. His country had diversified the economy to reduce unemployment; nevertheless the interaction of methods adopted and being adopted resulted in new opportunities of employment. A central aim of policy was to increase the purchasing power of the masses and thus create the internal market necessary to induce further growth of industry. Industrialisation called for greater skilled manpower and in this respect there was a lack of trained workers and subsequently movements of population for settlement of new lands. The cost of living had now been stabilised. The Government had carried out considerable construction of urban and rural workers' housing. The population was about 25 per cent. white, 69 per cent. mestizo with only 4 per cent. negro and 2 per cent. Indian; thus there was no Indian problem. The economically active group was estimated at 52 cent. of the population of his country was urban, the rest rural. The representative of Colombia indicated his Government had appointed a commission to study the possibility of establishing a department of industrial training. Amongst projects being considered was the establishment of a special agency to supply workers for the new industries, but many power problems in a co-ordinated manner and in relation to the increase in productivity and the economic development of the country. Advances were being made in vocational training; and an economic policy was being followed which ensured job titles and descriptions to facilitate transfer of workers within the country and also placement of immigrants. There was need for long-term planning on manpower problems as well as for the introduction of new methods of work. The cost of living had now been stabilised. Industry was protected by tariffs, but growers of rice and coffee experienced no difficulty in importing the machinery they needed. The Government was following a policy of integrated national economic and social development in the manpower field. His country had diversified the economy to reduce whole was chaotic. Brazilian policy was designed to meet the needs of the two zones. For the rural areas a rural social service was being established to attempt to reduce the gap in social conditions; in January the meeting of experts had decided that a O.A.S. seminar to be convened in Rio with the co-operation of the Brazilian Government, would study the application of population policy to rural zones. Agrarian reform was also needed. For the urban areas industrial legislation was being considered to meet the needs of unskilled workers where facilities were needed to adapt immigrants to new conditions. SENAI, an industrial training institution organised by the Brazilian employers, was a notable effort in this field. The representative of Chile observed that the predominance of large industrial areas required rural workers to be trained. The I.L.O. had suggested a programme to investigate therapeutic methods to apply to problems of internal migration. Brazil also had a serious problem of underemployment. The I.L.O. had probably reached the saturation point in the framing of social legislation and it was good therefore that greater emphasis was now being given to technical assistance.

Chile.

11. The representative of Chile stated that in his country the State had encouraged economic development with its own resources, by supplementing privately owned industry, for example in joint enterprises, and by providing credit and building houses. Great emphasis had always been given to education which accounted for a large proportion of the national budget. Chile faced a problem of a sparse population spread over a very large area. Agricultural methods had not yet reached a very high standard. Agriculture was therefore being considered to extend the area of settlement in Brazil. The most important economic activity was mining which required great capital investment, much of which came from abroad. The creation of rural and urban movement was required to meet these needs and also to supply labour legislation conforming to the requirements of the situation. Measures were being taken to increase productivity in agriculture and establish new lands, encouraged by international loans. It was being considered to extend the area of settlement in Brazil. The fact that the population was increasing and that technical improvements were freeing manpower might give rise to possible unemployment; nevertheless the interaction of methods adopted and being adopted resulted in new opportunities of employment. A central aim of policy was to increase the purchasing power of the masses and thus create the internal market necessary to induce further growth of industry. Industrialisation called for greater skilled manpower and in this respect there was a lack of trained workers and subsequently movements of population for settlement of new lands. The cost of living had now been stabilised. The Government had carried out considerable construction of urban and rural workers' housing. The population was about 25 per cent. white, 69 per cent. mestizo with only 4 per cent. negro and 2 per cent. Indian; thus there was no Indian problem. The economically active group was estimated at 52 cent. of the population. Most people were employed in agriculture, and there was a shortage of unskilled and semi-skilled workers. Labour legislation was enforced; the right to strike, accident insurance and holidays with pay were guaranteed; and labour conflicts were almost always decided in favour of workers. There was a shortage of engineers in the country. The I.L.O. had probably reached the saturation point in the framing of social legislation and it was good therefore that greater emphasis was now being given to technical assistance.

Colombia.

12. The representative of Colombia indicated his Government was following a policy of planned economy which was carried out with the assistance of the Currie mission sponsored by the United Nations. It was not until after 1939 that large-scale industrialisation began and government planning. The policy had the support and help of the trade unions and the existing natural resources entitled the people to expect a much higher average income. The Government had diversified the economy to reduce the dominating influence of minerals and the subsequent movements of population towards the urban zones adequate employment service and training for workers, and subsequently movements of population for settlement of new lands. The cost of living had now been stabilised. The Government had carried out considerable construction of urban and rural workers' housing. The population was about 25 cent. of the population of his country was urban, the rest rural. The representative of Colombia indicated his Government had appointed a commission to study the possibility of establishing a department of industrial training. Amongst projects being considered was the establishment of a special agency to supply workers for the new industries, but many power problems in a co-ordinated manner and in relation to the increase in productivity and the economic development of the country. Advances were being made in vocational training; and an economic policy was being followed which ensured job titles and descriptions to facilitate transfer of workers within the country and also placement of immigrants. There was need for long-term planning on manpower problems as well as for the introduction of new methods of work. The cost of living had now been stabilised. Industry was protected by tariffs, but growers of rice and coffee experienced no difficulty in importing the machinery they needed. The Government was following a policy of integrated national economic and social development in the manpower field. His country had diversified the economy to reduce whole was chaotic. Brazilian policy was designed to meet the needs of the two zones. For the rural areas a rural social service was being established to attempt to reduce the gap in social conditions; in January the meeting of experts had decided that a O.A.S. seminar to be convened in Rio with the co-operation of the Brazilian Government, would study the application of population policy to rural zones. Agrarian reform was also needed. For the urban areas industrial legislation was being considered to meet the needs of unskilled workers where facilities were needed to adapt immigrants to new conditions. SENAI, an industrial training institution organised by the Brazilian employers, was a notable effort in this field. The I.L.O. had suggested a programme to investigate therapeutic methods to apply to problems of internal migration. Brazil also had a serious problem of underemployment. The I.L.O. had probably reached the saturation point in the framing of social legislation and it was good therefore that greater emphasis was now being given to technical assistance.

Dominican Republic.

13. New railway and road projects recommended by the Currie commission would open new regions for settlement; these projects would initially require transfer of manpower for construction and subsequently movements of population for settlement of the new lands. There was no shortage of manpower in the country. The iron and steel industry, for instance that of Paz del Rio, required skilled workers and in this respect there was a lack of training facilities. The greatest need for assistance would be in regard to internal transfers of manpower.
dependence on fluctuating foreign market prices for agricultural products. The Government had attracted foreign and national capital by providing adequate guarantees. Among encouragement measures, agrarian development was government stimulus to setting up certain industries, tariff protection to industries, favourable tax policy, efficient administration of justice, liquidation of the foreign debt and creation of a hard national currency at par with the U.S. dollar and a banking policy designed to stimulate investment. Land settlement and land distribution and the encouragement of technical improvements was benefitting agriculture. Roads and canals had been constructed to permit development of less productive lands; there were many technical schools and the measures undertaken to establish new industries in areas with an available labour supply had together made it unnecessary to carry out population transfers. The Government had achieved co-ordination of crops in order to abolish the dead periods of unemployment following the main crop harvests; it also had an agreement with Haiti on migration of seasonal workers for the cane harvest. A campaign against illiteracy was in progress, which would be furthered by provision of provisional and permanent technical educational training institutions. Polytechnic universities, institutes, special schools for agriculture, arts and trades schools, etc., had been set up and were already functioning. The Government had also undertaken a national health campaign with great benefit to the general health. Plans for workers' housing, introduction of social security, the Trujillo Labour Code guaranteeing among other things adequate wages, freedom of association, maximum working hours, equal pay and the establishment of an employment service, were all features of manpower policy in the Dominican Republic.

Ecuador.
15. The representative of Ecuador said the three regions of his country presented differing manpower problems. In the coastal region the predominant occupation was agriculture and the farmers had a lot of work, somewhat better than the Indian population. Poor health was a great deterrent to productivity in this region. In the Andean region of the country the population was predominantly Indian and conditions were extremely primitive. A campaign in the Bordon sector, where a land-owning oligarchy kept the Indians at a primitive level of existence. The Government was now studying the condition of the Indians. In the eastern zone there were new settlements and a great number of Indians. Largely there were two groups another collectively in some settlements. Ecuador also had an advanced labour code, but it was not enforced. Frequently the labour code was an instrument in the hands of crooked lawyers; and it was frequently used for abnormal or special needs. The representative of the United States said that Latin America was a land of opportunity with many expanding frontiers at a very interesting stage of economic development, and recalled in this connection that it had required about a 100 years in the U.S. to build a metropolitan area from a frontier of social evils. The Government had sought to improve the workers' living conditions; in particular it had reorganised the Labour Department, promoted higher wages, encouraged construction of cheap housing for workers, established a social security institution based upon I.L.O. principles, and had adopted legislation governing working hours of work, weekly rest and annual holidays. It had established a national technological institute to train instructors (both from domestic and foreign sources) and the application of science to industry. The redistribution of natural resources and investment planning.

Haiti.
16. The representative of Haiti stated that the main objectives of his Government was to develop agriculture and industry and to improve the general economic and social conditions. The Government had sought to improve the workers' living conditions; in particular it had reorganised the Labour Department, promoted higher wages, encouraged construction of cheap housing for workers, established a social security institution based upon I.L.O. principles, and had adopted legislation governing working hours of work, weekly rest and annual holidays. It had established a national technological institute to train instructors (both from domestic and foreign sources) and the application of science to industry. The redistribution of natural resources and investment planning.

Mexico.
17. The representative of Mexico emphasised the important influence of agrarian reform on manpower policy in Mexico. Mexico had been carrying forward a programme of agrarian reforms. Repealing land tenure restrictions, reclaiming desert lands where population had been scarce, developing agriculture, encouraging technological reforms and experimentation and developing agriculture. Agricultural machinery had been imported for new agricultural zones with scarce population where mechanisation would create no unemployment. Housing developments in the cities were helping to meet the needs of the urban middle class. Labour courts had been set up and the principle of freedom of association established. Social security had been introduced recently. The Government had been conducting a campaign against illiteracy and gave strong support to institutions of higher learning.

A major problem in Mexico was the fact that the population was increasing rapidly—at a rate of 3 per cent., or 800,000 persons—annually, which meant a constant growth in the labour force. And the Government had found it necessary to establish a programme to prevent the desertion of workers on the agricultural zones for the urban areas. Mexico had sufficient manpower but a shortage of capital. Manpower policy needed to be fully co-ordinated with policies for natural resources and investment planning.

Peru.
18. The representative of Peru said his Government was making two main efforts to solve the agricultural problem: (1) through the measures taken to increase the agricultural productivity of man and capital, and by the measures taken to increase the productivity of man; (2) by the development of new agricultural zones. In the coastal region agriculture provided the livelihood for more than half the population; agricultural mechanisation was important and also the development of isolated or less productive regions: these projects were being given to the development of small mines.

19. The educational programme included pre-vocational training in secondary schools (the number of technical school students had increased substantially in recent years); the technical school syllabus was four years for men and three for women. Limitations to this programme were the shortage of equipment and of teachers, but steps were being taken to solve the problems. Handicrafts training was being given in schools, special emphasis being given to home textiles (a model loom has been developed recently in Peru). The employment service had been organised with help from the I.L.O.; and the internal colonisation of Indians was being encouraged areas formerly abandoned. A new settlement and an agricultural experiment station had also been developed in the Tingo Maria region. Advances were also being made in health and housing programmes.

United Kingdom.
20. The representative of the United Kingdom referred to the development in his country, during the last 40 years, of the Employment Service, which now provided a comprehensive service for all types of employed persons. The redistribution of manpower during and following the war had been handled through the Employment Service and manpower budgeting was now an essential feature of economic planning in the United Kingdom. He was, therefore, convinced of the need for accurate manpower statistics. He had been informed that the British Government had rendered assistance to the I.L.O. by providing experts.

United States of America.
21. The representative of the United States said that Latin America was a land of opportunity with many expanding frontiers at a very interesting stage of economic development, and recalled in this connection that it had required about a 100 years in the U.S. to build a metropolitan area from a frontier of social evils. The Government had sought to improve the workers' living conditions; in particular it had reorganised the Labour Department, promoted higher wages, encouraged construction of cheap housing for workers, established a social security institution based upon I.L.O. principles, and had adopted legislation governing working hours of work, weekly rest and annual holidays. It had established a national technological institute to train instructors (both from domestic and foreign sources) and the application of science to industry. The redistribution of natural resources and investment planning.

Uruguay.
22. The representative of Uruguay also stressed the importance of agrarian reform, indicating that in Uruguay ill. Latin America the region agriculture provided the livelihood for more than half the population; agricultural mechanisation was important and also improvements in agricultural techniques. The United States of America had granted the I.L.O. assistance by providing experts. The Government promoted arrangements enabling farmers to acquire ownership of their own farms. Unemployment insurance was useful even in times of a high level of unemployment, in keeping up purchasing power in certain areas where local agricultural production was insufficient. The workers in the United States had made substantial gains through collective bargaining. The public employment service, in operation for 50 years, had made a notable contribution to increased productivity; its chief functions were (1) placement, (2) market analysis, and (3) special services for war veterans, (4) personnel management services, (5) labour market analysis, and (6) community employment planning. The importance of labour statistics could not be underestimated; such statistics should be harmonised together with action programmes so that these programmes may be soundly based on reliable information. Assistance by the I.L.O. could play an important part in the economic development of Latin American countries.
questions. A Children's Code and retirement provisions for employees, workers and farm labourers and social security were also in force.

23. In Latin America as a whole there was the problem of 45 million Indians whose conditions needed to be improved and who constituted a vast reserve of manpower not now adequately utilised; this connection the experience of Peru in developing education of Indian populations was valuable.

Venezuela

24. The representative of Venezuela said that his country was endowed with great natural wealth. The greatest prosperity was concentrated in the mining centres and the principal cities. The chief industry was petroleum which has contributed to the considerable economic development of recent years, but the employment to the thousands of workers whose standard of living was among the highest. This relative prosperity of the petroleum industry and the cities had, however, caused a rural exodus, and the villages, and even the interior from the interior were ill-adapted to the life in the city. The iron mining companies had agreed with the Government to construct two planned cities, 130 kilometres of railroad, and a road to the mining country and to dredge a part of the Orinoco river for the movement of the ore.

25. As a preliminary to agrarian reform the Government had distributed extensive lands to the peasants, organising model farming projects and providing agricultural credit facilities. To attack the problem of rural exodus it was intensifying immigration. Recently an agreement had been signed with the United States Department of Agriculture. Migrants moving into the country a large number of families of the immigrants already employed there.

26. One of the main achievements of the Government was a construction programme designed to give employment, including public works, communications and workers' housing. There was besides a great programme for education and Venezuela had a number of advanced labour law and had ratified many I.L.O. Conventions. His Government wanted technical assistance from the I.L.O. and an agreement was on the point of being signed with the I.L.O. to send three fellowship holders to Europe to study employment organisation, immigration and vocational training, who, on completion of their studies, would return to Venezuela with I.L.O. experts to organise such services. To solve manpower problems the Venezuelan Government gave an adequate and statistical study on the requirements and possibilities in this field.

Organisation of American States

27. The representative of the Organization of American States said that a vocational education seminar for American states was held at the University of Maryland under the auspices of the I.L.O., the O.A.S., the Institute of Inter-American Affairs, the Department of the Interior and the University of Maryland. The results of the seminar were available for consideration by the members of this Conference.

Information on Manpower Needs and Availabilities

28. The Conference agreed on the necessity for planned manpower policies fully co-ordinated with plans for economic development. To carry out such planned policies full up-to-date information on labour supply and demand was required. Information of this type was lacking in most of the countries of the region. Some information was now available and it was necessary to improve the use being made of existing sources of information. The 1930 census of the Americas gave a great many useful information on the structure of the labour force in the different countries; but the value of census information for manpower purposes was limited because of its static character. The greatest need was to have a dynamic picture of the movement of workers and occupations in local industries and of common job descriptions; shortage of trained staff for vocational counselling, aptitude testing and placement; a lack of information about jobs and occupations in local industries and of common job descriptions; a lack of understanding on the part of some employers as to the value to themselves of an effective employment service and a lack of understanding on the part of some employers as to the value to themselves of an effective employment service. There were also special problems in securing accurate statistics in the rural areas in many Latin American countries. There was also a need to co-ordinate the different official services collecting or making use of employment market information (for example, co-ordination of services planning immigration or dealing with internal population movements with those having information on placement and settlement).

29. The Conference recognised that great difficulties faced most of the countries of the region in the collection of information on labour supply and demand. One difficulty was that that many agencies in hand were not co-operating in obtaining this information. Another difficulty was the lack of trained personnel to collect and analyse the data. A problem in the utilisation of available information was the frequent lack of a standard occupational and industrial terminology. There were special problems in securing accurate statistics in the rural areas in many Latin American countries. There was also a need to co-ordinate the different official services collecting or making use of employment market information (for example, co-ordination of services planning immigration or dealing with internal population movements with those having information on placement and settlement).

30. The Conference considered the I.L.O. might usefully assist the governments in overcoming certain of the problems connected with the collection of labour force information. The Conference might assist in the collection of special surveys, in making special surveys required for particular economic development projects, in instituting a programme for the regular collection of information, and in the establishment of a uniform occupational classification system based on the I.L.O. international classification of occupations for migration and placement.

Utilisation of Available Manpower

Problems of Industrialised and Industrialising Areas

31. The Conference was of the opinion that most of the countries of the region were not making the best use of available manpower in so far as they lacked an organised employment market covering the whole country. The improvement of an employment service would be especially immediate in so far as ultimately of national networks of public employment offices could contribute substantially to a better distribution of workers corresponding to the needs of industrialising economies. It was proposed to solve up to the countries concerned to decide when the stage of industrialisation had been reached at which a national employment service should be established.

32. The advantages of a national public employment service established in accordance with the provisions of relevant I.L.O. Conventions and Recommendations were pointed out as being able to provide for a better distribution of labour by: (1) assisting employers to locate suitable workers without delay, (2) assisting workers in finding suitable employment in time. There were a number of possible means of establishing and operating a national employment service, which the Conference urged the Governments to study in the light of the preliminary to agrarian reform the Government had decided to establish a programme of social security and to create a national employment service organisation could help to adjust discrepancies in the allocation of workers, could contribute substantially to a better distribution of workers corresponding to the needs of industrialising economies. It was proposed to solve up to the countries concerned to decide when the stage of industrialisation had been reached at which a national employment service should be established.

33. Even where there was no structural unemployment, an employment service organisation could help to adjust discrepancies in the employment market brought about by seasonality or frictional unemployment or by a lack of balance between the growth of job openings and training programmes.

34. It was recognised that there were a number of obstacles to the effective working of a national employment service organisation in many countries. Among these were the shortage of trained staff for vocational counselling, aptitude testing and placement; a lack of information about jobs and occupations in local industries and of common job descriptions; increased purchasing power and a higher standard of living for the population as a whole. The public employment service would further eliminate exploitation of workers by labour contractors and profit-making private employment agencies.

35. There was a need to co-ordinate all the different types of employment offices (national, state, municipal, and private agencies where necessary). It was suggested that too much emphasis should not be placed in the first instance upon vocation aptitude testing, because the greatest need for labour was to fill temporary labour to fill temporary and statistical work connected with employment services.

36. It was suggested that the linking of the employment service with social security benefits (unemployment compensation) would be an encouragement to workers to make use of the employment service. It was also suggested that there were advantages in the employment service design to place temporarily with any government agency concerned with the development of new industry so that it would be aware of future job openings. Several speakers referred to certain aspects of the labour legislation of some countries, in particular the provisions for dismissal compensation, as operating so as to restrict the mobility of labour; and in this connection it was suggested that provision for social security unemployment compensation linked with an effective employment service design to place temporarily unemployed workers in new jobs would be an alternative system more in keeping with the needs of an industrialising economy. On the other hand, it was argued that dismissal pay provisions...
did not seriously affect the mobility of labour since other factors affected this situation; that the stage had not yet been reached in some countries where the unemployment and underemployment situation had improved; and that emphasis on other methods such as rapid training courses would be better methods of improving the mobility of labour.

37. There was general agreement on the value of pilot projects, such as the pilot project set up for the Lima-Callao region, as an approach to setting up a national employment service, and particularly on the training personnel for a more extensive employment service network.

