INTERNATIONAL LABOUR OFFICE

MINUTES
OF THE
134TH SESSION
OF
THE GOVERNING BODY

GENEVA, 5-8 MARCH 1957
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The Governing Body of the International Labour Office

The 134th Session of the Governing Body of the International Labour Office was held in Geneva from Tuesday, 5 to Friday, 8 March 1957.

The Governing Body was composed as follows:

**Chairman:** Sir Guildhaume Myrddin-Evans.

**Government group:**
- Argentina: Mr. Migone.
- Australia: Mr. Shaw.
- Burma: Mr. Sein Myint.
- Canada: Mr. Haythorne.
- China: Mr. Yu.
- Colombia: Mr. González.
- Cuba: Mr. Camejo Argudín.
- Egypt: Mr. Asahany.
- Federal Republic of Germany: Mr. Sauerborn.
- France: Mr. Hauck.
- India: Mr. Merani.
- Italy: Mr. Ago.
- Japan: Mr. Tatsuke.
- Netherlands: Mr. Van Rhijn.
- Norway: Mr. Øksnes.
- Turkey: Mr. Azak.
- Union of Soviet Socialist Republics: Mr. Arutiunian.
- United Kingdom: Mr. Robertson.
- United States: Mr. Wilkins.
- Uruguay: Mr. Piriz Coelho.

**Employers' group:**
- Mr. Bergenström.
- Mr. Campanella.
- Mr. Faubel.
- Mr. Gemmill.
- Mr. Ghayour.
- Mr. Jawad (substitute for Mr. Allana).
- Sir Richard Snedden.
- Mr. Tata.
- Mr. Van Meter (substitute for Mr. McGrath).
- Mr. Waline.

**Workers' group:**
- Mr. Aftab Ali.
- Mr. Botereau.
- Mr. Delaney.
- Mr. Möri.
- Mr. Nielsen.
- Mr. Pequeno.
- Mr. Richter.
- Sir Alfred Roberts.
- Mr. Sánchez Madariaga.
- Mr. Thondaman.

The following regular representatives were absent:

**Government group:**
- Colombia: Mr. González Barros.
- Cuba: Mr. de Blanck.
- France: Mr. Ramadier.
- Uruguay: Mr. Nogueira.

**Employers' group:**
- Mr. Alcalá Sucre.
- Mr. Allana.
- Mr. McGrath.

**Workers' group:**
- Mr. Cofiño.
- Mr. Monk.
- Mr. Tripathi.

The following deputy members, or substitute deputy members, were present:

**Government group:**
- Ceylon: Mr. Wijeratne.
- Chile: Mr. Donoso Silva.
- Indonesia: Mr. Soepomo.
- Mexico: Mr. Calderón Puig.
- Portugal: Mr. Fernandes.
- Sweden: Mr. Eckerberg.
- Switzerland: Mr. Kaufmann.

**Employers' group:**
- Mr. Yllanes Ramos.
- Mr. Fennema.
- Mr. Mishiro.
- Mr. Kuntschen.
- Mr. Muro de Nadal.
- Mr. O'Brien.
- Mr. Moriel.
- Mr. Van Lint.
- Mr. Díaz Salas.

**Workers' group:**
- Mr. d'Alessio.
- Mr. Becker.
- Mr. De Bock.
- Mr. Kachicho.
- Mr. Khalaf.
- Mr. Liang.
- Mr. Lindblom.
- Mr. Pastore.
- Mr. Ruppert.
- Mr. Sherif.

The following representatives of States Members of the Organisation were present as observers:

**Brazil:** Mr. Barboza Carneiro.
**Costa Rica:** Mr. Donnadieu.
**Czechoslovakia:** Mr. Strnad.
**Dominican Republic:** Mr. Saviñón.
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. Alvarezado, Assistant Director-General.

Mr. Ammar, Assistant Director-General.

Mr. Blanchard, Assistant Director-General.

Mr. Wheeler, Treasurer and Financial Controller.

Mr. L'Hommelais, Chief of the Official Relations Division.

Representatives of international governmental organisations:

United Nations: Mr. Pelt.