38. It was proposed that the I.L.O. publish a guide to the establishment of an employment service for the use of governments. The I.L.O. international classification of occupations for migration and employment placement was also a useful tool which could be translated into the requirements of each country.

39. As regards the problem of fee-charging employment agencies, it was pointed out that the Fee-Charging Employment Agencies Convention (Revised), 1949 provided for either the progressive abatement or the abolition of fee-charging agencies by the government; the I.L.O. is prepared to assist any country to set up the machinery necessary for ratification and application of the Convention. In general the I.L.O. could be of use to governments in giving expert assistance in improving the operation of existing employment offices, in the establishment of placement facilities where they do not exist (for example through setting up a pilot project), and in introducing vocational guidance and job analysis techniques. In addition to expert assistance, the use of fellowships for study of these matters abroad by nationals of Latin American States would be useful.

Movements of Unskilled Labour.

39. In many of the Latin American countries large movements of population from rural areas to urban or other industrial centres created major problems of adjustment in the employment market. In some countries there were problems of seasonal migration of agricultural labour both within the country and from one country to another. In certain countries of the Andean region having large indigenous populations there had been seasonal movements of migrant indigenous workers moving to and from mining centres and coastal plantations corresponding to the harvest time in their own Andean communities.

40. The influx of population to urban areas created a problem of placement in the cities and the growth of slums; it also endangered agricultural production. Steps taken by certain countries to meet this situation included public works construction of housing; the encouragement of improvements in agricultural production and in conditions of work on the land designed to keep rural workers from swarming to the movement to the cities; and settlement of new rural areas. In many countries affected by this problem reception centres and placement facilities in the cities were needed.

41. In regard to seasonal migration of agricultural labour, the problem was both to plug the migration so as to take full account of labour supply and demand and to ensure that migrant workers enjoyed a minimum protection. It was pointed out that certain countries had concluded bilateral agreements governing such seasonal migrants (e.g. between some Latin American States and Mexico, and between Haiti and the Dominican Republic).

42. Indigenous workers were frequently victims of recruiting agents (enganchadores) and very poor conditions of employment. In the countries concerned there was a certain amount of protection for the indigenous workers because of the spread of illiteracy and ignorance of their rights were nevertheless exploited. Continuous action was urgently necessary on a wide range of economic and social questions to combat these evils. One by one countries should be helped to provide stable productive employment for indigenous workers to open new areas of settlement for them.

43. The Conference was of the opinion that problems of the utilisation of the labour force in Latin American countries required considerable study. It recognised that while employment service, the spread of illiteracy and ignorance of their rights were nevertheless exploited. Continuous action was urgently necessary on a wide range of economic and social questions to combat these evils. One by one countries should be helped to provide stable productive employment for indigenous workers to open new areas of settlement for them.

44. In the meantime the governments should consider the possibility of assistance from the I.L.O., in co-operation with other international agencies, in setting up reception centres for rural workers migrating to urban areas, in planning migration of workers both seasonal and permanent, in developing co-operatives, in planning the land settlement of new areas and in setting up pilot projects for indigenous workers.

Rehabilitation of the Disabled.

45. Any programme for the full utilisation of manpower in Latin American countries should include attention to the rehabilitation of the disabled. In this connection it was noted that the United Nations and W.H.O. had completed a joint mission on rehabilitation of the disabled in Latin American countries, the recommendations of which were being implemented. The question of rehabilitation of the disabled was included in the agenda of the 1954 Session of the International Labour Conference.

Vocational Training.

46. From the statements on vocational training programmes in their respective countries made by the different delegates it was evident there had been considerable development of vocational training facilities in Latin America over the last few years. At the same time it was clear that there were many problems not only in the need for new and expanded facilities of various types such as training for the co-ordination and planning of activities in existing facilities and of the development of future programmes.

47. The principles which the I.L.O. has followed in its work on vocational training were outlined as follows. Training was conceived as a means of increasing the individual's competence and capacity for production. It covered adults as well as young persons; the acquisition as well as the improvement of skills; but also for co-ordination and planning of the activities of other international organisations where appropriate, in regard to the possibilities of developing cottage industries as a means of combating unemployment and underemployment among seasonal agricultural labourers during the dead season.

48. It was evident from the statements of delegates that a wide variety of methods for vocational training was in use in the different countries. These included vocational education schools for training in industry, commerce and agriculture operated by ministries of education, agriculture and labour. Such technical schools were frequently supplemented at higher levels by national technological institutes, etc. The Brazilian SENAI system was a further approach to training which had proved successful. Special methods were adopted by some countries to encourage indigenous populations to spread education in the Indian communities; these included the use of mobile educational units and the use of the radio. Agricultural extension services were being developed in a number of countries. Religious missions undertook a certain amount of vocational training work in some regions. Some delegates referred to the value of the military training in their countries as a means of imparting technical training. Arrangements for training workers and students for the mining and industry were being worked out for some countries. Some industries were required to furnish technical education facilities for workers and their families (the view was expressed that legislation which limited the number of foreigners which could employ technical workers in an enterprise had the effect of encouraging industries to train national workers).

49. It was suggested that adult education was the major priority in countries with a large population of unskilled agricultural workers and a high rate of illiteracy. The I.L.O. is collaborating with the F.A.O. in this field of agricultural training.

50. The usefulness of the training within industry (T.W.I.) system for foremanship training was stressed and it was
suggested that a systematised training scheme along the lines of T.W.I. method might be developed by the I.L.O. for application in Latin American countries. It was specially important to develop relevant training with full co-operation between employers and workers; and it was suggested that a model apprenticeship contract might be worked out under which an employer furnishing training to meet set standards might charge a certain proportion (up to 50 per cent.) of wages.

51. The value of establishing regional centres for vocational training was emphasised. It was pointed out in this connection that the seminar held at the University of Maryland under the auspices of the I.L.O., the O.A.S., the I.A.A.A., the U.S. Department of Education, and the University of Maryland had adopted a resolu- tion welcoming extension services that referred to the proposal that the Government of Cuba should sponsor a meeting to discuss agricultural extension services in the Americas and to consider the establishment of a permanent inter-American centre for the promotion of agricultural extension services which would work in Cuba. Another suggestion made was for the establishment of a regional centre for the training of vocational education instruc-

52. Members of the Conference felt that the humanistic side of education should not be ignored as a result of over-emphasis on the technical side. It was also pointed out that technical training alone is not sufficient to create more productive workers but that public health, housing and social security were also necessary conditions to improving the productivity of the individual.

53. The Conference was of the opinion that the I.L.O. could give valuable technical assistance to the Latin American countries in the development of their training schemes. It was suggested that the I.L.O. attempt to develop model plans for vocational training, which should be designed especially to meet the needs of Latin American countries and not be merely reproductions of systems in use in the more industrialised countries.

54. The Conference was of the opinion that a selective immigration policy could contribute to the organisation of manpower for economic development in many countries of the region. Speakers from several countries indicated, however, that the immigration policies followed hitherto in their countries had not always been successful, and there was a need to reconsider how migration could make its best contribution to national development plans. It was also recognised that in addition to the different needs of various Latin American countries for qualified immigrants there was the continuing problem of over-

55. To carry out an effective immigration policy with bene-

56. Several delegates referred to problems of absorbing immigrants. It was pointed out that if the national life, saying that certain groups had proved unsuitable and that they had settled in restrictive communities and did not become assimilated. These factors complicated the problem of selection.

57. There were particular difficulties in the way of successful land settlement schemes, not the least of which was the high costs of establishing such schemes. It was pointed out that countries intent on mobilising available capital for industrialisation could not afford extensive expenditure on land settlement. The increase of food production being a world problem, it was suggested that attention be given, in addition to land settlement schemes both by offering adequate guarantees to private capital and by seeking loans from international sources might be a possible solution. It was recognised that international investment in land settlement schemes would not be forthcoming unless well-defined projects were first elaborated.

58. In this connection, reference was made to the Inter-Agency Co-ordination Committee on Migration in Latin America, it being suggested that this body might arrange for the study with a view to the country concerned making application to the International Bank for Reconstruction and Development for loans to finance such settlement projects. It was noted that the International Bank had made a loan for financing land settlement in Australia and that representatives of the Bank at other international meetings had indicated the Bank would be prepared to examine on its merits well and precisely formulated projects for financing land settlement in countries of the region. In this connexion it was pointed out that the Inter-Agency Co-ordination Committee was a consultative body formed between the different international organisations concerned with immigration and economic development in Latin America; it might therefore arrange for missions to examine and formulate proposals on specific economic development projects calling for immigration into the country concerned, and to review such proposals prior to the government concerned submitting an application for a loan in connection with them to the International Bank.

59. The Conference accordingly invited the countries of Latin America to examine their needs and possibilities for immigration both for industry and for land settlement and to elaborate specific and detailed projects where economic development plans include immigration. It is considered that the role which the Inter-Agency Co-ordination Committee could play as outlined in the above paragraph. It further called attention to the possibilities of technical assistance from the I.L.O. in regard to establishing machinery for selection, reception and placement of immigrants, the furnishing of information to prospective immigrants and the formulation in co-operation with F.A.O. of land settlement projects for immigrants. On this last point the Conference again re-emphasised the role which the Inter-Agency Co-ordination Committee could play in conjunction with F.A.O., I.C.E.M. and other appropriate international agencies, a model project for land settlement to serve as a guide to interested governments.

59 bis. The Conference recommended that the International Labour Office render assistance to countries of Latin America so ordering, by providing general information which would allow better appreciation of the professional qualifications of the immi-

60. The Peruvian delegation drew the attention of the Con-

61. The Conference recommends that the Latin American States establish and develop official employment services to examine on their merits well and precisely formulated projects on specific economic development projects calling for immigration into the country concerned, and to review such proposals prior to the government concerned submitting an application for a loan in connection with them to the International Bank.

62. The Conference recommends that the governments of Latin American States examine the desirability of establishing appropriate national bodies for the promotion and co-ordination of manpower policy.

63. The Conference recognises the fundamental importance of manpower policy as an integral part of the economic develop-

1 The general conclusions were principally drawn from specific proposals made by the delegates of the Dominican Republic, Ecuador, Peru, Venezuela and Uruguay.
development of the countries concerned. Accordingly the countries of the region should take steps to secure accurate and detailed information on manpower needs and resources with the object among others of informing the I.L.O. and of placing the I.L.O. in a position to furnish its technical assistance with a full knowledge of conditions in each country.

64. For these purposes the Conference recommends that there be established a Latin American Manpower Committee of a permanent character composed of Latin American experts. This Committee would be able to keep the I.L.O. and the Latin American Office of the I.L.O. situated in São Paulo, Brazil, informed concerning the developments in the manpower situation and the most urgent needs of the countries of the region. Furthermore, the I.L.O. could call upon the advice of this Committee in the most appropriate manner for the planning of technical assistance projects in the manpower field.

Manpower Survey.

65. The Conference recommends that the International Labour Office be authorised to undertake, and to produce at an early date, a comprehensive manpower survey of the region in consultation with the countries concerned and in consultation with all relevant sources of information, including other international organisations, which could assist in producing such a useful technical survey. In the meantime the Conference recommends that action be taken on the lines indicated in the preceding paragraphs of this report.

Technical Assistance from the I.L.O.

66. It was understood that in discussing the possibilities of technical assistance from the I.L.O., delegates could not commit their governments to making requests, neither could the I.L.O. undertake to furnish assistance on specific requests until these had been considered in the light of resources available to the I.L.O. for such work, and had been approved by the Technical Assistance Board. The Conference is, however, of the opinion that governments should take full advantage of the possibility of securing assistance from the I.L.O. on the matters referred to, both through direct expert assistance and through the granting of fellowships to nationals of Latin American countries for acquiring experience abroad. It is also suggested that consideration be given to a modification of the legal provisions governing technical assistance so as to allow receiving governments to contribute to technical assistance in proportion to their financial ability. The Conference notes with appreciation statements by delegates of the United Kingdom and the United States that their national employment services would be glad to share their experience with the Latin American countries.

67. Attention was drawn to the need to choose technical assistance experts having an understanding not only of the technical subjects on which they are to give advice but also of the psychology and aims of the people of the country. From this point of view it is suggested that there might be advantages in sending experts to certain less developed Latin American countries who are nationals of more developed Latin American countries. It was pointed out that there were difficulties in securing experts from Latin American countries because in many cases governments were unable to spare their services for long periods of time. Governments of Latin American countries are, however, urged to communicate to the I.L.O. names of any experts who might be available for technical assistance work so that they could be considered for future missions.

Action by Other International Organisations.

68. The Conference recognises that the basic need of the Latin American countries is for economic development and that the significance of manpower policy in the countries of the region relates directly to the progress of economic development. The Conference accordingly recommends that the international agencies concerned, including the United Nations, the International Bank and other specialised agencies in addition to the I.L.O. take all possible action to promote the economic development of this region.

Teaching of Languages.

69. The suggestion was made that it would facilitate the spreading of technical knowledge if schools in the Latin American countries taught the four languages of the Americas, Spanish, Portuguese, French and English, and it was pointed out that U.N.E.S.C.O. was concerned with this question.

Miscellaneous

Visits to Vocational Schools.

70. On 5 December 1952 members of the Conference visited the Unidad Escolar “Ricardo Bentin”, a school which provides primary and secondary education as well as commercial and technical classes (the addition of agricultural training courses is envisaged). The school has approximately 2,550 day students who, with the exception of those who are on scholarships, pay 40 soles a month for instruction. Approximately 800 adults attend night classes. There is a parent-teacher association and relations are encouraged with trade union as well as employer organisations. The institute has been in existence for the past 23 years, though the building visited was erected in 1932.

71. On 9 December 1952, members of the Conference visited the Gran Unidad Escolar “Mercedes Cabello”, a technical and commercial school for young women which in addition provides primary and secondary general education. At the present time, 1,936 persons are enrolled of whom 831 are night students.

Communication from the Instituto Cooperativo del Perú.

72. The Instituto Cooperativo del Perú sent a communication to the Secretariat of the Conference, calling attention to the importance of agriculture in the economy of Latin America and the consequent need for the development of co-operative organisation on the continent. This communication was forwarded to the Director-General of the International Labour Office in order that due note might be taken of it in the development of the programme of work of the Organisation for the future.

Closing Sitting

73. The Conference closed on 13 December 1952 with an address by His Excellency Gen. Manuel Odría, President of the Republic of Peru.

Gen. Don Armando ARTOLA, Chairman.
Bernardo Díaz HIJO, Reporter.
Fifth Item on the Agenda: Report of the Meeting of Experts on the Prevention and Suppression of Dust in Mining, Tunnelling and Quarrying (Geneva, 1-17 December 1952)

1. The report of this meeting, which is appended, concludes with a series of recommendations. The experts express the desire (paragraph 8) that, "after being examined by the Governing Body, these recommendations should be widely disseminated in a suitable form among the various bodies interested in the prevention and suppression of dust in mining, tunnelling and quarrying, and that, more especially, they should be brought to the notice of the Coal Mines Committee and the Building, Civil Engineering and Public Works Committee of the International Labour Organisation, both of which had expressed an interest in the conclusions of the present meeting, and also of the High Authority of the European Coal and Steel Community".

2. The Governing Body is invited to authorise the Director-General to communicate these recommendations to the governments of States Members of the Organisation and to the High Authority of the European Coal and Steel Community; and to instruct its Committee on Industrial Committees to consider the most appropriate manner in which they may be brought to the notice of the Coal Mines Committee and the Building, Civil Engineering and Public Works Committee.

3. The meeting also considered (paragraph 11) "that it would be highly desirable to develop exchanges of information and experience between all the countries interested in the prevention and suppression of dust in mining, tunnelling and quarrying, and that to this end a central organisation should collect and distribute information of an administrative, technical or scientific character''. It expressed the hope (paragraph 14) that the Governing Body would agree that the International Labour Office should act as this international centre of information. All relevant documentation should be communicated by each country concerned to the central organisation (paragraph 12), which would publish brief abstracts of it and would furnish original publications on request (paragraph 13). Each country should also communicate an annual general report, drawn up on a uniform plan (paragraph 15), and on the basis of these reports the International Labour Office should compile a general report, to assist in the preparation of which a small committee of experts should meet annually (paragraph 16).

4. The collection and dissemination of information upon the prevention and suppression of dust has long been one of the activities of the Office. As the proposals made by the meeting involve the rendering of annual reports by States Members, the publication of an annual report by the Office and the convening of a small committee of experts annually, they have budgetary implications for which no provision has been made in 1953 or in the budget proposals for 1954. The number of reports and replies to questionnaires required annually by the Governments of States Members by international organisations is already great and the Governing Body may well feel that careful consideration should be given to any suggestion, however important in itself, that would increase their number. There are, however, various ways in which useful results might be secured without disproportionate expenditure and effort. In these circumstances, the Director-General intends to examine the extent to which effect could be given to these suggestions within practical and budgetary limits and to submit proposals to a later session of the Governing Body.

5. The experts felt (paragraph 17) that a similar meeting "should be held after a suitable interval to consider more particularly matters that have developed in the meantime and new problems that have arisen". The Governing Body will no doubt desire to bear this suggestion in mind.

6. The experts also express the wish (paragraph 18) that the technical papers presented to the meeting and a record of its discussions "should be placed, as quickly as possible and in a suitable form, at the disposal of the governments and industries of the countries concerned". The Director-General will examine the extent to which effect can be given to this suggestion within the publications programme of the Office or in some other manner.

ANNEX

Report of the Meeting of Experts on the Prevention and Suppression of Dust in Mining, Tunnelling and Quarrying (Geneva, 1-17 December 1952)

1. At its 118th Session (Geneva, March 1952), the Governing Body fixed the agenda of this meeting as follows:

I. Prevention of dust formation (possibilities of modifying operating methods and techniques of winning and transporting mineral).

II. Suppression of dust at source of formation (techniques of wetting dust or extracting it dry in operations for winning, loading, transporting and preparing mineral).

III. Prevention of deposited dust from becoming airborne (means of allaying dust and consolidating dust deposits, and of reducing exposure of workers to dust, notably on mine roads).

IV. Removal of airborne dust (techniques and appliances for ventilation and air cleaning).

V. Airborne dust sampling and measurement (techniques and appliances for sampling, counting and analysing dusts).

VI. Personal protective equipment (design and use of respirators, etc.).

VII. Supervision and maintenance of dust prevention and suppression devices.

VIII. Education and training of workmen.

IX. Special problems (problems such as those created by extremes of altitude, temperature and humidity).

X. International co-operation.

2. A list of experts who attended the meeting is appended.¹

3. Mr. A. Honbrecths was elected Chairman and Mr. A. Winstanley, Vice-Chairman and General Reporter.

4. The Representative of the Director-General was Mr. Robert, assisted by Mr. Wheeler.

5. The meeting appointed a Steering Committee composed of the Chairman and Vice-Chairman, and Messrs. Berge, C. Goad, Jefferson, Morhenn, Reed and Rees.

6. The documents prepared for the meeting comprised 88 technical papers ² written either by experts who attended the meeting or by other experts; in addition, the International Labour Office prepared three papers, two of which dealt with legislation concerning precautions against dust in mines and the third with international co-operation in the prevention and suppression of dust in mining, tunnelling and quarrying.

¹ This list is not printed here. See Meeting of Experts on the Prevention and Suppression of Dust in Mining, Tunnelling and Quarrying, Supplement to Occupational Safety and Health (Geneva, I.L.O.), Vol. III, No. 2, Apr.-June 1953, pp. 2-32.
7. The meeting examined successively the various points on the agenda. To facilitate the discussion, the main headings were broken down into a number of specific topics, and a reporter was appointed for each. The different questions were introduced by the respective reporters before being thrown open for discussion. A summary of the discussions which took place at the plenary sittings on the various items on the agenda has been prepared and distributed to the experts.

8. The meeting agreed that, at the present time, technical methods of preventing and suppressing dust constituted the most effective means of combating pneumoconiosis in mining, tunnelling and quarrying. It was therefore deemed appropriate to draw up a number of conclusions of a practical nature with regard to this problem, and to submit these conclusions to the Governing Body in the form of concise recommendations. The experts most particularly desired that, after being examined by the Governing Body, these recommendations should be very widely disseminated in a suitable form among the various bodies interested in the prevention and suppression of dust in mining, tunnelling and quarrying, and that, more especially, they should be brought to the notice of the Coal Mines Committee and the Building, Civil Engineering and Public Works Committee of the International Labour Organisation, both of which had expressed an interest in the conclusions of the present meeting, and also of the High Authority of the European Coal and Steel Community.

9. The recommendations framed by the meeting regarding the prevention and suppression of dust in mining, tunnelling and quarrying are set out below.\(^1\) They were adopted unanimously, together with the present report as a whole. The meeting was of the opinion that efficient measures for the prevention and suppression of dust were necessary in many of the operations carried on in mines, tunnels and quarries, and that its recommendations might readily constitute useful guiding principles of a general character.

10. In addition, the meeting made a number of suggestions concerning international co-operation and various matters on which research is more particularly desirable.

11. In the first place, the meeting considered that it would be highly desirable to develop exchanges of information and experience between all the countries interested in the prevention and suppression of dust in mining, tunnelling and quarrying, and that to this end a central organisation should collect and distribute information of an administrative, technical or scientific character.

\(^1\) These recommendations are not printed here. See op. cit., pp. 3 ff.
Sixth Item on the Agenda: Report of the Committee on Freedom of Association

The reports of the Committee on Freedom of Association are published in the annual report of the I.L.O. to the United Nations. For the Sixth Report of the Committee which, was approved by the Governing Body at its 121st Session, see: Seventh Report of the International Labour Organisation to the United Nations (Geneva, 1953), Appendix V, pp. 173 and following.
Seventh Item on the Agenda: Reports of the Financial and Administrative Committee

The papers relating to this item which was considered by the Governing Body at its Fourth Sitting (Private) are printed separately.
Eighth Item on the Agenda: Report of the Allocations Committee

The papers relating to this item which was considered by the Governing Body at its Fourth Sitting (Private) are printed separately.
APPENDIX IX

Ninth Item on the Agenda: Report of the Subcommittee of the Committee on Industrial Committees

The Governing Body postponed consideration of this item to a later session. The relevant papers will be printed in the appendices to the minutes of the session at which the report is discussed.

1 See above, Minutes of the Seventh Sitting, p. 30
APPENDIX X

Tenth Item on the Agenda: Report of the Committee on Industrial Committees

1. The Committee on Industrial Committees met in Geneva on 27 February 1953 under the chairmanship of Mr. Fafchamps.

I. Advisory Committee on Salaried Employees and Professional Workers: Performers' Rights

2. The Committee on Industrial Committees resumed its discussion of the various questions in regard to the rights of performers which arise from the conclusions adopted by the Advisory Committee on Salaried Employees and Professional Workers at its Second Session (Geneva, 18 February-1 March 1952). At its previous meeting the Committee on Industrial Committees had recommended, and the Governing Body had agreed—

(a) that the Director-General be instructed to prepare for the next session of the Committee on Industrial Committees a note on the legal implications which would arise for the I.L.O. if the question of the rights of performers were regulated in an international instrument adopted by a body other than the International Labour Conference;

(b) that the Director-General be authorised to continue his consultations with the Berne Union, subject to the same reservations as before.

3. The Committee on Industrial Committees had before it (a) the conclusions adopted by the Advisory Committee concerning the role of the I.L.O. in regard to future procedure in the field of the rights of performers; (b) a report on the Fourth Meeting of the Permanent Committee of the Berne Union at which decisions were taken with a view to the holding of a diplomatic conference for the purpose of adopting an international convention; and (c) a note prepared by the Office on the subject mentioned in paragraph 2 (a) above.

4. It was reported to the Committee that since the last session of the Governing Body the Berne Union had communicated to governments the preliminary draft international convention adopted on 17 November 1951 by the Mixed Committee of Experts of the Berne Union, together with the observations made by the Advisory Committee on Salaried Employees and Professional Workers in regard to this draft. The governments had been asked to forward their observations to the Berne Union within six months. As soon as possible after the end of this period a further meeting of the Mixed Committee of Experts would be held.

5. In the light of the above-mentioned information, the Committee on Industrial Committees gave consideration to the following questions: whether the rights of performers should be regulated in a separate instrument or in an instrument which would also regulate the rights of manufacturers of phonographic records and broadcasting organisations; whether an instrument dealing with the rights of performers should be adopted by the International Labour Conference or by an independent international conference; whether, in the event of the adoption of a single instrument by a diplomatic conference, the I.L.O. should be associated with the arrangements for securing the observance of that part of the instrument which was concerned with the rights of performers; and whether, and on what conditions, the I.L.O. should continue its collaboration with the Berne Union in regard to the question of the rights of performers.

6. After considerable discussion, the Committee on Industrial Committees decided to make the following recommendations:

(i) that the Governing Body approve the principle of a single instrument relating to the protection of performers, manufacturers of phonographic records and broadcasting organisations (this recommendation was adopted by 7 votes to 2, with 3 abstentions);

(ii) that the Governing Body approve the principle of an independent international conference which would be convened for the purpose of drawing up the proposed international regulations (adopted by 9 votes to 1, with 2 abstentions);

(iii) that the Director-General be instructed to present to the proposed international conference the conclusions adopted by the Advisory Committee on Salaried Employees and Professional Workers in regard to the protection of performers (this was adopted by 9 votes to 0, with 3 abstentions);

(iv) that in his consultations with the Berne Union, the Director-General should raise the question of drawing the attention of governments to the desirability of their representatives at the proposed international conference having the assistance of technical advisers directly representing the interest concerned (this recommendation was unanimous);

(v) that the Governing Body authorise the Director-General to arrange for the I.L.O. to be represented at the next session of the Mixed Committee of Experts to be convened by the Berne Union (this recommendation was unanimous).

7. On the question of the I.L.O. supervising the observance of those provisions of the instrument relating to the rights of performers, it was pointed out that if the reports on observance of the convention were considered by the I.L.O. in accordance with either of the alternatives suggested in the Office document, States parties to the instrument which were not members of the I.L.O. would not have an opportunity to participate in the discussion of these reports. The United States Government Member noted that this would appear to confuse obligations assumed by the ratification of a non-I.L.O. convention with the obligations and prerogatives of I.L.O. membership. The question of the competence of the I.L.O. was dealt with in a document submitted by the Office to the Committee; but this subject was not fully discussed, as it was pointed out that the most immediate practical question was whether the parties to the instrument (whether States Members of the I.L.O. or not) would agree that the I.L.O. should perform a function in connection with its implementation. As there was adequate time, it was suggested and agreed that the Director-General should continue to keep this subject in mind in his discussions with the Berne Union, that the Director-General should seek to obtain the views of governments of States Members of the I.L.O. in regard to this question, and that the Berne Union should be asked to invite States not members of the I.L.O. which

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2 See Minutes of the 110th Session of the Governing Body, Eighth Sitting, p. 66 and Appendix, paragraph 11.
were prospective parties to the instrument to indicate whether they would look favourably upon I.L.O. participation in the implementation of the part of the instrument relating to performers' rights.

8. The Committee on Industrial Committees accordingly recommends—

(i) that the Director-General communicate with the governments of the States Members of the I.L.O., inviting them to consider, when examining the communication already sent to them by the other instruments, whether it would be desirable for the I.L.O. to be associated with the arrangements for securing the observance of that part of the proposed instrument which would be concerned with the rights of performers;

(ii) that the Director-General be instructed to continue his discussions with the Berne Union on this subject and in particular to invite the Berne Union to consult the governments of States not members of the I.L.O. in regard to it.

II. Inland Transport Committee: Questions Arising from the Fourth Session

Clauses on Conditions of Employment of Motor Vehicle Drivers for Insertion in the Standard Set of Rules Applicable to Operators Engaging in the Commercial Transport of Passengers and Goods by Road in International Traffic in Europe

9. On the occasion of the 119th Session of the Governing Body (Geneva, May-June 1952), the Committee on Industrial Committees was informed that the Working Party on the Development and Improvement of the Transport of Passengers and Goods by Road of the Inland Transport Committee of the Economic Commission for Europe, which had been entrusted with the preparation of the Standard Set of Rules, after having examined the clauses on conditions of employment of motor drivers, drawn up with a view to their inclusion in the Standard Set of Rules by the Inland Transport Committee at its Fourth Session (Nervi, Genoa, December 1951)\(^1\), had decided to postpone the considereation of these clauses until its next session, it being understood that the Director-General of the International Labour Office and the Executive Secretary of the Economic Commission for Europe would inform the governments of the discussions which had taken place, and that the governments would, in turn, inform the two Organisations of their observations before 30 September 1952.

10. The Committee on Industrial Committees has now had before it a full summary of the opinions expressed by governments as the result of the consultation referred to in the above paragraph. It noted that various governments had suggested both minor modifications and changes of substance in the clauses which had been adopted by the Inland Transport Committee of the I.L.O. and that problems of special difficulty were raised with respect to such subjects as normal and maximum daily and weekly hours of work, minimum daily rest period, and the supervision of the application of the proposed provisions. The Committee considered whether it would be possible or desirable to make any specific recommendations concerning the proposed changes. In this connection, it noted that the proposed clauses, and the observations of the governments in regard to them, were to be discussed at a meeting of the above-mentioned Working Party to be held in Paris in April 1953 and that it would be difficult for members of the Governing Body of the I.L.O. representing governments which would also be represented at the meeting in Paris to commit themselves to any decisions in advance of that meeting. The Committee on Industrial Committees heard a statement from a representative of the International Confederation of Free Trade Unions who indicated that the transport workers' organisations would be prepared to discuss minor modifications in the clauses adopted by the Inland Transport Committee of the I.L.O. but would not wish to agree to any major changes of substance. On the other hand, the Employers' members of the Committee on Industrial Committees pointed out that these clauses had not represented the agreed opinion of the Inland Transport Committee but had been adopted by 53 votes to 25, with 27 abstentions.

11. It was pointed out to the Committee by the representative of the United Nations that the Working Party had agreed that any changes of substance which might be made in the clauses adopted by the Inland Transport Committee of the I.L.O. should be referred back to the Governing Body of the I.L.O. before the clauses were finally adopted.

12. After discussion, the Committee on Industrial Committees came to the conclusion that in these circumstances it could neither recommend that the clauses adopted by the Inland Transport Committee of the I.L.O. should be inserted in the proposed Standard Set of Rules without change nor propose specific modifications.

13. The Committee on Industrial Committees accordingly recommends the Governing Body to authorise the Director-General to continue the discussions with the competent bodies of the United Nations with a view to securing the greatest possible measure of agreement on a text, having regard to the clauses adopted by the Inland Transport Committee of the I.L.O., the observations of governments thereon, the statement made to the Committee on the part of the International Confederation of Free Trade Unions and the observations made by the Employers' members of the Committee.

It was understood that any changes of substance made by the Working Party at its meeting in Paris would be brought to the attention of the Governing Body.

III. Fourth Session of the Textiles Committee

14. The Committee on Industrial Committees considered a note on the proceedings of the Fourth Session of the Textiles Committee (Geneva, 2-13 February 1953)\(^2\).

15. The Committee recommends that the Director-General be authorised to communicate the reports, resolutions and memoranda adopted at the Fourth Session of the Textiles Committee to governments, inviting them to communicate these documents to the employers' and workers' organisations concerned.

16. In resolution (No. 32)\(^3\) concerning international trade and social standards in the textile industry, the Textiles Committee requested the Governing Body to instruct the Director-General to take all possible steps in consultation with the international organisations concerned, with a view to preventing competition in international trade in textiles from nullifying in part the benefits of international trade by lowering social standards, and to bring to the attention of all organisations concerned with such trade the need for safeguarding basic social standards; (2) to urge all governments, acting individually or collectively, to take whatever action may be feasible and appropriate, other than action tending to restrict international trade, to prevent the worsening of conditions of employment and a lowering of standards of living of textile workers through competition in international trade in textiles. The United States Government representative pointed out that the first paragraph of this resolution, if compared with the second paragraph, might be interpreted by some as seeking to bring about restrictions on trade and he suggested that it be made clear to governments that this was not the intention of the resolution.

--- 78 ---


\(^2\) For the conclusions and reports adopted by this session see I.L.O.: Official Bulletin, Vol. XXXVI, No. 1, 1 June 1953, pp. 3 ff.

17. The Committee on Industrial Committees accordingly recommends that the Director-General be authorised to draw the attention of the governments and of the international organisations concerned to the recommendations contained in this resolution and in so doing to point out that the intention of the words "preventing competition in international trade in textiles from nullifying in part the benefits of international trade" was to suggest that the benefits of international trade should not be nullified by attempts to meet competition through the lowering of social standards.

18. In resolution (No. 34) the Textiles Committee invited the Governing Body to recognise Spanish as one of the official languages of the Textiles Committee in accordance with article 10 of the Standing Orders for Industrial Committees and considered that any decision which determined the official languages for any of the Industrial Committees noted that the Governing Body had not yet determined the official languages for any of the Industrial Committees and considered that any decision which might be taken regarding the official languages to be used by the Textiles Committee should have regard to the situation which might arise in the case of other Industrial Committees.

19. The Committee on Industrial Committees therefore recommends that the Director-General be instructed to submit a document to the Committee on Industrial Committees setting out the considerations arising from this resolution.

20. In accordance with the suggestions made by the Textiles Committee in the report of the Working Party on the effect given to the conclusions adopted at previous sessions of the Textiles Committee, the Committee on Industrial Committees recommends the Governing Body—

(a) to authorise the Director-General to draw the attention of governments to the suggestions made in paragraphs 15-17 of the report of the above-mentioned Working Party in regard to the procedure for following up the conclusions of the Textiles Committee;

(b) to authorise the Director-General to invite governments to provide information in regard to the matters dealt with in the conclusions listed in Group IV in the Appendix to the said report when they forward information to him in connection with the Fifth Session of the Committee.

21. The Textiles Committee suggested several subjects for consideration by the Governing Body when it should come to consider the agenda for the Fifth Session of the Committee. The Committee on Industrial Committees has taken note of these suggestions and it proposes to consider them at a later session.

IV. Requests for the Establishment of New Industrial Committees

22. At previous sessions the Committee on Industrial Committees had before it a number of requests for the establishment of new Industrial Committees. At its session held in connection with the 120th Session of the Governing Body, the Committee on Industrial Committees decided that it would give further consideration to these requests when it had received the report of the Subcommittee of the Committee on Industrial Committees which undertook a general review of the work of the Industrial Committees that had been examined by the Governing Body.

23. The Committee on Industrial Committees has now been informed that two further requests have been received—one from the International Shoe and Leather Workers' Federation, for the establishment of an Industrial Committee for the shoe and leather industry and one from the International Garment Workers' Federation, for the establishment of an Industrial Committee for the clothing industry.

24. The Committee on Industrial Committees proposed to consider these requests at the same time as the earlier requests referred to above.

V. Requests for Membership of the Industrial Committees and of the Advisory Committee on Salaried Employees and Professional Workers

25. As mentioned in the report of the Committee on Industrial Committees to the 120th Session of the Governing Body, a number of requests have been received from governments wishing to be represented on various Industrial Committees and on the Advisory Committee on Salaried Employees and Professional Workers. In that report the Committee on Industrial Committees recommended, and the Governing Body agreed, that Chile and Japan be invited to be represented at the next session of the Textiles Committee but that all the other requests for membership of the above-mentioned Committee be examined together with the existing membership if the Governing Body accepts the proposals of the Subcommittee of the Committee on Industrial Committees regarding the reconstitution of these Committees.

26. The Committee on Industrial Committees has taken note of three further requests: one for the admission of the Federal Republic of Germany to the Petroleum Committee, one for membership of the Petroleum Committee and one from the Republic of Austria for admission to the Advisory Committee on Salaried Employees and Professional Workers.

27. The Committee on Industrial Committees recommends that the requests from the Federal Republic of Germany, the Republic of Italy and the Republic of Austria be examined together with the requests already received from other governments and with the existing membership if the Governing Body accepts the proposals of the Subcommittee of the Committee on Industrial Committees regarding the reconstitution of the Industrial Committees and of the Committee on Salaried Employees and Professional Workers.

VI. Programme of Meetings

Agenda of the Fifth Session of the Metal Trades Committee

28. The Committee on Industrial Committees considered proposals for the agenda of the Fifth Session of the Metal Trades Committee. The items suggested for the agenda—apart from the item concerning the General Report—were (a) the regularisation of production and employment at a high level in the metal trades, and (b) practical methods of labour-management co-operation in metal-working plants. After discussion the Committee on Industrial Committees agreed to recommend that these items be adopted. In the discussion it was brought out that the question of the regularisation of production was a matter for consideration in connection with the effects of production upon employment and that the examination of labour-management co-operation would be concerned with the problems that arise at the level of the undertaking.

29. The Committee on Industrial Committees recommends that the agenda for the Fifth Session of the Metal Trades Committee should be as follows:

I. General Report, dealing particularly with—

(a) action taken in the various countries in the light of the conclusions of the previous sessions of the Committee;

(b) steps taken by the Office to follow up the studies and inquiries proposed by the Committee;

(c) recent events and developments in the metal trades.

1 See Minutes of the 120th Session of the Governing Body, Eighth Sitting, p. 66, and Appendix X, p. 98, paragraphs 42-48.
II. Regularisation of production and employment at a high level in the metal trades.

III. Practical methods of labour-management co-operation in metal-working plants.

VII. Other Questions

Communication from the Miners' International Federation regarding the Proposed Tripartite Conference concerning the Co-ordination of Social Security Schemes for Miners in Europe.

30. On the occasion of the 120th Session of the Governing Body, the Committee on Industrial Committees had before it a note concerning a request which had been made by the Miners' International Federation for the holding of a Tripartite Conference on the Co-ordination of Social Security Schemes for Miners in Europe. After having noted that several governments had supported the proposal to convene such a Conference but that others, including the Governments of Belgium, France, Poland and the United Kingdom, were not in favour of this, the Committee decided to defer consideration of this subject until a later session.¹

31. The Committee on Industrial Committees took note of a letter addressed to the Director-General by the Miners' International Federation asking what action had been taken concerning its previous request. The Committee recognised that an attempt to solve the problem of the co-ordination of social security provisions for miners in Europe through the convening of a tripartite conference of the kind suggested by the Federation might raise numerous difficulties. It considers, however, that the possibility of solving the problem in a satisfactory manner might be explored. The Committee was informed that a request for assistance had been received by the Director-General from the High Authority of the European Coal and Steel Community, from which it would appear that the High Authority is studying the question of social security for mineworkers in the six member States.

32. The Committee on Industrial Committees therefore recommends that the Director-General be invited, in the course of his consultations with the High Authority of the European Coal and Steel Community, to discuss appropriate means for dealing with social security problems arising for migrant miners in Europe.

J. Fafchamps, Chairman.

¹ See Minutes of the 120th Session of the Governing Body, Appendix X, p. 100, paragraphs 68-70.
APPENDIX XI

Eleventh Item on the Agenda: Report of the Committee on Standing Orders and the Application of Conventions and Recommendations

I. The Committee on Standing Orders and the Application of Conventions and Recommendations met at the International Labour Office on 29 November 1952 under the chairmanship of Mr. Ago (Government member, Italy) who also acted as Reporter of the Committee to the Governing Body.

2. The agenda of the Committee consisted of the following items:

APPLICATION OF CONVENTIONS AND RECOMMENDATIONS

I. Periodical reports on the working of Conventions—
   (a) Marking of Weight (Packages Transported by Vessels) Convention, 1929 (No. 27);
   (b) Protection against Accidents (Dockers) Convention, 1929 (No. 28), and Protection against Accidents (Dockers) Convention (Revised), 1932 (No. 32).

II. Desirability of revising the Wages, Hours of Work and Manning (Sea) Convention (Revised), 1949 (No. 93).

III. Application of the Hours of Work (Industry) Convention, 1919 (No. 1) to transport workers, especially in countries of Africa and Asia.

IV. Question of the ratification of Conventions (Nos. 33 and 60) on Minimum Age (Non-Industrial Employment).

V. Question of the right of new States Members to make use of exceptions authorised by certain Conventions for certain States Members.

VI. Other questions.

STANDING ORDERS

VII. Composition of the Joint Maritime Commission.

VIII. Desirability of including in the Standing Orders of the Conference a provision laying down if necessary a procedure permitting the submission of a motion for the reconsideration of a vote.

IX. Insertion, in the Standing Orders of Industrial Committees, of a provision concerning the representation of international non-governmental organisations.

X. Revision of the rules concerning the powers, functions and procedure of regional conferences.

XI. Procedure for the examination of complaints (articles 26 to 34 of the Constitution).

3. The Committee examined items I, III, IV, VII, VIII, IX, X and XI of its agenda. Its recommendations on these various questions will be found in the following paragraphs.