Food and Agriculture Organisation: Mr. Posner.


International Civil Aviation Organisation: Mr. Newton.

World Health Organisation: Mr. Bertrand.

General Agreement on Tariffs and Trade: Mr. Royer.

Council of Europe: Mr. Tennfjord.

Intergovernmental Committee for European Migration: Mr. Rossi Longhi.

High Authority of the European Coal and Steel Community: Mr. Ollenhauer.

Organisation for European Economic Co-operation: Mr. Lambert.

Representatives of international non-governmental organisations present as observers:

International Confederation of Free Trade Unions: Mr. Petteet.

International Co-operative Alliance: Mr. Boson.

International Federation of Christian Trade Unions: Mr. Eggermann.

International Organisation of Employers: Mr. Emery.

World Federation of Trade Unions: Mr. Kabourek.

Substitutes and advisers:

Mr. Arena, accompanying Mr. Pastore.

Miss Baverstock, accompanying Mr. Rossi Longhi.

Mr. Bellingham-Smith, substitute for Sir Richard Snedden.

Mr. Beltramino, accompanying Mr. Migone.

Mr. Boglietti, accompanying Mr. Kabourek.

Mr. Bowers, accompanying Sir Alfred Roberts.

Mr. Bowie, accompanying Mr. Wilkins.

Mr. Cappeleen, accompanying Mr. Öksnes.

Mr. Clark, accompanying Mr. Bertrand.

Mr. Coñan, accompanying Mr. Pelt.

Mr. Currie, substitute for Mr. Shaw.

Mr. David, accompanying Mr. Pelt.

Mr. Drinkwater, accompanying Mr. Kabourek.

Mr. Dudley-Martin, accompanying Mr. Emery.

Mr. Erdman, accompanying Mr. Faubel.

Mr. Galbraith, accompanying Sir Guildhaume Myrdin-Evans.

Mr. Garcia, accompanying Sir Guildhaume Myrdin-Evans.

Mr. Geller, substitute for Mr. Sauerborn.

Mr. Goulet, accompanying Mr. Haythorne.

Dr. Hafezi, accompanying Mr. Bertrand.

Mr. Haigh, substitute for Mr. Royer.

Mr. Heinrici, accompanying Mr. Eckerberg.

Mr. Heldal, substitute for Mr. Öksnes.

Mr. Jacoby, accompanying Mr. Posner.

Mr. Jay, substitute for Mr. Haythorne.

Mr. Kaite, substitute for Mr. Tatsuke.

Mr. Kamel, accompanying Mr. Asfahany.

Miss Kracht, substitute for Mr. Donoso Silva.

Mr. Kudo, accompanying Mr. Tatsuke.

Mr. Lagasse, accompanying Mr. Emery.

Mr. Lee, substitute for Mr. Yo.

Mr. Leventy, accompanying Mr. Asfahany.

Mr. Lyssikov, accompanying Mr. Arutunian.

Mr. Madjid, substitute for Mr. Soepomo.

Mr. Maher, substitute for Sir Guildhaume Myrdin-Evans.

Mr. Makeev, accompanying Mr. Arutunian.

Mr. Méjico, accompanying Mr. Calderon Puig.

Mr. Mermilod, accompanying Mr. Waline.

Mr. Mihaud, accompanying Mr. Pelt.

Mr. Mochi-Onori, substitute for Mr. Campa-Nella.

Mr. Palthey, accompanying Mr. Pelt.

Mr. Pelisson, accompanying Mr. Hauck.

Mr. Piatakov, accompanying Mr. Arutunian.

Mr. Popper, accompanying Mr. Wilkins.

Mr. Posteraro, accompanying Mr. Ago.

Mr. Purpura, substitute for Mr. Ago.

Mr. Rahardt, accompanying Mr. Rossi Longhi.

Mr. Rehling, accompanying Mr. Pelt.

Miss Riazantzeva, accompanying Mr. Arutunian.

Mr. Ribeiro da Cunha, substitute for Mr. Fernandes.

Mr. Said Salama, substitute for Mr. Asfahany.

Mr. Sautin, substitute for Mr. Arutunian.