4. It postponed the consideration of items II and V until its next session.

APPLICATION OF CONVENTIONS AND RECOMMENDATIONS

I. Periodical Reports on the Working of Conventions

(a) Marking of Weight (Packages Transported by Vessels) Convention, 1929 (No. 27).

5. The Committee noted that no government had submitted any specific request for a revision of the Convention. It therefore recommends the Governing Body to take the view, under article II of its Standing Orders, that it is not desirable to place the revision in whole or in part of Convention No. 27: Marking of Weight (Packages Transported by Vessels), 1929, on the agenda of the Conference. Under the same article of the Standing Orders, the Director-General will communicate to the next session of the Conference the Periodical Report on the working of this Convention taking into account the suggestions to modify or supplement the text of the draft report made by certain governments.

6. The Committee also noted that a certain number of States as well as the employers' organisations in two countries had made some observations concerning practical difficulties in the application of the Convention. It adjourned consideration of the most convenient manner of examining these difficulties.

(b) Protection against Accidents (Dockers) Convention, 1929 (No. 28), and Protection against Accidents (Dockers) Convention (Revised), 1932 (No. 32).

7. The Committee noted that the Governing Body had had before it at its 120th Session a law and practice report on these Conventions for the purpose of enabling it to decide if the question of revising the 1932 Convention (No. 32) should be placed on the agenda of the 37th Session of the International Labour Conference (1954). The Committee was informed that the Governing Body had decided that it was premature to reach a decision on the inclusion of this particular item until its Committee on Standing Orders and the Application of Conventions and Recommendations had had an opportunity to consider the draft Ten-Yearly Report on the working of the Conventions in the light of the suggestions received from governments and of the preliminary discussion which had taken place in the Governing Body. The Committee decided, therefore, to request the Director-General to submit to it at its next meeting a revised draft of the Ten-Yearly Report and further proposals on the question, taking into account the various factors referred to above.

II. Desirability of Revising the Wages, Hours of Work and Manning (Sea) Convention (Revised), 1949 (No. 93)

8. Following a decision taken by the Governing Body at its 119th Session (Geneva, May-June 1952), the Director-General had sent a letter to governments requesting information on any obstacles encountered in the ratification of this Convention and suggestions on the manner in which its ratification could be facilitated. The Committee noted that no replies had as yet been received from some important maritime countries whose

1 See Minutes of the 120th Session of the Governing Body, Appendix II, Annex A, p. 72.
opinions on the question it would be desirable to have before taking a decision on the revision of the above Convention. It decided, therefore, to await the receipt of further replies from governments before attempting to make a recommendation to the Governing Body concerning the advisability or otherwise of revision and the scope of any revision which might be contemplated, and to give consideration to this matter again at its next session.

III. Application of the Hours of Work (Industry) Convention, 1919 (No. 1) to Transport Workers, Especially in Countries of Africa and Asia

9. It will be recalled that this matter arose from a request by the International Transportworkers’ Federation that the Office should conduct an inquiry into the practical application to transport workers of the above Convention, with special reference to Asia and Africa. The Committee was informed that the Office has begun to collect information for a study on inland transport in Asia and Africa covering not only hours of work but also conditions of work in general. This study, which is being related to the relevant international labour Conventions and Recommendations, will thus comply with the request put forward by the International Transportworkers’ Federation and will render it possible to compare the question of the application of Conventions on hours of work from a much broader point of view.

10. In these circumstances, the Committee agreed that no further action was required at this stage in connection with this item on its agenda, pending the completion of the more general report which the Governing Body has requested the Director-General to submit to it on conditions of work in inland transport in Asia and in Africa in relation to the relevant international labour Conventions and Recommendations, will thus comply with the request put forward by the International Transportworkers’ Federation and will render it possible to compare the question of the application of Conventions on hours of work from a much broader point of view.

11. In accordance with the decision taken by the Governing Body at its 119th Session, the Committee had before it the Resolution No. 25 adopted by the Advisory Committee on Salaried Employees and Professional Workers at its Second Session which invited the Governing Body “to ensure that an inquiry into the non-industrial employments, as requested by the Advisory Committee at its First Session, is carried out at the earliest possible time, if necessary within the framework of a general study relating to all Conventions and Recommendations concerning non-industrial employment”. The Committee noted that the original Convention (No. 33) had ceased to be applicable to light work outside school hours under the normal minimum age on 30 December 1950. It also noted that a preliminary survey of the reasons which might account for the relatively limited number of ratifications received by both Conventions appeared to indicate that the restrictive character of the detailed provisions contained in the Conventions (Nos. 33 and 60) as regards the employment of young persons under the minimum age on light work outside school hours might have been one of the principal difficulties in the way of a wider application of this text and that a certain measure of relaxation of these restrictive provisions and their subsequent application by stages might result in an appreciably wider application of the main provisions of the Convention.

12. Since, however, no comprehensive conclusions can be reached in the absence of precise information on the relevant legislation and practice in the various States Members as well as on the practical difficulties encountered and since this information could be requested within the framework of article 19 of the Constitution, which provides for reports on unratiﬁed Conventions, the Committee decided to examine at its next meeting the advisability of including the Minimum Age (Non-Industrial Employment) Convention (Revised), 1937 (No. 60), among the Conventions and Recommendations on which governments might be requested to supply reports in 1954.

V. Question of the Right of New States Members to Make Use of Exceptions Authorised by Certain Conventions for Certain States Members

13. The Committee noted that this item on its agenda, which had been referred to it in accordance with a decision taken by the Governing Body at its 119th Session, had arisen in connection with the application by Ceylon of the Night Work of Young Persons (Industry) Convention, 1919 (No. 6). The Committee was informed that the Director-General had entered into consultation with the Government of Ceylon with a view to securing the fullest and most up-to-date particulars concerning this question; as this consultation had not yet been completed, the Committee decided to postpone consideration of this item till its next meeting.

Standing Orders

VII. Composition of the Joint Maritime Commission

14. At its 119th Session the Governing Body referred to the Committee on Standing Orders and the Application of Conventions and Recommendations a request made by the Joint Maritime Commission for an increase in the number of its regular members. The Committee noted that the Governing Body had postponed the question at its 120th Session in order to examine further the financial implications of such a modification and the reasons for the request made by the Joint Maritime Commission. The Committee agreed that if the Governing Body made a favourable decision on the matter, then appropriate modifications would be the replacement of the numbers “twenty-four” and “twelve” figuring in paragraph 1 of article 1 of the Standing Orders of the Joint Maritime Commission by the numbers “thirty” and “fifteen”.

15. At its 119th Session the Governing Body also requested the Committee on Standing Orders and the Application of Conventions and Recommendations to examine the question of the establishment in place in the Standing Orders of the Joint Maritime Commission of a new article concerning termination of membership which had been submitted for the consideration of the Governing Body by the Joint Maritime Commission. The Committee recommends the Governing Body to insert the proposed new article, which runs as follows:

ARTICLE 8 (a)

Term of Membership

(a) ceases in the opinion of his group to be actively connected with the shipping industry or with a bona fide trade union of seafarers, or
VIII. Desirability of Including in the Standing Orders of the Conference a Provision Laying Down, if Necessary, a Procedure Permitting the Submission of a Motion for the Reconsideration of a Vote

16. The Committee examined this question which had already been discussed at a number of earlier sessions. It found that there was still a division of opinion within the Committee as to the desirability of permitting, as an experiment, the submission of motions for the reconsideration of a vote. Since, without a more recognisably tripartite character in the matter, Conference Committees have in certain cases reconsidered votes in order to conduct their work successfully and to submit to the Conference proposals calculated to be generally acceptable, the Employers’ members pointed out that it was possible for votes to be reconsidered on a de facto basis without a more recognisably tripartite character in the matter. The experiment considered tripartite, the Committee considered that the experiment might not be successful as long as it lacked the support of any one of the three groups. In the absence of general support, the Committee decided to remove this question from the agenda on the understanding that it could be raised again at any moment if the occasion arose.

IX. Insertion in the Standing Orders of Industrial Committees of a Provision concerning the Representation of International Non-Governmental Organisations

17. At its 119th Session the Governing Body decided to give effect to a recommendation of its Committee on Industrial Committees to the effect that it should include in the Standing Orders of Industrial Committees an article regularising the position of international non-governmental organisations, and that it should forward the text of such an article to the Committee on Standing Orders and the Application of Conventions and Recommendations for examination. The Committee accordingly recommends to the Governing Body that the article should be inserted between the present articles 9 and 10 of the Standing Orders of Industrial Committees, and that it should run as follows:

Article 9 (a)

Representatives of non-governmental and international organisations with which the International Labour Organisation has established consultative relationships and with which tripartite arrangements for such representation have been made, and representatives of other non-governmental international organisations which have been invited to be represented shall be allowed to sit and speak at the Conference, but not entitled to vote, or to enter into nominations, nomination, or resignation of a regular or deputy member belonging to the shipowners’ or seafarers’ group, full freedom, as to the manner of replacing him shall be left to the group concerned.

X. Revision of the Rules concerning the Powers, Functions and Procedure of Regional Conferences

19. At its 119th Session (Geneva, May-June 1952) the Governing Body decided to refer to the Committee on Standing Orders and the Application of Conventions and Recommendations for examination and report the question of a general review of the Rules for Regional Conferences, with special reference to the question of the rights and obligations of governments in respect of the appointment of delegates, procedure for the examination of credentials, resolutions not related to an item on the agenda, and the functions of the representatives of the Governing Body.

Rights and Obligations of Governments in Respect of the Appointment of Delegates and Advisers

20. Two series of questions were raised in this connection, one concerning tripartite representation, and one concerning incomplete delegations.

(a) Tripartite Representation.

21. The Committee recognised that the satisfactory functioning of regional conferences depends on the representation of all States and territories of the region concerned on a tripartite basis and the maintenance of equality between the employers’ and workers’ representatives; it considered, moreover, that it was desirable that each delegate should be accompanied by a sufficient number of advisers to deal with the various items on the agenda.

The Petropolis Conference took note of the following passage contained in the report of its Credentials Committee:

(Translation)

The Credentials Committee, having observed that there are several incomplete delegations present at the Conference, earnestly requests the governments concerned not to spare any efforts in future to ensure the tripartite character of their delegations which constitutes the basic characteristic of the structure of International Labour Conferences.

At the 119th Session of the Governing Body it was agreed that the Director-General should insert in letters of convocation to future Regional Conferences of American States Members of the Organisation an appropriate reference to the report of the Credentials Committee of the Petropolis Conference, in addition to the usual passage reminding governments that under article I of the Rules concerning Regional Conferences the delegations of States or territories invited to be represented should consist of two Government delegates and one Employers’ delegate and one Workers’ delegate.

The Committee on Standing Orders recommends to the Governing Body that the Director-General draw attention to the same point in the letters of convocation for regional conferences in other parts of the world.

22. Moreover, the Committee recommends to the Governing Body that the Director-General also draw attention in the letters of convocation for future regional conferences to the importance of maintaining equality between the employers’ and workers’ representatives and to the desirability that each delegate should be accompanied by a sufficient number of advisers to deal with the various items on the agenda.

(b) Incomplete Delegations.

23. The Committee suggests that the Governing Body should recommend the Conference to insert in article 15 of the Rules concerning Regional Conferences (which deals with voting), between the present paragraphs 1 and 2, a provision analogous to that of paragraph 2 of article 4 of the Constitution of the Organisation. The proposed provision would run as follows:

If one of the States or territories represented fails to nominate one of the non-Government delegates whom it is entitled to nominate, the other non-Government delegate shall be allowed to sit and speak at the Conference, but not to vote.
Procedure for the Examination of Credentials.

24. The present provisions relating to the examination of credentials at regional conferences (article 10, paragraph 6, of the Rules concerning Regional Conferences) are based on the following principles approved by the Governing Body on 19 March 1948:

(a) that it is for the Governing Body alone to determine which governments shall be invited to nominate representatives to regional conferences;

(b) that Employers’ and Workers’ representatives shall be appointed in accordance with the principles applicable to the appointment of delegates and advisers at the International Labour Conference;

(c) that there should be a thorough examination at each regional conference of any objection to the manner in which Employers’ or Workers’ delegates or advisers have been appointed; and

(d) that any apparent irregularity in the method of appointment of an Employers’ or Workers’ delegate or adviser should be reported to the Governing Body for consideration.

The Committee found that questions of a highly political character were frequently encountered in the examination of credentials, that the value of regional conferences for the discussion of social problems on a non-political basis might be impaired by the consideration of such questions, and that the position of the Organisation might be prejudiced if the simultaneous discussion of such questions in various bodies were to result in decisions which were not consistent with each other. For these reasons, the Governing Body had considered it preferable that responsibility in the matter of credentials should be centralised in the Governing Body and in the General Conference, and that, accordingly, any irregularity in the appointment of a delegate to a regional conference should be reported to the Governing Body instead of being finally determined by the regional conference itself. In view of these considerations, the General Conference, and the Application of Conventions and Recommendations unanimously considered it preferable not to make any modifications in the provisions relating to the examination of credentials at the present time.

Resolutions relating to Matters Not Included in an Item on the Agenda.

25. Article 13 of the Rules concerning the Powers, Functions and Procedures of Regional Conferences provides as follows:

1. No resolution relating to a matter not included in an item on the agenda of the Conference shall be moved at any sitting of a regional conference unless a copy of the resolution has been deposited with the secretariat of the Conference at least seven days before the opening of the Conference.

2. The President of the Conference may, with the approval of the three Vice-Presidents, permit a resolution relating to an item not on the agenda of the Conference to be moved although it has not been deposited as required by paragraph 1, if it relates either to urgent matters or to matters of an entirely formal nature.

3. All resolutions relating to matters not included in an item on the agenda shall be referred in the first instance for report to either the Selection Committee or a Resolutions Committee appointed by the Conference. No such resolution shall be discussed at any sitting of the Conference until twenty-four hours have elapsed since the circulation of the Conference to the report of the Selection Committee or Resolutions Committee thereon.

At the 119th Session of the Governing Body, Mr. Shaw (Employers’ member, United States) drew attention in connection with that provision to the fact that no resolutions unrelated to the items on the agenda of the Petroleum Conference had been submitted within the seven days’ time limit laid down by paragraph 1 of article 13. Mr. Shaw stated that, as an exceptional measure and without creating any precedent, it had been decided not to regard the Report of the Director-General as an item on the agenda for the purpose of submitting such resolutions. He thought that, so far as the future was concerned, it would be sufficient, without any action being taken, that it should be clearly understood that the Director-General’s Report was submitted to the Conference for information and for consideration and not as a basis for resolutions, which should be governed by the provisions of article 13 of the Rules.

The Committee recognised that there were a number of conflicting considerations which it was desirable to take into account in dealing with this matter. On the one hand, it would be entirely contrary to the traditions and methods of work of the I.L.O. that regional conferences should be called upon to take hasty and unpremeditated decisions on resolutions of a substantive character submitted at short notice without allowing time for thorough consideration. On the other hand, it was an essential part of the function of regional conferences to serve as a means of expressing regional sentiment and focusing the attention and interest of the I.L.O. upon regional needs and aspirations. The Committee noted, however, that the existing rules made possible the moving of resolutions on items not included in the agenda, with the consent of the officers of the regional conference, providing that such resolutions relate to urgent matters or matters of an entirely formal nature. The Committee therefore did not wish to ask the officers to give consent for the consideration of resolutions requesting further exploration of matters by the I.L.O. in pursuance of these provisions. With this reservation, and on the understanding that letters of convocation to the conference would henceforward indicate the rules applicable, the Committee considered that it would be preferable that the Report of the Director-General should not be regarded as a separate item on the agenda, on which resolutions relating to matters not included in an item on the agenda could be moved.

In the Committee’s view no modification of the Regional Conferences Rules was necessary at this stage to satisfy the position further. Such a modification of the Rules could be considered if any further difficulty occurred in future. Meanwhile it would suffice for the Director-General to draw attention in the letters of convocation of regional conferences to the rules applicable and to the fact that his Report was not to be regarded as an item on the agenda for the purpose of the submission of resolutions.

26. The Committee also examined the question whether it was desirable that the reports prepared by the Office of regional conferences should be presented to the Conference as positive information as a basis for the discussion of items on the agenda. The Committee requested the Director-General to submit to it at its next session a paper on this subject, taking into account the different views expressed during the discussion.

Functions of the Representatives of the Governing Body.

27. Paragraph 1 of article 1 of the Rules concerning Regional Conferences provides that each regional conference shall be composed of a tripartite delegation of the participating States, and of “the members of the special delegation of the Conference of the members of the Special Committee of the International Labour Office”. Thus the members of the delegation of the Governing Body form part of regional conferences in the same manner as other delegates, and it is self-evident that they have the same rights.

In the course of the discussions which took place at the 119th Session of the Governing Body, certain Employers’ members asked that the Committee on Standing Orders and the Application of Conventions and Recommendations should also pay attention to laying down a better definition of the functions of the representatives of the Governing Body. The Committee accordingly proceeded to a detailed examination of the question.

The members of the Committee were agreed that it was the essential function of members of Governing Body delegations to regional conferences to represent the
interests of the International Labour Organisation as a whole at such meetings. While naturally working in the closest co-operation with their respective groups, it was desirable that they should also keep in close touch with each other with a view to expressing a common view whenever possible, notably in cases in which the Governing Body had already adopted a definite position on the question under discussion. The Government members of the Committee emphasised that the Government members of delegations of the Governing Body to regional conferences were not to be regarded as representing the governments of their own countries. Some members of the Committee emphasised that the representatives of the Governing Body should primarily advise the members of regional conferences on matters of procedure, give them the benefit of their experience, and endeavour to conciliate differing points of view, in order to facilitate the functioning of these meetings. It was agreed that the matter could best be pursued by further discussion in each group of the policy to be followed in future.

The Committee noted that the Director-General would fully maintain the traditional procedure of preliminary consultations by himself or his representatives in charge of regional meetings with the representatives of the Governing Body at such meetings.

XI. Procedure for the Examination of Complaints
(Articles 26 to 34 of the Constitution)

28. The Committee on Standing Orders and the Application of Conventions and Recommendations envisaged the possibility of removing this question from its agenda, but decided to postpone any decision to that effect until the next session of the Governing Body, in order to enable its members to have advance consultation with their respective groups.

R. Ago, Chairman and Reporter.
APPENDIX XII

Twelfth Item on the Agenda: Report of the Technical Assistance Committee

1. The Technical Assistance Committee met at Geneva on 28 February 1953, under the chairmanship of Mr. Quraishi (Pakistan).

General Progress Report on I.L.O. Technical Assistance Activities

2. The Committee had before it a general progress report including a table of projects completed during 1952, in operation as at 31 January 1953, or scheduled for implementation in 1953; a statement by the representative of the I.L.O. at the Technical Assistance Board regarding the 1953 programme; and a statement made by the Executive Chairman of T.A.B. on 16 December 1952; also the resolution (621 (VII)) adopted on 21 December 1952 by the Seventh Regular Session of the General Assembly.

3. The Committee noted that the I.L.O.'s Technical Assistance Programme had developed significantly during 1952. Expenditure in the first financial period had amounted to $336,315 compared to $1,875,561 in 1952. Estimated expenditure for 1953 was $2,539,000 and for 1954, $4,546,400. It was emphasised that the Director-General had established a policy whereby agreements with beneficiary governments were entered into only where it could be assumed that projects could be implemented within a reasonable time. Representatives of each of the three groups on the Committee expressed their gratification at the progress made.

4. It was suggested that the present system of allocation of funds involving the establishment of a Retained Contributions Account was calculated to lead to confusion and to promote an undesirable spirit of competition between the various agencies. The view was also expressed that the principle should be avoided of allocating funds to agencies in proportion to the amount of the obligations of such agencies. It was further suggested that it would be preferable for all available funds to be allocated directly to the agencies rather than for a proportion of such funds to be retained for supplemental allocation.

5. The question was raised whether the Technical Assistance Board was the competent body to review and approve the programmes and projects of individual agencies. It was suggested that it should be left to each agency to assess the value of projects falling within its competence and that possibly this might be achieved through a board created by each agency at its headquarters and at which the Executive Chairman of the Technical Assistance Board or his nominee would be invited to participate. It was pointed out that under this procedure it would still be possible for the Technical Assistance Board to co-ordinate matters of broad principle and policy.

6. Reference was made to the need for assessing results, which had been discussed at the two previous sessions, and it was emphasised that now that quantity had been achieved, it was important to improve the quality of technical assistance. It was suggested that it would be valuable to have information directly from governments with regard to results achieved and that the Director-General might look into the possibility of establishing some procedure in this respect. The Committee noted that measures were now in effect to ascertain whether experts were achieving the best possible results in the circumstances. First, it was the responsibility of the field offices to follow up the work done by experts, at which, in effect, as inspectors, and, secondly, it working the responsibility of the Headquarters Advisory Planning Board to assess results. Useful comments were also received from the Resident Technical Assistance Representatives.

7. The importance of adequately briefing experts was emphasised, and particular attention was drawn to the need for sending not merely good technicians but those who were psychologically suited to work in underdeveloped countries. The Committee noted that the Planning Board had devoted considerable thought to the improvement of briefing procedures, both generally and technically, and it was considered that such procedures had been very substantially improved. Only experience could show how further improvement could be effected.

8. Attention was drawn to the statement made in the document under discussion that experts having five-year contracts would receive the same conditions of employment as permanent officials of the I.L.O. It was not clear how, for instance, the pension fund could be extended to include personnel working on this programme. It was noted, however, that, in fact, no expert working with the I.L.O. Technical Assistance Programme had a contract of more than two years' duration.

9. Workers' members emphasised the need for experts to maintain contact with workers' organisations in the countries to which they were assigned. The Committee noted that arrangements had been made for all experts to be briefed by both the Employers' and Workers' Relations Services and to be fully informed of the organisations in the countries to which they were going. The Committee's attention was drawn to the fact that experts are assigned to assist governments and it was suggested that members might urge their governments to see that appropriate relations are established between experts and workers' and employers' organisations.

10. Employers' members drew attention to the reorganisation of operational departments which had been carried out, and questioned whether, in future, it might not be advisable to build the organisational structure on an operational rather than a functional basis. The Committee noted that under present arrangements there was a Chief of Operations, who reported directly to the Assistant Director-General responsible for operations, and that reporting to him were the Technical Assistance Division, which is essentially concerned with relations with the T.A.B., budgeting and programming, and co-ordination within the Office, and the Field Services Division, which is concerned with operations in the field and forms, in effect, a bridge between the field and headquarters divisions in Geneva.

II. The Committee noted that in future an effort would be made to distribute documents in time for more detailed examination before the meeting. Some members of the Committee considered that additional information should be provided in these documents—e.g. on the difficulties encountered and the means adopted to overcome them. On behalf of the Director-General it was...
explained that the main difficulties encountered in the implementation of the Technical Assistance Programme were: (a) to ensure that a project was planned on a sound basis, and (b) to recruit experts who had the requisite qualifications. Every effort was made to solve the first problem by preliminary correspondence and consultation with governments and, if necessary, by initial surveys. Adequate liaison machinery between Resident Technical Assistance Representatives, the field offices and Geneva were also essential factors to sound planning. The Committee noted, however, that the success of any project depended largely on the extent to which a beneficiary government knew what precise type of assistance it needed, and how this was going to fit into its development programme. Concerning the second problem, experts were brought to Geneva for personal interviews whenever possible, before their appointments were confirmed. The Committee was asked to note that governments could, and often did, greatly assist in the recruitment of suitable experts by supplying names and details of their own nationals who were qualified, and might be available, for technical assistance missions.

12. The opinion was expressed that it should be possible to blueprint certain types of projects for use in countries where similar circumstances and conditions prevail, thus minimising expense by obviating the necessity for a number of separate missions. The Committee noted that, in fact, conditions vary so much in different countries that this kind of blueprinting was not considered practicable. On the other hand, the monthly progress reports and final reports of experts working on similar projects were utilised in the planning of related missions.

13. A question was raised concerning the non-fulfilment of pledges made by beneficiary governments. The Committee noted that the Office was not in a position, at the present time, to know the views of the Executive Chairman of the T.A.B. on this matter, and attention was drawn to the fact that experience was limited, since only two financial periods had been completed.

14. The Committee noted that the above-mentioned projects were only those which were expected to be in operation at the end of 1953; i.e. the list did not cover requests for which agreements were not yet signed. Outstanding costs for which agreements were concluded involved a potential expenditure of substantial proportions which might be estimated at some 4 million dollars.

15. Questions were raised concerning the co-ordination of the Technical Assistance Programme with the programmes of other organisations, including Point IV and the Colombo Plan. The Committee noted that for purposes of co-ordination the Resident Technical Assistance Representatives were in constant consultation with both the representatives of the other programmes and with beneficiary governments. A high degree of co-ordination also existed between the various specialised agencies participating in the Expanded Programme, as was evident from the number of joint projects. In addition, individual briefing of experts was carried out by each agency having an interest in a project.

Report on Financial Questions

16. During discussion of the report submitted to the Committee, members inquired whether "Reserved Funds" were to be disposed of at future meetings of T.A.B. on the basis of projects submitted to it. The Committee noted that T.A.B., confronted with considerable financial stringency, decided at its December 1952 meeting to discontinue, on the basis of proposals for 1953, including the carry-over from 1952. Funds shown as "Earmarked" and "Reserved" included amounts carried over, and the essential reason for inserting these two columns was to permit agencies to draw on the amounts "Earmarked" prior to March 1953, when the entire programme would again be reviewed. Members also asked what justification existed for debiting any portion of expenditure to the general budget. In reply it was pointed out that the field offices, for example, did not understand in future undertake work not directly connected with the Technical Assistance Programme. Their terms of reference included supplying the Office with information on economic and social conditions for uses which were not confined to the operational programme; they also dealt with the regular fellowship programme, for example, and carried out work in connection with regional conferences, etc. Moreover, agencies had been entrusted with the task of implementing the Expanded Programme partly because of the facilities already at their disposition, such as the field offices.

17. It was indicated that the figures shown in the general progress report on I.L.O. technical assistance activities suggested that the ceiling figure of available funds under the Expanded Programme had been reached. It was pointed out that the indirect operational and administrative costs shown in the report on financial questions were estimates which had been made on the basis of the amounts allocated to the I.L.O. for these purposes. It was further pointed out that if the field offices this year additional costs would accrue. The Committee noted that it was hoped that some saving could be effected in these costs; if so, the funds released would be employed in the implementation of projects.

18. Reference was made to the difference between "indirect operational costs" and "administrative costs". It was noted that the former cover personnel working on projects but not specifically assigned to any one project, whilst the latter cover personnel engaged on administrative work in regard to the programme as a whole, such as finance, recruitment of experts, etc.

19. The Committee noted that approximately $3 million would be necessary to complete in 1953 projects commenced in 1952, assuming that these were not in any way reduced.

20. Figures were provided on the sums which the Office expected to spend on specific types of assistance in 1953, as follows: $1,439,000 on vocational training; $447,000 on co-operation and handicrafts; $205,000 on social security; $180,000 on manpower surveys and employment service; $108,000 on labour inspection, safety and health; $96,000 on productivity and wage surveys, etc.; $53,000 on labour statistics; and another $272,000 on miscellaneous projects.

21. The Committee was requested by the Director-General to take cognisance of the very serious financial position of the Expanded Programme of Technical Assistance. There was considerable apprehension as to whether governments would make available the money necessary to carry on the programme on a more extensive scale, or even on its present basis. This raised serious questions of general policy and planning because, although recognising the importance of the operational programme was recognised it would not be possible progressively to expand the Office's programme without assurance that funds would be available. To do so would be to risk grave damage to the position of the I.L.O. in labour and social affairs. It had been necessary, therefore, to retain a balance until the position was further clarified. A more definitive statement will be made at the next meeting of the Committee.

22. The Director-General reiterated his view that he preferred to have a small number of important projects, which clearly contributed to economic and social progress, rather than a large number of projects, the value of which was likely to disappear into a vacuum upon completion.

23. The Committee's attention was invited by the Director-General to the fact that governments did not appear to be fully informed on the operational activities
of the Office, and this did not assist the reputation of the I.L.O. in relation to its position in the field. In other words, the Organisation was not receiving credit for the effort it was making, and without that credit it might not be able to obtain the authority to expand its programme. Some government departments seemed entirely unaware of what the I.L.O. was doing in their countries, and the Committee was requested to urge the Governing Body, when it met to consider the report of the Committee, to instruct representatives to endeavour to rectify this position.

24. The Committee noted that the Director-General was considering the convening of a meeting between representatives of the I.L.O. and of other organisations, such as the Colombo Plan, to discuss labour and social problems in an endeavour to obviate duplication of effort, if it was found to exist, and better to marshal available resources.

A. QURAISHI, Chairman.
Thirteenth Item on the Agenda: Report of the International Organisations Committee

1. The International Organisations Committee met on 28 February 1953. In the absence of its Chairman, Mr. P. M. Kaiser (United States Government Member) was elected Chairman for the session.

Third Progress Report of the U.N.-I.L.O.
Ad Hoc Committee on Forced Labour

2. The Committee took note of the information contained in this report.1

Twelfth Report of the Administrative Committee on Co-ordination

3. In connection with this report the Committee discussed the question of co-ordination and integration of the activities of the international organisations with particular reference to the problems of productivity, land reform and the concerted programme of practical action in the social field which is being prepared by the Secretary-General of the United Nations in consultation with the executive heads of the specialised agencies for submission to the Social Commission and the Economic and Social Council.

4. The Committee noted that the Director-General had invited the A.C.C. to attempt to formulate an agreed statement of plans to be submitted to the competent bodies of the various organisations concerned in the field of productivity, providing for the fullest co-operation between the United Nations and the specialised agencies in this field and including a general indication of special areas of interest to the various organisations. The Committee was of the opinion that in view of the importance of international action to promote higher productivity, and in view of the fact that a number of international organisations are concerned with different aspects of this problem, it was of the highest importance that there should be full co-ordination between the organisations concerned so as to make the most effective use of the resources available to them.

5. It was pointed out that in addition to the United Nations and the specialised agencies, other international organisations such as O.E.E.C. were dealing with the problem of increasing productivity, which affects the interests of employers and workers as well as governments.

6. In this connection the Committee noted that, whereas there existed regular machinery for co-ordination as between the United Nations and the specialised agencies, through which a good deal of progress had already been achieved, the arrangements for co-ordination with international and regional organisations outside the United Nations family were less adequate. The Committee wished again to stress the importance it attaches to adequate co-ordination of activities between the I.L.O. and the various regional organisations active in fields of interest to the I.L.O.

7. The question of co-ordinated action in the field of land reform was also raised in the Committee which was informed that the outcome of the discussions on this and other questions would be reported to it at an early meeting.

8. In general, the Committee wished again to emphasise the importance it attaches to proper co-ordination and the avoidance of overlapping and duplication of activities between the United Nations and the specialised agencies, especially since the existence of overlapping is not only wasteful of the limited resources available to international organisations, but will also inevitably prejudice the continued granting of the financial resources necessary to maintain effective international action.

9. The Committee noted that at the request of the Economic and Social Council the Secretary-General of the United Nations, in consultation with the specialised agencies, was preparing a report on a concerted programme of practical action in the social field which was to be submitted to the forthcoming meeting of its Social Commission (May 1953) and subsequently to the Economic and Social Council at its 1953 summer session and to the governing bodies of the specialised agencies. It was pointed out that in his consultations with the Secretary-General on this question, the Director-General had been guided and would continue to be guided by two essential considerations: the first was to ensure the fullest recognition of the fact that the existing programme of the I.L.O. effectively covered a very large part of the social field, and the second to ensure that the Governing Body of the I.L.O. would have an opportunity of considering and expressing its views on the concerted programme before it came before the Economic and Social Council and before any action contemplated under it was taken by the I.L.O. The Committee attached the greatest importance to these points and hoped to be informed of further developments at its next session. It was understood that when this report came to be submitted through the International Organisations Committee for consideration by the Governing Body it would be accompanied by a note indicating the role and functions of the I.L.O. within the programme in relation to the functions of the other organisations concerned.

10. In connection with the action taken by the United Nations to finance economic development, the Committee noted that the main responsibility for studying this problem rests with the International Bank for Reconstruction and Development and that the Administrative Committee on Co-ordination had considered it premature to comment on the preliminary study prepared by the Bank on this matter. Mr. Tata (Employers' Member) emphasised the importance of consulting the employers' organisations when preparing plans concerning methods of financing economic development. It was noted that close contact would be maintained between the United Nations and the agencies concerned with the various aspects of this problem, and the Committee was assured that it would be kept informed of all future developments.

European Regional Activities

II. The Committee noted with satisfaction that the Director-General had established personal contact with the Chairman of the High Authority of the Coal and Steel Community and also that arrangements had been made with the Brussels Treaty Organisation for the maintenance of regular liaison between its secretariat and the Office.

Philip M. KAISER, Chairman.

1 For the terms of reference and composition of this Committee see United Nations-International Labour Office: Report of the Ad Hoc Committee on Forced Labour, Geneva, 1953, p. 3 and pp. 7 ff.
APPENDIX XIV

Fourteenth Item on the Agenda: Composition of Committees

Permanent Agricultural Committee

Resignation.

1. Mr. Louis Dekoster (Belgian), who was appointed by the Governing Body, at its 120th Session, a member of the Permanent Agricultural Committee, as one of the experts nominated after consultation with the Employers' group of the Governing Body, has informed the Director-General of his inability to sit on the Committee.

2. The Governing Body is therefore invited to take note of Mr. Dekoster's resignation.

New Appointment.

3. After consultation with the Employers' group of the Governing Body with a view to the replacement of Mr. Dekoster on the Committee, the Director-General is now in a position to submit the name of another expert

4. The Governing Body is therefore invited to appoint, for a period of three years, the following member:

   Mr. R. A. Stewart (Canadian), Canadian Federation of Agriculture.

The Governing Body postponed consideration of the other proposals under this item to a later session; the relevant papers will be printed in the appendices to the minutes of the session at which these proposals will be considered.

1 See above, Minutes of the Sixth Sitting, p. 49.
APPENDIX XV

Fifteenth Item on the Agenda:

I. Obituary

Senator Elbert D. Thomas.

The Director-General regrets to inform the Governing Body of the death, on 11 February 1953, at the age of 69, of Senator Elbert D. Thomas, who had been United States Government delegate at the sessions of the International Labour Conference at Philadelphia (1944), Paris (1945), Montreal (1946), Geneva (1947) and San Francisco (1948).

Elbert D. Thomas, who was Senator from Utah, was a university professor, author and scholar who entered politics in 1932 and played an eminent part in them. He had been Chairman of the Committee on Education and Labor of the Senate Foreign Relations Committee and Chairman of the Military Affairs Committee. In 1951 he was appointed High Commissioner for the United States Trust Territories in the Pacific. His association with the I.L.O. coincided with the important Conference sessions that adopted the Declaration of Philadelphia and the amendments to the Constitution. At the 1946 Session he was Chairman of the Committee on Social Policy in Dependent Territories.

The Governing Body will no doubt desire to express its sympathy to the wife and family of Senator Thomas.

Mr. D. Christie Tait.

The Director-General regrets to inform the Governing Body of the death, on 6 December 1952, at the age of 66, of D. Christie Tait, who joined the staff of the Office in its early days, in 1911. Mr. Tait had been Chief of the Employment and Migration Section and, after reaching the age limit, continued to serve the I.L.O. as Chief of the German Migration Field Mission at Bonn and on various duties under the Technical Assistance Programme. Many members of the Governing Body will remember him as one who gave a lifetime of devoted service to the I.L.O. and helped to create the standards of the international civil servant.

Dr. G. Fauquet.

The Director-General also regrets to inform the Governing Body of the death, on 28 January 1953, in his 80th year, of Dr. G. Fauquet, formerly Chief of the Co-operative Service of the International Labour Office.

Dr. Fauquet had already served under Albert Thomas in France when Thomas appointed him to organise and direct the Co-operative Service of the Office, in 1920. Until he retired in 1933, Dr. Fauquet was an outstanding figure in the co-operative world, both through his publications and his other activities. He became a member of the Central Committee of the International Co-operative Alliance and a member of the International Institute of Co-operative Studies. His death not only removes one of Albert Thomas's original staff; it is a loss to co-operators in every country, who regarded him as the faithful guardian of co-operative ideals.

Dr. Fauquet leaves a widow to whom the Governing Body will no doubt desire to express its deep sympathy.

II. Composition of the Governing Body

Government Group.

The Chilean Government has appointed as its regular representative, His Excellency Fernando Garcia Oldini, Ambassador, Chilean Minister in Berne, permanent delegate of the Chilean Government to the International Labour Organisation.

Report of the Director-General

III. Progress of International Labour Legislation

Ratification of Conventions.

Since the last session of the Governing Body, the Director-General of the International Labour Office has registered, on the dates indicated below, the following three ratifications of the Convention concerning fee-charging employment agencies (revised), 1949 (No. 96):

- by Guatemala, registered on 3 January 1953;
- by Italy, registered on 9 January 1953;
- by Cuba, registered on 3 February 1953.

The total number of ratifications is now 1,349.

IV. Publications

In fulfilment of the task of the I.L.O. as an international information centre for migration questions, a monthly supplement to Industry and Labour devoted to this subject will be published in 1953. The first supplement will appear in March. The contents will include articles, texts, statistics and bibliographical notes. These supplements to Industry and Labour will replace the roneoed bulletin on migration which was distributed in 1952.

The programme of studies has been revised in order to hasten publication of a volume on the living and working conditions of indigenous populations in independent countries, which has been in preparation since the meeting of the Committee of Experts in La Paz. This work, covering both the Americas and the Far East, is a comprehensive survey of all aspects of a problem which is of particular importance to the I.L.O. Nothing of its kind exists, and it is believed that the study will meet a real need.

The issue of reports for the 36th Session of the Conference is proceeding according to schedule, and it is expected that they will all be in the hands of governments at the times fixed by the Standing Orders.

The Governing Body will be glad to learn that the receipts from sales in 1952 are the highest ever recorded.

V. Communication to the Governing Body

The Director-General has received the following letter from the Chairman of the Norwegian Government Social Welfare Board for the Merchant Navy:

Oslo, 21 January 1953.

Dear Mr. Morse,

At the annual conference of representatives of the Danish, Swedish and Norwegian Navy Welfare Boards, taking place in Oslo on the 13th of January 1953, was unanimously adopted the enclosed resolution.

I should be grateful if you would bring the matter before the Governing Body of the I.L.O.

Yours sincerely,

(Signed) Karl Evang,
Chairman,

The resolution is as follows:

To the Governing Body of the International Labour Organisation, Geneva.

Representatives of the Merchant Navy Welfare Boards of Denmark, Norway and Sweden assembled in Oslo on 13th January 1953 for their annual joint conference wish to draw the attention of the Governing Body of the International Labour
Organisation to the comprehensive and organised work which in recent years has been carried out by the Scandinavian countries in the field of seamen's welfare, and

Declares that they are in complete agreement with the resolution adopted by the Joint Maritime Commission of the I.L.O. in May 1952 regarding the promotion of welfare schemes in accordance with the principles laid down in the 1936 Recommendation concerning seamen's welfare in port.

Also with the efforts by I.L.O. and W.H.O. to improve hygienic conditions for seamen.

Danish Merchant Navy Welfare Board Swedish Merchant Navy Welfare Board

(Signed) Ove Nielsen (Signed) Axel Gjøres,
Chairman. Chairman.

Norwegian Government Social Welfare Board for the Merchant Navy

(Signed) Karl Evang,
Chairman.

FIRST SUPPLEMENTARY REPORT

Date of the Annual Session of the International Labour Conference

1. At its 120th Session (Geneva, November 1952) Mr. Waline informed the Governing Body that some members of the Employers' group thought that it might be appropriate to consider the date of the annual session of the Conference; while there might be good reasons for keeping it in June, there were also arguments in favour of holding it in September, a time of year when members of the Governing Body probably had less urgent work to do in their own organisations. He made no formal proposal, but asked that the Governing Body should give consideration to the matter. Mr. Roberts said that June was selected as the month which least interfered with the activities of those attending the Conference. September was the month in which workers' organisations were most active, and there were at least five countries in which the national conferences of large trade unions were held in September or October. It was the recognised practice to hold the Conference in June, and those who attended made their arrangements accordingly. Mr. Donoso pointed out that the other international organisations in Geneva arranged their big meetings with regard to the fact that June was reserved for the International Labour Conference. Sir Richard Snedden observed that one of the original reasons for not holding the session in September had been the fact that the League of Nations Assembly met in Geneva in that month. The Employers' group was not pressing for the date to be changed to September, since it recognised the conditions to which Mr. Roberts had referred, but the question of how to ensure that the Governing Body should consider whether it would be desirable to change the traditional date, subject to general agreement. Mr. Roberts did not oppose this suggestion, but proposed that the Director-General should make inquiries concerning the dates of international meetings in Geneva and the dates at which employers' and workers' organisations in the different countries hold their annual meetings. Many Workers' delegates and advisers would be unable to attend the session if the date were changed, whatever new date was selected. Sir Guildhaume Myrddin-Evans proposed that the Director-General should put before the 121st Session of the Governing Body all the considerations that arose. Any change suggested could not be applied immediately, nor even in 1954. June was a somewhat inconvenient month for certain people but full information must be available before deciding whether the matter was worth pursuing. The Governing Body therefore instructed the Director-General to submit to its 122nd Session a document setting forth the various considerations governing the date of the annual session of the International Labour Conference, with a view to examining the possibility of holding the Conference at a different date after the 1954 Session. The present paper has accordingly been prepared.

2. The chief factors which seem to affect the date of the Conference are: the understandings existing with other international organisations; availability of premises; the effect of changing the date of adoption of the budget of the Organisation; the effect of a change in date in government administrations and national workers' and employers' organisations; the dates at which international employers' and workers' organisations are held; and the changes that would be involved in the arrangements for Governing Body meetings.

3. It is widely agreed that overlapping with other international meetings must be avoided in general and that this is particularly desirable when the sessions do not meet simultaneously with the General Assembly or the Economic and Social Council. This latter question is not solely or perhaps even primarily a matter of premises or other facilities; it is based on the fact that the General Assembly and the sessions of the Economic and Social Council (ECOSOC) require the presence of persons who will be the delegates to the Chairman of the Governing Body and sometimes other Governing Body members and of the Director-General and members of the senior staff of the Office. A number of governments, moreover, are known to be opposed to any overlapping of important international meetings.

4. As a result of a resolution adopted by the General Assembly in 1947, the Secretary-General of the United Nations proposed at the 3rd Session of the Co-ordination Committee (as it was then called) in January 1948, to hold an annual session of the Conference in June in accordance with the dates and places set forth in the General Assembly but was withdrawn; the Secretary-General then proposed that the dates proposed by the I.L.O., I.C.A.O. and W.H.O. for their 1949 conferences complied with this schedule. The Administrative Committee on Co-ordination, in reports adopted at its 1950, 1951 and November 1952 meetings, reaffirmed the importance of the observation of the principle that specialised agencies should hold their annual meetings in the first half of the year. These reports have been communicated to the Governing Body, and the suggestions contained in them have been adopted by the Economic and Social Council.

5. Attention should also be drawn to a resolution (694 (VII)) adopted by the General Assembly of the United Nations on 20 December 1952, in which it was decided that a regular pattern of conferences should be established for a period of four years commencing on 1 January 1954, whereby sessions of all headquarters-based bodies of the United Nations should be held in New York, and sessions of all Geneva-based bodies should be held in Geneva, with the exception that the regular summer session of ECOSOC would be held in Geneva, during which period no other meetings of United Nations bodies would be held there; and that sessions of a functional commission or commissions (but preferably not more than one) of ECOSOC, to be determined by ECOSOC, would meet in Geneva without overlapping for a total period not exceeding five weeks between mid-March and mid-July of the year. In April 1953, the Conference of all organs of the United Nations to arrange their meetings in accordance with the dates and places set forth in the pattern presented by the Secretary-General and invited the specialised agencies concerned to give due consideration to this pattern in drawing up their own programme of meetings.

6. A proposal that the General Assembly of the United Nations should in future meet every year in mid-April, starting in 1953, was put forward at the present General Assembly but was withdrawn, and the Secretary-General is called to report to the General Assembly on the subject next autumn. It is therefore difficult to assess the position concerning the date of the General Assembly until its decision on the subject is taken towards the end of this year.

Availability of Premises.

7. In present circumstances the I.L.O. has certain recognised rights to the use of the Assembly Hall and of the necessary committee rooms and office accommodation in the Palais des Nations. It is understood to have a clear priority in June. The premises are occupied in May by the annual Assembly of W.H.O., and in July and August ECOSOC is accustomed to hold a session which occupies space and equipment which the Conference would need. Any change in the date of the International Labour Conference would thus involve negotiations with other international organisations. Once the practice of holding the Conference in June was abandoned, the I.L.O. could no longer claim a clear priority for any date, until a long-term plan had been agreed with all the parties concerned, ensuring the recognition of rights as clearly as those at present established.

Effect of the Date on the Budget of the Organisation.

8. In present circumstances the budget as adopted by the Governing Body at the beginning of March is submitted to the Conference for adoption in June. An earlier date for the adoption of the budget by the Governing Body would involve grave inconvenience, because the accounts for the preceding year are not closed until the end of January. Another consideration that would militate against an earlier date than June for the Conference is that it is evidently desirable for enough time to elapse between the adoption of the budget by the Governing Body and its submission to the Conference to allow governments to examine it and give the necessary instructions to their representatives.

9. The date of the Conference also has important consequences after the adoption of the budget. Under the present timetable, States Members are informed six months before their contribution is due of the amounts required of them. If the Conference were held late in the year, it might well occur that national legislatures were not in session and that the necessary credits might not be voted as early as they are at present, with the result that punctual payment of contributions would become more difficult.

Effect of the Date on Governmental Administrations and National Employers' and Workers' Organisations.

10. In the month or months preceding a session of the Conference, government departments are occupied with the nomination of their delegations and with reaching decisions of policy upon the items on the Conference agenda. National organisations of employers and workers have also the same responsibilities in this period. In the past the date has been arranged to avoid the disturbance of the customary annual holiday period in the northern hemisphere.\(^1\)

Dates of Annual Congresses of Employers' and Workers' Organisations.

11. The majority of international and national employers' organisations hold their annual meetings in April or May. While some meetings of workers' international and national organisations are held in May, the annual congresses of national workers' organisations in several important countries are held in September.

The Effect of a Change in Date on Governing Body Meetings.

12. The effect of any change in the date of the Conference on Governing Body meetings would need further consideration if the Governing Body decides to pursue the matter.

Transitory Problems.

13. The Conference Standing Orders establish fixed intervals for the despatch of questionnaires and reports relating to the items on the agenda. If the session were held later in the year than June, no difficulty would arise from this point of view. If, however, it were held earlier, some transitory arrangements would have to be made.

14. As stated above in paragraph 6, the General Assembly of the United Nations is likely to take a decision upon its future dates of meetings in the autumn of this year. Unless any member of the Governing Body thinks it necessary to pursue the matter immediately, it is suggested that the Governing Body may prefer to postpone consideration of the question until the General Assembly's decision is known.

SECOND SUPPLEMENTARY REPORT

Non-Metropolitan Territories: Third Session of the Committee of Experts and Priorities in Programme of Work

1. The Second Session of the Committee of Experts on Social Policy in Non-Metropolitan Territories, held in Geneva in November-December 1951, considered the following agenda:

I. Penal sanctions for breaches of contracts of employment by indigenous inhabitants.

II. Further study of the question of migrant workers.

III. Technical and vocational training and other allied problems within the competence of the I.L.O.

IV. Examination of programme of work of the Office in the field of social policy in non-metropolitan territories.

2. As a result of subsequent action by the Governing Body, the agenda of the 37th (1954) Session of the International Labour Conference will include the following subjects:

- Penal sanctions for breaches of contract of employment. Migrant workers (underdeveloped countries).

3. On the second point of its agenda, the Committee made certain preliminary suggestions and recommended the preparation by the Office of a study for submission to the next meeting of the Committee comprising a survey of technical and vocational training facilities and progress made, an analysis of the extent of application of principles established by the I.L.O. and an account of any technical assistance given in this field by the I.L.O. or other bodies. The Governing Body at its 118th Session (Geneva, March 1952) authorised the Director-General to proceed with this survey.

4. On the fourth point of its agenda, the Committee recommended that the following questions should be the subject of study or other action as part of a long-term programme of work of the Non-Metropolitan Territories Division: conditions under which work is carried on in workers' own homes; wage systems and structures, particularly in relation to productivity of labour; the feasibility of extension of co-operative methods of organisation; industrial relations in a particular area; workers' housing; the extent of participation of indigenous inhabitants in the deliberations of bodies dealing with social and labour subjects; the present stage of development, structure and other characteristics of trade unions; survey of existing law and practice on various subjects to aid administrations in seeking practical ways of fuller application of internationally agreed standards; and collection and publication of texts of laws and regulations on social and labour subjects covering Africa. The Governing Body at its 118th Session authorised the Director-General to take the widest action practicable in regard to the recommendations concerning this long-term programme of work and requested him to submit to it at a later session suggestions as to the order of priority in which the studies proposed should be undertaken.

5. It is now suggested that the Third Session of the Committee of Experts on Social Policy in Non-Metropa-
litan Territories should be held towards the end of 1953, the precise dates and place of meeting to be proposed later. The present note is confined, in respect of that session, to consideration of the subjects to be placed on the agenda.

6. It was the view of the Committee, endorsed by the Governing Body at its 118th Session, that the question of technical and vocational training should be further examined at a future meeting of the Committee of Experts, the precise dates and place of meeting to be proposed later.

7. Among the subjects suggested by the Committee for study or other action by the Office as part of a long-term programme of work in the non-metropolitan territories field was further development of studies of self-governing territories. The Director-General followed up that suggestion and laid before the 1952 meeting of the U.N. Committee on Information from Non-Self-Governing Territories a preliminary paper embodying the first results of its examination of the question, paying special attention to the economic and social factors involved and the respective responsibilities of employers, workers and the public authority for its provision. Special aspects of workers' housing or of the problem in particular areas are already the subject of study by the I.L.O. In particular, workers' housing problems in Asian countries are on the agenda for discussion at the Second Asian Regional Conference, to be held in Japan 5 September 1953, and in the three Regional Commissions for the Territory of Pakistan. The placing of the second and third items on the agenda of this meeting, as proposed in paragraph 9, suggests as to the order of priority in which the long-term programme of work of the Non-Metropolitan Territories Division might be undertaken. The Director-General is now in a position to lay before the Governing Body suggestions in this regard.

8. Another subject recommended for study by the Committee of Experts upon which the Office has been able to carry out some work and to submit a preliminary report to the U.N. Committee on Information from Non-Self-Governing Territories is means to promote higher labour productivity in non-metropolitan territories.

9. It is accordingly proposed that the agenda for the Third Session of the Committee of Experts on Social Policy in Non-Metropolitan Territories should be as follows:

- I. Technical and vocational training facilities in non-metropolitan territories.
- II. Economic and social aspects of workers' housing in non-metropolitan territories with special reference to responsibilities for its provision.
- III. Means to promote higher labour productivity in non-metropolitan territories.

10. The Governing Body at its 118th Session requested the Director-General to submit to it at a later session suggestions as to the order of priority in which the long-term programme of work of the Non-Metropolitan Territories Division might be undertaken. The Director-General is now in a position to lay before the Governing Body suggestions in this regard.

11. The ability of the Non-Metropolitan Territories Division to undertake new items of work must necessarily be limited because of its continuing work, such as the regular collation of information on labour and social conditions in non-metropolitan territories, the examination of annual reports in connection with Conventions and Recommendations, representation at meetings of other bodies such as the Trusteeship Council and the U.N. Committee on Information from Non-Self-Governing Territories, Regional Commissions and the like. Moreover, the presence on the agenda of the 1954, and presumably 1955, Sessions of the Conferences of two subjects—penal sanctions and migrant labour—will mean preparation of the various reports called for by the Standing Orders of the Conferences at successive stages of their consideration. In view of the present position in law and practice, it is proposed that the Third Session of the Committee of Experts on Social Policy in Non-Metropolitan Territories should be held at the end of 1953, on dates to be fixed later by the Governing Body.

12. The placing of the second and third items on the agenda of this meeting, as proposed in paragraph 9, would oblige the Office to undertake studies on certain aspects of the questions of workers' housing and wages systems and structures, particularly in their relation to the productivity of labour, both of which were suggested for study by the Committee of Experts.

13. Work is also proceeding on the collection of texts of laws and regulations on labour and social subjects in non-metropolitan territories. It is expected that the Committee’s desire that a comparative survey of existing law and practice in non-metropolitan territories on various subjects should be undertaken in order to aid administrations seeking practical ways of fuller application of internationally agreed standards by including, as a preface to the published collection of texts of African labour legislation, an analysis of the present position in law and practice as regards subjects dealt with in I.L.O. Conventions and Recommendations. This will enable administrations to assess their progress in comparison with other territories with similar conditions and the texts of the relevant legislation will show the precise nature of the solutions adopted to meet difficulties encountered.

14. Two members of the Non-Metropolitan Territories Division are now visiting British, French and Portuguese territories in West Africa. With the material already exchanged views on the matter, having at its disposal, not only the material relating to practical measures of increasing productivity accepted to be of validity for advanced countries but available material on the factors alleged to play a distinct part in determining low levels of labour productivity in many non-metropolitan territories. The aim would be to suggest ways and means of adapting the techniques found successful in advanced countries to the attitudes of workers and the circumstances of industry and agriculture in non-metropolitan territories.
at the disposal of the Office, together with that acquired as a result of this series of visits, it is proposed to prepare a technical study conceived in a ‘purely factual and analytical spirit on labour conditions in West African territories, of the type which the Office has already published in the Studies and Reports series entitled Labour Policies in the West Indies (N.S. 29).

15. In this connection, it is recalled that the Committee of Experts suggested that a study should be undertaken of industrial relations in some particular area and that West Africa might be selected, since they are at an interesting and developing stage in that region. It is hoped that in the course of the wider study suggested in paragraph 14 the subject of industrial relations in West African territories can be dealt with.

16. Finally, with the collaboration of the Co-operation and Handicrafts Service, it is hoped to devote some preliminary attention to the question of the feasibility of extension of co-operative methods of organisation in non-metropolitan territories. No formal proposals are, however, made at this stage. In its day-to-day task of assembling and collating information on labour and social conditions, the Office will, in addition, bear specially in mind the other subjects suggested for study by the Committee of Experts with a view to having as much material as possible on them at its disposal when it is in a position to examine them more particularly.

17. To review the matter, therefore, the Office is already committed, by decision of the Governing Body, to action involving—

(a) Conference reports and action on penal sanctions and migrant labour;

(b) a survey of technical and vocational training facilities in non-metropolitan territories for the 1953 meeting of the Committee on Social Policy in Non-Metropolitan Territories.

It is now proposed to complete the agenda for the meeting of the Committee of Experts by adding two subjects, making three in all, namely—

(c) economic and social aspects of workers’ housing, with special reference to responsibilities for its provision;

(d) means to promote higher labour productivity in non-metropolitan territories;

upon both of which subjects Office reports for the use of the Committee of Experts will be prepared. There is in course of preparation—

(e) a volume of African labour laws, with prefatory analysis of the law and practice on subjects dealt with in I.L.O. Conventions and Recommendations.

In addition, it is proposed to prepare for the Studies and Reports series a technical study on—

(f) Labour Policies in West African Territories, which will include material on the industrial relations position.

Finally, preliminary attention will be given to the question of the feasibility of extension of co-operative methods of organisation for non-metropolitan territories. In so far as circumstances permit, the various questions will be treated in the order indicated above.

18. The Governing Body is invited to approve the agenda for the third session of the Committee of Experts on Social Policy in Non-Metropolitan Territories set out in paragraph 9 and the suggestion that the meeting, covering a period of two weeks, should be held towards the end of 1953 at a place and date to be proposed later.

19. The Governing Body is invited to take note of the proposals made by the Director-General as to the order of priority in which the programme of work relating to non-metropolitan territories suggested by the Committee of Experts on Social Policy in Non-Metropolitan Territories should be carried out by the Office.
6. In view of the information given in paragraph 5 concerning the reasons for an increase in its membership, the Governing Body is invited to approve the unanimous recommendation of the Joint Maritime Commission that the number of regular members of the Commission should be increased from 12 to 15 on each side.

7. If the Governing Body agrees to this proposal, it will wish to make the necessary amendments to the Standing Orders of the Joint Maritime Commission. Proposals concerning the terms of such amendments are put forward in the report of the Committee on Standing Orders and the Application of Conventions and Recommendations. This report also contains a proposed amendment to the Standing Orders of the Joint Maritime Commission concerning the termination of membership based on the unanimous resolution of the Joint Maritime Commission referred to in paragraph 1.

FOURTH SUPPLEMENTARY REPORT
Convocation and Agenda of the Second Session of the Committee of Experts on Indigenous Labour

1. The Governing Body will recall that the First Session of the Committee of Experts on Indigenous Labour was held at La Paz (Bolivia) in January 1951. At its 114th Session (Geneva, March 1951) the Governing Body approved the programme drawn up by the Committee and authorised the Director-General to take the necessary steps for its gradual realisation. At its 117th Session (Geneva, November 1951) the Governing Body also approved various proposals made by the Director-General on this subject.

2. The action authorised by the Governing Body included: (a) the despatch of a technical assistance mission, in collaboration with the United Nations and the specialised agencies concerned, to make studies in various indigenous regions in Latin America; (b) publication by the Office of a volume on the conditions of life and work of indigenous populations in independent countries; (c) study of the legislation relating to indigenous forest-dwelling populations and the various methods employed and results obtained in the countries concerned in connection with their economic, social, and cultural integration.

3. The joint technical assistance mission to the indigenous populations of the Andean highlands was organised in collaboration with the United Nations, W.H.O., U.N.E.S.C.O., F.A.O. and O.A.S.; its report and recommendations will probably be submitted to the Technical Assistance Board at its next session. The volume on the conditions of life and work of indigenous populations in independent countries is finished and will be published within a few months. The study on aboriginal forest-dwelling populations is in preparation.

4. The Governing Body will also recall that the Committee of Experts had recommended, in a special resolution, that the above-mentioned study on aboriginal forest-dwelling populations should be submitted to an international conference organised under the auspices of the International Labour Organisation and including, in addition to representatives of the countries concerned, representatives of the international organisations concerned. At its 117th Session the Governing Body accepted the view of the Director-General that it did not seem practicable to hold this conference in the immediate future but that the study of aboriginal forest-dwelling populations should be undertaken and submitted to the next session of the Committee of Experts on Indigenous Labour.

5. In view of these previous decisions of the Governing Body, it is suggested that the Second Session of the Committee of Experts on Indigenous Labour should be devoted to: (a) examination of the action taken by the I.L.O. to give effect to the recommendations of the First Session of the Committee, in particular of the results of the Joint Technical Assistance Mission to the Andean Highlands; (b) problems of aboriginal forest-dwelling populations.

6. The Governing Body is invited to approve the convocation of the Second Session of the Committee of Experts on Indigenous Labour for a period of ten days towards the end of 1953, in Geneva.

7. Budgetary provision for this meeting has been made in the budget for 1953. The exact date of the session will be proposed later.

8. The Governing Body is also invited to fix as follows the agenda of the Second Session of the Committee of Experts on Indigenous Labour:

I. Action taken to give effect to the resolutions of the First Session of the Committee of Experts on Indigenous Labour.

II. Conditions of life and work of aboriginal forest-dwelling populations.

III. Legislation concerning aboriginal forest-dwelling populations.

IV. Methods employed and results obtained in the integration of aboriginal forest-dwelling populations.

FIFTH SUPPLEMENTARY REPORT
The Question of an African Field Office and Other Matters Relating to African Activities

1. At its Second Session, held in Geneva in November-December 1951, the Committee of Experts on Social Policy in Non-Metropolitan Territories recommended to the Governing Body that it should consider the “setting up at some place in Africa to be determined, of a field office on the lines of existing field offices of the I.L.O. which operate in other parts of the world, to enable a more direct approach to be made to problems on the spot and to provide a more direct link between the I.L.O. and the peoples of African territories”.

2. At its 118th Session (Geneva, March 1952) the Governing Body, in dealing with the report of the Committee of Experts, deferred fuller consideration of the question until the Director-General could lay before it a report prepared after consultation with the governments principally concerned. It took note of the desire expressed on behalf of the Workers’ group that the preparation of this report should be expedited as much as possible and laid before the Governing Body at an early session.

3. In reply to a question as to when the necessary consultations would be concluded and when it would be possible to proceed to the establishment of a field office, put at the 120th Session of the Governing Body, the Director-General said that he would be in a better position to reply at the next session. This paper is accordingly laid before the Governing Body.

4. In the first place, it may be appropriate to recall that the Governing Body at its 120th Session noted the steps which the Director-General proposed to take for the reorganisation of existing field offices and enlargement of their numbers to five as soon as possible (two for Asia, one for the Near and Middle East and two for Latin America). In that connection, the paper laid before the Technical Assistance Committee of the Governing Body contained the following statement of the functions it is proposed to assign to field offices:

“It is therefore proposed that the existing field offices should be transformed into general field offices of the I.L.O. Their technical competence should extend beyond the manpower field to the other major fields in which technical assistance is being sought from the I.L.O.

1 For a summary of the discussions which took place on the subject at the Committee of Experts see Minutes of the 118th Session of the Governing Body, Appendix III, p. 85, paragraphs 150, 151, 153, 156.
Such operational field offices will maintain constant liaison with technical assistance experts, and, with the help of the technical divisions at Geneva, will exercise continuous supervision over the experts, giving them whatever further assistance is necessary. The Director-General is convinced that one of the most important factors affecting the success of technical assistance is the extent to which contact is maintained with the experts after they have been sent to the field. It is clear that adequate liaison with the experts can only be established if the necessary function to be entrusted to the operational field offices will be to maintain close contact with the governments and the employers’ and workers’ organisations in their respective regions. By this means the development of the I.L.O.’s operational work in the field will be kept under constant review and control. The field offices will be able to advise the Director-General of the requests for technical assistance which are under discussion with the governments. They will undertake preparatory work in connection with projects, including the collection of as much background information as possible and the preparation of detailed job descriptions for the experts needed—a function which will greatly facilitate the work of the technical and administrative divisions in Geneva. The field offices will also help considerably in the rapid conclusion of agreements with the governments requesting assistance and will, it is hoped, prevent much of the delay experienced in the negotiation of agreements at the present time. The field offices will brief all experts going to their regions on the general economic, social and political conditions in the requesting country as well as on the technical aspects of the mission. During the progress of the mission, the experts will refer to the field offices all questions on which they need immediate advice or other assistance and will receive the necessary guidance and help. After the completion of missions, it will be the duty of the field offices to discuss follow-up action with the countries concerned and give them such other information and advice as is needed. In the matter of fellowships too, increasing use will be made of field offices in the selection, assessment and briefing of candidates, as well as in the task of keeping in touch with them on their return home on completion of the fellowship.”

5. Consultations which the Director-General has had with some of the governments principally concerned in regard to the possibility of setting up a field office in the African territories directly interested and the support for the idea would not be forthcoming at the present time. It is pointed out that since the majority of the African territories are non-metropolitan territories, liaison with them is effected through the metropolitan governments concerned; which are more easily contacted from Geneva; that while such an office might serve a useful purpose in collecting background information, particularly in connection with technical assistance projects, such projects are not yet on a sufficient scale to warrant the establishment of a special unit for that purpose; and that as far as liaison with and supervision over technical assistance experts operating in Africa is concerned, it can, in present circumstances, be maintained from Geneva.

6. In this connection, the Governing Body will recall that there has recently been set up by the Governments of Belgium, France, Portugal, the Union of South Africa, the United Kingdom and Southern Rhodesia, a European and African Technical Institute in the area South of the Sahara (C.C.T.A.), with headquarters in London. It is contemplated that, as part of its general function of co-ordinating technical activities in the African territories, the Commission will provide a means whereby the member governments may keep in touch with each other about their plans for technical assistance for which the chief aim is to study conditions at first hand and to gather information which may later be incorporated in a factual study in the Studies and Reports series. It will be recalled that a similar series of visits was paid by members of the same division to 26 non-metropolitan territories in Africa in 1950.

7. While this procedure of joint preparation of technical assistance projects does not affect in any way the normal contacts between the governments concerned and the specialised agencies, including the I.L.O., it appears evident that it does provide a means of practical co-ordination at the administration level which it would have been one of the objects of any African field office to secure.

8. Moreover, there has also been set up under the aegis of the C.C.T.A. the Inter-African Labour Institute, with headquarters in Bamako, French West Africa. The Director of the Institute is Miss S. Ogilvie, formerly Assistant Labour Adviser to the British Secretary of State for the Colonies. Its main purpose is to collect and disseminate information on labour and social conditions in Africa South of the Sahara and to arrange and provide the secretariat services for the biennial Inter-African Labour Conferences. The third of these Conferences was held at Bamako from 27 January to 6 February 1953, with the following agenda:

I. Prevention of accidents and industrial diseases.
II. Vocational training, guidance and apprenticeship.
III. Preliminary examination of methods of initiating the study of means of increasing productivity.
IV. Improvements of workers’ welfare; medical and social services for workers and their families.
V. Study of family allowances.

While the delegates were mainly government officials, certain representatives of employers and workers, both African and European, chosen for their knowledge of the subjects, formed part of some delegations. The I.L.O. was represented at the Conference by the Chief of its Non-Metropolitan Territories Division as an observer.

9. The question of the form of collaboration which might be contemplated between the Inter-African Labour Institute and the International Labour Office has also been the subject of informal discussions between the Director-General and some of the governments mainly concerned. It is generally recognised that, without in any way interfering with the operation of the established relations between the I.L.O. and the member governments concerned, it is desirable to establish the closest co-operation between the Office and the C.C.T.A. through the Inter-African Labour Institute as its organ in the labour field. Within this framework, the objects to be secured would be, on the one hand, to provide a convenient means for keeping the Office regularly informed of developments in the labour, social and economic fields in those parts of Africa covered by the Institute, and, on the other, to enable the work of the I.L.O. as a tripartite international institution to be made better known and understood in the countries concerned. Discussions on the matter are still proceeding.

10. Meanwhile, with the co-operation of the governments concerned, the Chief of the Non-Metropolitan Territories Division and another official of the same division will be paying a series of visits to British, French and Portuguese territories in West Africa during a period of some six weeks following the Bamako Conference. The object of these visits is to study conditions at first hand and to gather information which may later be incorporated in a factual study in the Studies and Reports series. It will be recalled that a similar series of visits was paid by members of the same division to 26 non-metropolitan territories in Africa in 1950.
SIXTH SUPPLEMENTARY REPORT

Chairmanship of the Governing Body

1. By letter of 30 January 1953 the Government of Chile informed the Director-General that it had appointed His Excellency Fernando Garcia Oldini, Minister of Chile in Switzerland, as a regular member of the Governing Body representing the Government of Chile.

2. The Chilean Government had been previously represented on the Governing Body by His Excellency Fernando Cisternas, who was elected Chairman of the Governing Body at its 119th Session, in June 1952.

3. The Standing Orders of the Governing Body provide, in article 1, paragraph 1, that "only regular members of the Governing Body may be elected Officers". Paragraph 4 of the same article provides that "a member elected to fill a vacancy caused by the decease or resignation of an Officer shall sit for the unexpired portion of the term of office of his predecessor".

4. In these circumstances the Governing Body is invited to consider the action which would be appropriate to fill the chairmanship at the present session and the next session.

SEVENTH SUPPLEMENTARY REPORT

Proposal for the Amendment of Article 19, Paragraph 2, of the Constitution (submitted by Mr. C. E. Shaw)

This proposal was withdrawn and the relevant document is therefore not printed here.

EIGHTH SUPPLEMENTARY REPORT

Regional Activities of the I.L.O.

At its 120th Session (Geneva, November 1952) the Governing Body requested the Director-General to submit to its present session a paper concerning the regional activities of the I.L.O. in the light of the proposals made by Mr. Cisternas. The Director-General has had such a paper in preparation and has consulted the representative of the Chilean Government, Mr. Garcia Oldini. In the light of these consultations it would seem appropriate that the Governing Body should give consideration to the question at some later session.

NINTH SUPPLEMENTARY REPORT

Entry into Force of the Agreement concerning the Social Security of Rhine Boatmen, 1950

1. The Governing Body will be interested to learn that the Agreement concerning the Social Security of Rhine Boatmen, signed at Paris on 27 July 1950, has now been ratified by the contracting countries riparian to the Rhine (Switzerland, Federal Republic of Germany, France and the Netherlands) and by Belgium. The last of the instruments of ratification (by Belgium) having been deposited on 4 March 1953, the Agreement will come into force on 1 June 1953.

2. The necessary measures for the application of the Agreement are to be determined by administrative arrangements between the competent authorities of the contracting countries. In order that these arrangements may be ready in good time, the Governments of the Federal Republic of Germany and of Switzerland have requested the Director-General to have prepared a draft of the arrangements for submission to the competent authorities. On 28 January 1953 the Director-General informed the other three governments concerned and the Central Commission for Rhine Navigation of this request, indicating his willingness to have the draft prepared, and inviting these governments' approval for the course proposed. The Governments of the Netherlands and Belgium have already given their approval; that of France is still awaited.

3. When the approval of all the governments concerned has been received, the Director-General proposes to circulate a draft of the administrative arrangements to them, and to offer the technical and secretarial facilities of the Office to them, should they desire to meet in Geneva in order to finalise the text.

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1 See above, Minutes of the Third Sitting, p. 33.
APPENDIX XVI

Sixteenth Item on the Agenda: Programme of Meetings

Permanent Agricultural Committee

1. The Governing Body decided at its 120th Session (Geneva, November 1952) that the Fourth Session of this Committee should be held in May in Geneva. It is proposed that the Committee should meet from Wednesday 6 to Saturday 16 May.

Preliminary Meeting of Statistical Experts

2. The Governing Body decided at its 120th Session that this meeting should be held in the spring in Geneva. It is proposed that the meeting should be held from Monday 11 to Saturday 16 May. This is a meeting of only six persons and it is thus materially possible to hold it at the same time as the session of the Permanent Agricultural Committee.

Joint I.L.O.-W.H.O. Committee on the Hygiene of Seafarers

3. The Governing Body decided at its 120th Session that this Committee should meet in Geneva in April or May. The World Health Organisation has, however, since informed the Director-General that it would prefer postponement of the meeting until the autumn, to enable it to prepare and distribute well in advance the documents for which it is responsible. The Director-General will therefore submit to the next session of the Governing Body a proposal for the date of the meeting.

November Session of the Governing Body

4. To facilitate planning of meetings at the end of the year, particularly of the Industrial Committees, so that the necessary documents can be prepared for them, it is suggested that the Governing Body might be prepared to decide immediately upon the approximate dates for its November Session. It is proposed that the Governing Body and its committees should meet during the fortnight from Monday 16 to Saturday 28 November. Proposals concerning the exact duration of the session and a detailed programme of meetings will be submitted to the 122nd Session.

Building, Civil Engineering and Public Works Committee

5. It is proposed that the Fourth Session of this Committee should be held in Geneva from Monday 26 October to Saturday 7 November.

Coal Mines Committee

6. It is proposed that the Fifth Session of this Committee should be held in Geneva from Monday 30 November to Saturday 12 December.
Seventeenth Item on the Agenda: Appointment of Governing Body Representatives on Various Bodies

No paper on this item was submitted to the Governing Body.
Eighteenth Item on the Agenda: Date and Place of the 122nd Session

Since the 36th Session of the International Labour Conference opens on Thursday, 4 June 1953 and is preceded by group meetings on Tuesday 2 and Wednesday 3 June, it is proposed that the 122nd Session of the Governing Body should be held in Geneva on Friday 29 and Saturday 30 May, and that the Committees of the Governing Body should meet on Tuesday 26 and Wednesday 27 May, and on Monday 1 June.
APPENDIX XIX

Alphabetical List of Persons Attending the Session

AGO, Roberto (Italian), Government representative (substitute for Mr. Cingolani); Professor of Law, University of Milan; substitute representative of the Italian Government on the Governing Body.

AKRAWI, Dr. Matta, Representative of the United Nations Educational, Scientific and Cultural Organisation.

ALI, Aftab (Pakistani), Workers’ representative; Vice-President and Treasurer, All-Pakistan Confederation of Labour.

ARENA, R. (Italian), accompanying Mr. Pastore, Workers’ deputy member.

BAVERSTOCK, Sylvia, Representative of the Intergovernmental Committee for European Migration, Liaison Officer.

BELL, Ernest A. (United Kingdom), International Secretary, British Trades Union Congress; accompanying Mr. Roberts, Workers’ representative.

BELLINGHAM-SMITH, Christopher (United Kingdom), British Employers’ Confederation; accompanying Sir Richard Snedden, Employers’ representative.

BERGENSTRÖM, Gullmar (Swedish), Employers’ deputy member; Director, Confederation of Swedish Employers.

BOSON, Marcel, Observer representing the International Co-operative Alliance.

BULIĆ, Marin (Yugoslav), Employers’ substitute deputy member; Chief of Technological and Metallurgical Department, Yugoslav Register of Shipping.

CALLEA, Saverio (Italian), Consulate-General of Italy in Geneva; accompanying Mr. Ago, Government representative.

CAMPANELLA, Pietro (Italian), Employers’ representative; President, Genoa Manufacturers’ Association.

COFIÑO GARCÍA, Angel (Cuban), Workers’ deputy member; General Secretary, Federation of Electricity, Gas and Water Workers.

CONCHELLO, José-Angel (Mexican), Employers’ representative (substitute for Mr. Yllanes Ramos).

DE BOCK, Nathalis (Belgian), Workers’ substitute deputy member; National Secretary of the Belgian General Federation of Labour.

DELANEY, George Philip (United States), Workers’ representative; international representative, American Federation of Labor.

DÍAZ CASANUEVA, Humberto (Chilean), Consul-General of Chile in Geneva; substitute representative of the Chilean Government on the Governing Body.

DILLON, Mrs. Marthe, Representative of the Food and Agriculture Organisation.

DONNADIEU, Aristide P. (Costa Rican), Government observer; Permanent Delegate of the Republic of Costa Rica to the international organisations in Geneva.

EBIZUKA, Masaji (Japanese), Government observer; Permanent Delegate of Japan to the international organisations in Geneva.

Eggermann, Georges, Observer representing the International Federation of Christian Trade Unions; Permanent representative of the I.F.C.T.U. accredited to the international organisations in Geneva.

EMERY, Georges, Secretary of the Employers’ group; Secretary-General of the International Organisation of Employers.

ESFANDIARY, Mahmoud (Iranian), Government representative; Consul-General of Iran in Geneva; Permanent Delegate of Iran to the European Office of the United Nations and the Specialised Agencies.

FACHAMPS, Antoine Jean Joseph (Belgian), Government representative; Attaché to the Cabinet to the Minister of Labour and Social Welfare.

FENNEMA, Antony Gerardus (Netherlands), Employers’ deputy member; Delegate of the Employers’ Federation for International Labour Affairs.

FERNANDEZ, Manuel Antonio (Portuguese), Government representative; Director-General in the Ministry of Justice.

GARCÍA OLDINI, His Excellency Fernando (Chilean), Government representative; Ambassador, Minister of Chile in Berne, Representative of the Chilean Government on the Governing Body; Chairman of the Governing Body.

GEMMILL, William (South African), Employers’ representative; General Manager, Witwatersrand Native Labour Association.

GHAYOUR, Massoud (Iranian), Employers’ deputy member; Director, Chemical and Building Materials Establishments.

GÓMEZ JARAMILLO, J. Arturo (Colombian), Consul-General in Switzerland; substitute representative of the Colombian Government on the Governing Body.


GOULET, Paul (Canadian), Assistant to the Deputy Minister of Labour; Director, I.L.O. Branch, Department of Labour, accompanying Mr. McLaren, Government representative.

GRIERSON-RICKFORD, C. K., Representative of the Intergovernmental Committee for European Migration, Chief, Office of Plans and Liaison.

GROS, Louis, Representative of the United Nations, Social Affairs Department.

HADJI VASSILIÓU, Nicolas (Greek), Government deputy member (substitute for Mr. A. Bacalbassis); Permanent Delegate of Greece accredited to the international organisations in Geneva.

HULSTER, Jean de (French), National Council of French Employers; accompanying Mr. Waline, Employers' representative.

IBÁÑEZ ÁGUILA, Bernardo (Chilean), Workers' representative, General Secretary, Chilean Confederation of Workers.

JARVIS, Mrs. T. C., Representative of the World Health Organisation, External Liaison Officer.

JOUHOUX, Léon (French), Workers' representative; President, General Confederation of Labour Force ouvrière; Vice-Chairman of the Governing Body.

KAISER, Hon. Philip M. (United States), Government representative; Assistant Secretary of Labor; representative of the U.S. Government on the Governing Body.

KAUFMANN, Max (Swiss), Government deputy member; Director, Federal Office of Industry, Arts and Crafts, and Labour.

KREEFTMEYER, W., Observer representing the International Federation of Christian Trade Unions.

KUNTSCHEN, Charles (Swiss), Employers' deputy member; Secretary, Central Federation of Swiss Employers' Associations.

LAGASSE, R., Assistant to the Secretary-General of the International Organisation of Employers; accompanying Mr. Emery, Secretary of the Employers' group.

MACEDO SOARES, His Excellency J. R. de (Brazilian), Ambassador; representative of the Brazilian Government on the Governing Body.


MENZIES, G., Representative of the United Nations, Technical Assistance Administration.

MOCHI-ONORI, Manuzio (Italian), accompanying Mr. Campanella, Employers' representative.

MONTOYA, His Excellency Victor (Venezuelan), Government representative; Minister Pienipotentiai, Permanent Delegate of the Venezuelan Government to the Specialised Agencies of the United Nations.

MÖR, Jean (Swiss), Workers' deputy member; Secretary of the Swiss Federation of Trade Unions.

MULLIKEN, Otis E. (United States), Officer in charge of United Nations Social Affairs, U.S. Department of State; accompanying Mr. Kaiser, Government representative.

MCLARNT, K. D. (Canadian), Adviser, Canadian Permanent Delegation to the European Office of the United Nations; accompanying Mr. McLaren, Government representative.

MCLAREN, Major S. H. (Canadian), Government representative; Executive Director, Unemployment Insurance Commission.

ÖRSNES, Kalmar J. (Norwegian), Government deputy member; Permanent Secretary, Ministry of Social Affairs; representative of the Norwegian Government on the Governing Body.

PASTORE, Giulio (Italian), Workers' deputy member; General Secretary, Italian Confederation of Trade Unions.

PATEET, Hermann, Observer representing the International Confederation of Free Trade Unions; representative of the I.C.F.T.U. in Geneva; secretary of the Workers' group.

Paz, Octavio (Mexican), Government representative; Acting Chargé d'affaires, Permanent Delegation of Mexico to the international organisations in Geneva.

Pelt, Adrian, Representative of the United Nations; Director of the European Office of the United Nations.

PEQUENO, Syndulpho de Azevedo (Brazilian), Workers' deputy member; President, Brazilian Federation of Tramway Workers.


PONS, Julio B. (Uruguayan), Employers' representative; President of the General Council, General Association of Employers.

QURAISHI, A. H. (Pakistani), Government representative; Joint Secretary, Ministry of Labour.

RAMADIER, Paul (French), Government representative; former Prime Minister; representative of the French Government on the Governing Body.

ROBERTS, Alfred (United Kingdom), Workers' representative; Member of General Council, British Trades Union Congress.

ROQUE DA MOTA, Benedicto (Brazilian), Permanent delegation of Brazil in Geneva; substitute representative of the Brazilian Government on the Governing Body.

RONCAROLO, Américo (Argentine), Government observer; Labour Attaché; Delegate of Argentina to the International Labour Organisation.

ROTH, William E., Representative of the Interim Commission of the International Trade Organisation, Assistant to the Deputy Executive Secretary.

ROYER, Jean, Representative of the Interim Commission of the International Trade Organisation, Deputy Executive Secretary.

SAVARY, Roger, Observer representing the International Federation of Agricultural Producers, Deputy Secretary-General.

SHASTRI, Harbhimath (Indian), Workers' representative; General Secretary, Indian National Trade Union Congress.

SHAW, Charles E. (United States), Employers' representative; Standard Oil Co., New Jersey.

SHAW, Patrick (Australian), Government deputy member; Permanent Australian Delegate to the European Office of the United Nations; representative of the Australian Government on the Governing Body.

SINARD, Pierre, Representative of the Food and Agriculture Organisation.

SINGLETON, N. (United Kingdom), Assistant Secretary, Ministry of Labour and National Service; accompanying Mr. Veysey, Government representative.

SNEDDEN, Sir Richard (United Kingdom), Employers' representative; Chairman of International and Industrial Organisations Committee, British Employers' Confederation.

SÖLVÉN, Arnold (Swedish), Workers' representative; Legal Adviser, Swedish Federation of Trade Unions.

SOUSA E SILVA, Celso Antonio de (Brazilian), Secretary of Embassy, Member of the Permanent Delegation of Brazil in Geneva, accompanying Mr. de Macedo Soares, Government representative.

STEMBERG, Goertruida J. (Netherlands), Adviser to the Ministry of Social Affairs and Public Health of the Netherlands; accompanying Mr. Fafchamps, Government representative.

SUBRAMANIAN, K. N. (Indian), Government representative; Joint Secretary to the Government of India in the Ministry of Labour.
TATA, Naval H. (Indian), Employers' representative; Director of Tata Industries Ltd., Bombay.

TAYLOR, Harry (Canadian), Employers' deputy member; representative of the Canadian Manufacturers' Association.

TENNANT, Mark Dalcour (United Kingdom), Assistant Secretary, Ministry of Labour and National Service; accompanying Mr. Veysey, Government representative.

TENNFJORD, Finn, Representative of the Council of Europe, Head of the Social Section, Research Department.

TESSIER, Gaston, Observer representing the International Federation of Christian Trade Unions, President of the I.F.C.T.U.

TOE, U Maung Maung (Burmese), Government deputy member (substitute for U Khint Maung); First Secretary, Burmese Embassy, London; substitute representative of the Burmese Government on the Governing Body.

TUAN, His Excellency Mao-lan (Chinese), Government representative; Minister Plenipotentiary and Chargé d'affaires in Paris; representative of the Chinese Government on the Governing Body.

VAN METER, William I. (United States), accompanying Mr. C. E. Shaw, Employers' representative.

VERMEULEN, Adrianus (Netherlands), Workers' deputy member; Secretary, Netherlands Federation of Trade Unions.

VERSCHUEREN, A. (Belgian), Director, Federation of Belgian Industries; accompanying Mr. Fennema, Employers' deputy member.

VEYSEY, G. C. (United Kingdom), Government representative; Under-Secretary, Ministry of Labour and National Service.

WALINE, Pierre (French), Employers' representative; General Delegate, Federation of Metal and Mining Industries; Vice-Chairman of the Governing Body.

WALLIN, Michel Paul Louis (Belgian), Deputy Counsellor, Chief of the International Relations Service, Ministry of Labour and Social Welfare; accompanying Mr. Fafchamps, Government representative.

WEIBEZAHN-MASSIANI, A. W. (Venezuelan), Secretary, Permanent Delegation of Venezuela to the Specialised Agencies of the United Nations; substitute for Mr. Montoya, Government representative.

WEINBERGER, Emil (Austrian), Employers' substitute deputy member; Austrian Industrial Employers' Federation.

WHEATLEY, Margaret Jaffrey (United Kingdom), Ministry of Labour and National Service; accompanying Mr. Veysey, Government representative.

WILLIAMS, Bruce M. (Canadian), Deputy Permanent Delegate, Canadian Permanent Delegation to the European Office of the United Nations; accompanying Mr. McLaren, Government representative.

WOORI, Eero A. (Finnish), Government representative; Director of the General Department in the Ministry of Social Affairs; representative of the Finnish Government on the Governing Body.
INDEX

"AD HOC" COMMITTEE ON FORCED LABOUR

Third Progress Report of the U.N.-I.L.O. Committee ................................................. 89

ADVISORY COMMITTEE ON SALARIED EMPLOYERS AND PROFESSIONAL WORKERS

See: SALARIED EMPLOYEES AND PROFESSIONAL WORKERS

ADMINISTRATIVE COMMITTEE ON CO-ORDINATION

Twelfth Report .................................................................................................................. 89

AFRICA

Application of the Hours of Work (Industry) Convention, 1919 (No. 1) to transport workers, especially in countries of Africa and Asia .......................................................... 82
Establishment of an African Field Office and other matters relating to African activities .......... 32-33, 96-97

AGRICULTURE

See: PERMANENT AGRICULTURAL COMMITTEE

ALLOCATIONS COMMITTEE

Report of the Committee .................................................................................................... 34, 75

APPLICATION OF CONVENTIONS AND RECOMMENDATIONS

See: COMMITTEE ON STANDING ORDERS AND THE APPLICATION OF CONVENTIONS AND RECOMMENDATIONS

ASIA

Application of the Hours of Work (Industry) Convention, 1919 (No. 1) to transport workers, especially in countries of Africa and Asia .......................................................... 82
Elementary education and compulsory schooling ................................................................ 57
Protection of young workers .............................................................................................. 58
Report of the Technical Meeting on the Protection of Young Workers in Asian Countries in Relation to their Vocational Preparation .................................................. 12-13, 56-58
Vocational training of young workers .................................................................................. 57
Youth placement and vocational guidance ........................................................................... 58

BUILDING, CIVIL ENGINEERING AND PUBLIC WORKS COMMITTEE

Communication to the Committee of recommendations of the Meeting of Experts on the Prevention and Suppression of Dust in Mining, Tunnelling and Quarrying .................................................. 25, 71
Date and place of the Fourth Session ................................................................................ 99

COMPLAINTS

See: COMMITTEE ON STANDING ORDERS AND THE APPLICATION OF CONVENTIONS AND RECOMMENDATIONS

COAL MINES COMMITTEE

Communication to the Committee of recommendations of the Meeting of Experts on the Prevention and Suppression of Dust in Mining, Tunnelling and Quarrying .................................................. 25, 71
Date and place of the Fifth Session ................................................................................... 99

COMMISSION FOR TECHNICAL CO-OPERATION IN AFRICA SOUTH OF THE SAHARA (C.C.T.A.) .......................................................... 97

COMMITTEE OF EXPERTS ON INDIGENOUS LABOUR

Convocation and agenda of the Second Session .................................................................. 31-32, 96

COMMITTEE OF EXPERTS ON SOCIAL POLICY IN NON-METROPOLITAN TERRITORIES

Invitation from the Portuguese Government to hold the Third Session in Lisbon ............... 28, 30
Third Session of the Committee and priorities in programmes of work ........................... 28-30, 93-95

COMMITTEE ON FREEDOM OF ASSOCIATION

Sixth Report of the Committee .......................................................................................... 35-39, 40-47, 73

COMMITTEE ON INDUSTRIAL COMMITTEES

Communication from the Miners' International Federation regarding the proposed tripartite conference concerning the co-ordination of social security schemes for miners in Europe ................................................. 51, 86
Report of the Committee ..................................................................................................... 50-51, 77-80
Report of the Subcommittee of the Committee .......................................................... 50, 76
Representation of international non-governmental organisations on Industrial Committees ..... 26, 83
Requests for the establishment of new Industrial Committees ........................................ 50, 79
Requests for membership of the Industrial Committees and of the Advisory Committee on Salaried Employees and Professional Workers .......................................................... 51, 79

COMMITTEE ON STANDING ORDERS AND THE APPLICATION OF CONVENTIONS AND RECOMMENDATIONS

Agenda ............................................................................................................................. 81
Application of the Hours of Work (Industry) Convention, 1919 (No. 1) to transport workers, especially in countries of Africa and Asia .......................................................... 82
Desirability of a procedure for the reconsideration of a vote ........................................... 26, 83
Desirability of revising the Wages, Hours of Work and Manning (Sea) Convention (Revised), 1949 (No. 93) .......................................................... 81-82
Periodical reports on the working of Conventions Nos. 27, 28 and 31 .................................. 81
Procedure for the examination of complaints .................................................................. 28, 85
Procedure for the examination of credentials .................................................................. 84
Question of the ratification of the Conventions (Nos. 33 and 60) concerning the age for admission of children to non-industrial employment ........................................... 82
Question of the right of new States Members to make use of exceptions authorised by certain Conventions for certain States Members .......................................................... 82
Report of the Committee .............................................................................................. 26, 31, 81-85
Representation of international non-governmental organisations on Industrial Committees .......................................................... 26, 83
Revision of Rules concerning Powers, Functions and Procedure of Regional Conferences .......................................................................................................................... 26-28, 83
Rights and obligations of governments in respect of the appointment of delegates and advisers; tripartite representation; incomplete delegations .......................................................... 83

COMPOSITION OF COMMITTEES

Correspondence Committee on Occupational Safety and Health ........................... 48-49, 90
Permanent Agricultural Committee ............................................................................. 48-49, 90

CONSTITUTION

Proposal for the amendment of article 19, paragraph 2 ..................................................... 33, 98

DELEGATES AND ADVISERS

Procedure for the examination of credentials .................................................................. 84
Rights and obligations of governments in respect of delegates and advisers .......... 83

DIRECTOR-GENERAL'S REPORT

Communication to the Governing Body from the Norwegian Government Social Welfare Board for the Merchant Navy .......................................................... 91-92
Composition of the Governing Body ............................................................................. 28, 91
Obituary: Mr. D. Christie Tait; Dr. G. Fauquet; Mr. W. Green; Mr. A. Haywood; Senator Elbert D. Thomas .......................................................... 28, 91
Progress of international labour legislation .................................................................... 28, 91
Preliminaries .................................................................................................................... 28, 91
First Supplementary Report: Date of the annual session of the International Labour Conference .......................................................................................................................... 28, 92-93
Second Supplementary Report: Non-Metropolitan Territories; Third Session of the Committee of Experts on Social Policy and priorities in programmes of work ........................................................................... 28-30, 93-95
Third Supplementary Report: Composition of the Joint Maritime Commission .......................................................................................................................... 30-31, 95-96
Fourth Supplementary Report: Convocation and agenda of the Second Session of the Committee of Experts on Indigenous Labour ........................................................................... 31-32, 96
Fifth Supplementary Report: The question of an African Field Office and other matters relating to African activities .......................................................... 32-33, 96-97
Sixth Supplementary Report: Chairmanship of the Governing Body ......................... 9-11, 98
Seventh Supplementary Report: Proposal for the amendment of article 19, paragraph 2, of the Constitution .......................................................................................................................... 33, 98
Eighth Supplementary Report: Regional activities of the I.L.O. ........................................ 33, 98
Ninth Supplementary Report: Entry into force of the Agreement concerning the Social Security of Rhine Boatmen .......................................................... 35, 98

DUST

Meeting of Experts on the Prevention and Suppression of Dust in Mining, Tunnelling and Quarrying .......................................................... 21-25, 71-72

EDUCATION

Elementary education and compulsory schooling in Asian countries .......................... 57

EUROPEAN COAL AND STEEL COMMUNITY

Communication to the High Authority of the recommendations of the Meeting of Experts on the Prevention and Suppression of Dust in Mining, Tunnelling and Quarrying .......................................................... 25, 71

FAQUET, G.

Tribute to the memory of ............................................................................................... 28, 91

FIELD OFFICES

Establishment of an African Field Office and other matters relating to African activities .......................................................................................................................... 32-33, 96-97

GARCÍA OLDINI, Mr. FERNANDO

Appointment by Chilean Government as member of the Governing Body ................. 98
Election as Chairman of the Governing Body ................................................................. 9-11

FINANCIAL AND ADMINISTRATIVE COMMITTEE

Reports of the Committee ............................................................................................. 34, 74
FORCED LABOUR

Page 89

FREEDOM OF ASSOCIATION
Sixth Report of the Committee on Freedom of Association

Page 35-39, 40-47, 73

GOVERNING BODY

120th Session — Approval of the minutes
Page 11-12
121st Session — Closing of the session
Page 52
122nd Session — Date and place
Page 7-8, 102-104
Appointment of Governing Body representatives on various bodies
Page 51, 100
Chairmanship of the Governing Body
Page 9-11, 98
Composition of the Governing Body
Page 28, 91-92
Effect on Governing Body meetings of change in the date of the annual session of the Conference
Page 93
Functions of Governing Body representatives at regional conferences
Page 84-85

HAYWOOD, ALLAN
Tribute to the memory of
Page 28

HYGIENE OF SEAFARERS
See: Joint I.L.O.-W.H.O. Committee on the Hygiene of Seafarers

INDIGENOUS LABOUR
Convocation and agenda of the Second Session of the Committee of Experts on Indigenous Labour
Page 31-32, 96

INDUSTRIAL COMMITTEES
Inland Transport Committee
Page 50, 78
Metal Trades Committee
Page 51, 79-80
Salaried Employees and Professional Workers, Advisory Committee on
Page 50, 51, 77-78, 79
Textiles Committee
Page 50, 78-79
Report of the Committee on Industrial Committees
Page 50-51, 77-80
Report of the Subcommittee of the Committee on Industrial Committees
Page 50, 76
Requests for the establishment of new Industrial Committees
Page 50, 79
Requests for membership of the Industrial Committees and of the Advisory Committee on Salaried Employees and Professional Workers
Page 51, 79

INLAND TRANSPORT COMMITTEE
Question arising from the Fourth Session of the Committee
Page 50, 78

INSTITUTO COOPERATIVO DEL PERU
Communication to the Secretariat of the Latin American Manpower Technical Conference
Page 70

INTER-AFRICAN LABOUR INSTITUTE
Page 97

INTERNATIONAL COMMITTEE ON SCIENTIFIC MANAGEMENT
Letter to the Director-General concerning productivity
Page 62

INTERNATIONAL LABOUR CONFERENCE
Date of the annual session of the Conference
Page 28, 92-93
Desirability of including in the Standing Orders a provision laying down a procedure for the reconsideration of a vote
Page 26, 83

INTERNATIONAL LABOUR LEGISLATION (PROGRESS OF)
Proposal for the amendment of article 19, paragraph 2, of the Constitution
Page 33, 98
Regional activities
Page 33, 98

INTERNATIONAL NON-GOVERNMENTAL ORGANISATIONS
Insertion of a provision in the Standing Orders of Industrial Committees concerning representation
Page 26, 83

INTERNATIONAL ORGANISATIONS COMMITTEE
European regional activities
Page 89
Report of the Committee
Page 51, 89
Page 89

JOINT I.L.O.-W.H.O. COMMITTEE ON THE HYGIENE OF SEAFARERS
Date of meeting
Page 99
JOINT MARITIME COMMISSION
Composition of the Commission 26, 30-31, 82, 95-96
Termination of membership 82-83

JUVENILE WORKERS
See: YOUNG WORKERS

LANGUAGES
See: LATIN AMERICAN MANPOWER TECHNICAL CONFERENCE

LATIN AMERICAN MANPOWER TECHNICAL CONFERENCE
Record of the Conference 18-21, 63-70

MANPOWER
See: LATIN AMERICAN MANPOWER TECHNICAL CONFERENCE

MANUFACTURING INDUSTRIES
Expert and tripartite meetings and discussions on productivity 60, 61
Practical methods of increasing productivity 59
Report of the Meeting of Experts on Productivity in Manufacturing Industries 13-17, 18, 59-62
Studies and publications on productivity 59, 61

MEETING OF EXPERTS ON THE PREVENTION AND SUPPRESSION OF DUST IN MINING, TUNNELLING AND QUARRYING
Report of the meeting 21-25, 71-72

MEETING OF EXPERTS ON PRODUCTIVITY IN MANUFACTURING INDUSTRIES
See: PRODUCTIVITY

MESSAGES OF SYMPATHY
Messages sent to Belgium, Iran, the Netherlands and the United Kingdom concerning national disasters 11

METAL TRADES COMMITTEE
Agenda of the Fifth Session of the Committee 51, 79

MIGRATION
See: LATIN AMERICAN MANPOWER TECHNICAL CONFERENCE

MINERS' INTERNATIONAL FEDERATION
Communication from the Federation regarding the proposed tripartite conference concerning the co-ordination of social security schemes for miners in Europe 51, 80

MINIMUM AGE
Question of the ratification of the Conventions (Nos. 33 and 60) concerning the age for admission of children to non-industrial employment 82

MINING, TUNNELLING AND QUARRYING
Report of the Meeting of Experts on the Prevention and Suppression of Dust in Mining, Tunnelling and Quarrying 21-25, 71-72

NATIONAL DISASTERS
See: MESSAGES OF SYMPATHY

NON-GOVERNMENTAL ORGANISATIONS
See: INTERNATIONAL NON-GOVERNMENTAL ORGANISATIONS

NON-METROPOLITAN TERRITORIES
Third Session of the Committee of Experts on Social Policy, and priorities in programmes of work 28-30, 93-95

NORWAY
Communication to the Governing Body from the Norwegian Government Social Welfare Board for the Merchant Navy 91-92

OCCUPATIONAL DISEASES
See: DUST

PERMANENT AGRICULTURAL COMMITTEE
Date and place of Fourth Session 99
Resignation and new appointment 90
PERIODICAL REPORTS

See: COMMITTEE ON STANDING ORDERS AND THE APPLICATION OF CONVENTIONS AND RECOMMENDATIONS

PORTUGAL

Invitation from the Portuguese Government to hold the Third Session of the Committee of Experts on Social Policy in Non-Metropolitan Territories in Lisbon

PRODUCTIVITY

Communication of the conclusions of the Meeting of Experts
Expert and tripartite meetings and discussions
Letter to the Director-General from the International Committee on Scientific Management
Practical methods of increasing productivity in manufacturing industries
Recommendations concerning future studies and activities of the I.L.O. in the field of productivity
Report of the Meeting of Experts on Productivity in Manufacturing Industries
Studies and publications
Technical assistance in increasing productivity

PROGRAMME OF MEETINGS

Publications

Report on progress of I.L.O. publications
Studies and publications on productivity

REGIONAL CONFERENCES

Functions of the representatives of the Governing Body
Procedure for the examination of credentials
Resolution relating to matters not included in an item of the agenda
Revision of the Rules concerning Powers, Functions and Procedure of Regional Conferences

REHABILITATION OF THE DISABLED

See: LATIN AMERICAN MANPOWER TECHNICAL CONFERENCE

RHINE BOATMEN

Entry into force of the Agreement concerning the Social Security of Rhine Boatmen, 1950

SALARIED EMPLOYEES AND PROFESSIONAL WORKERS

Performers' rights
Requests for membership of the Advisory Committee on Salaried Employees and Professional Workers

SEAFARERS

Desirability of revising the Wages, Hours of Work and Manning (Sea) Convention (Revised), 1949 (No. 93)
Joint I.L.O.-W.H.O. Committee on the Hygiene of Seafarers

SCIENTIFIC MANAGEMENT

Letter to the Director-General from the International Committee on Scientific Management concerning Productivity

SOCIAL SECURITY

Communication from the Miners' International Federation regarding the proposed tripartite conference concerning the co-ordination of social security schemes for miners in Europe
Entry into force of the Agreement concerning the Social Security of Rhine Boatmen, 1950

STANDING ORDERS

Desirability of a procedure for the reconsideration of a vote
Procedure for the examination of complaints
Procedure for the examination of credentials
Report of the Committee on Standing Orders and the Application of Conventions and Recommendations
Representation of international non-governmental organisations on Industrial Committees

STATISTICS

Date and place of Preliminary Meeting of Statistical Experts

TAIT, D. CHRISTIE

Tribute to the memory of

TECHNICAL ASSISTANCE

General progress report on I.L.O. technical assistance activities
Latin American Manpower Technical Conference: Technical assistance from the I.L.O.
Report on financial questions
Report of the Technical Assistance Committee
Technical assistance in raising productivity
Technical Meeting on the Protection of Young Workers in Asian Countries in Relation to their Vocational Preparation.

Elementary education and compulsory schooling ........................................... 57
Protection of young workers ............................................................................ 58
Report of the Meeting ....................................................................................... 12-13, 56-58
Vocational training ............................................................................................ 57
Youth placement and vocational guidance ......................................................... 58

Textiles Committee

Fourth Session of the Committee ...................................................................... 50, 78-79

Thomas, Senator Elbert D.

Tribute to the memory of ................................................................................ 28, 91

Transport

Application of the Hours of Work (Industry) Convention, 1919 (No. 1) to transport workers, especially in countries of Africa and Asia .......................................................... 82

Vocational Guidance and Training

Vocational training of young workers in Asian countries ................................ 57
Youth placement and vocational guidance in Asian countries ......................... 58

See also: Latin American Manpower Technical Conference

Voting

Desirability of a procedure for the reconsideration of a vote ......................... 26, 83

Wheeler, F. H.

Declaration of loyalty ........................................................................................ 33

Yalden-Thomson, W.

Declaration of loyalty ........................................................................................ 33

Young Workers

Elementary education and compulsory schooling in Asian countries ............ 57
Protection of young workers in Asia .................................................................. 58
Question of the ratification of the Conventions (Nos. 33 and 60) concerning the age for admission of children to non-industrial employment ........................................................................... 82
Report of the Technical Meeting on the Protection of Young Workers in Asian Countries in Relation to their Vocational Preparation .......................................................... 12-13, 56-58
Vocational training in Asia ................................................................................. 57
Youth placement and vocational guidance in Asia ............................................ 58

See also: Latin American Manpower Technical Conference