Mr. Shkunaev, accompanying Mr. Arutunian.

Mr. Sohns, accompanying Mr. van Rhijn.

Father Storkman, substitute for Mr. van Rhijn.

Dr. Sze, accompanying Mr. Bertrand.

Mr. Tapavicki, accompanying Mr. Vlahov.

Mr. Tersmeden, accompanying Mr. Bergendal.

Mr. Thomas, accompanying Mr. Sauerborn.

Mr. Thurston, accompanying Mr. Wilkins.

Mr. Tobias, accompanying Mr. Wilkins.

Mr. Vanek, accompanying Mr. Emery.

Mr. Wallin, accompanying Mr. van Rhijn.

Mr. Wedel, accompanying Mr. Richter.

Mr. Wright, accompanying Mr. Bertrand.

Mr. Zempel, substitute for Mr. Wilkins.
MINUTES OF THE FIRST SITTING

(Tuesday, 5 March 1957—10.45 a.m.)

The Governing Body was composed as follows:

Chairman: Sir Guildhaume Myrddin-Evans.

Mr. Aftab Ali, Mr. Arutiunian, Mr. Asfahany, Mr. Azak, Mr. Bergenström, Mr. Bothereau, Mr. Camejo Argudín, Mr. Campanella, Mr. Delaney, Mr. Faubel, Mr. Gammill, Mr. Ghayour, Mr. González, Mr. Hauck, Mr. Haythorne, Mr. Jawad, Mr. Merani, Mr. Migone, Mr. Möri, Mr. Nielsen, Mr. Öksnes, Mr. Pequeno, Mr. Piriz Coelho, Mr. Purpura, Mr. van Rhijn, Mr. Richter, Sir Alfred Roberts, Mr. Robertson, Mr. Sánchez Madariaga, Mr. Saderborn, Mr. Sein Myint, Mr. Shaw, Sir Richard Snedden, Mr. Tata, Mr. Tat-Suke, Mr. Thondaman, Mr. Van Meter, Mr. Waline, Mr. Wilkins, Mr. Yū.

Opening of the Session

The Chairman, in opening the session, offered a special welcome to those who were attending for the first time. He warmly welcomed Mr. Migone, recently appointed regular representative of the Argentine Government, who had a long association with the I.L.O. and had been Minister of Labour in his own country; the Governing Body would profit from his advice and assistance. He also welcomed Mr. González, Colombian Consul in Geneva, representing the Colombian Government in the absence of Mr. González Barros, and Mr. Piriz Coelho, Uruguayan Ambassador to Switzerland, who had already represented his Government at part of the last session. Among the Government deputy members he welcomed Mr. Wijeratne, who was representing the Government of Ceylon for the first time.

With regard to the Employers' group, members of the Governing Body would have learnt with regret of the resignation of Mr. Pons, reported to them in the Director-General's Report, as a result of the increasingly heavy burden of his work in his own country. In his letter to the Chairman of the Governing Body Mr. Pons had written as follows: "To all the members of the Governing Body I send my warm greetings, my acknowledgment of the work they are doing and all the help they have given me, and to the Organisation itself my most profound gratitude for the lessons it has taught me, which have been and will be of such service to me in my life, and my friendship and my affection; to the Director-General and to all the staff of the Office, uniting workers towards social welfare, I send my warm greetings, my acknowledgment of the work they are doing and all the help they have given me, and to the Organisation itself my most profound gratitude for the lessons it has taught me, which have been and will be of any use to them." The Chairman was sure that members of the Governing Body had enjoyed Mr. Pons' association with them and that he would be very much missed. He had already written a suitable reply to Mr. Pons' letter of resignation.

Mr. Allana and Mr. McGrath were absent and were represented by Mr. Jawad and Mr. Van Meter respectively.

Among the Workers' regular members, Mr. Coñño and Mr. Tripathi were absent and were replaced by Workers' deputy members.

The Chairman also welcomed the representatives of Brazil, Costa Rica, Czechoslovakia, the Dominican Republic, Greece, Luxembourg, Peru, Poland and Yugoslavia, who were present as observers, and, finally, the representatives of various intergovernmental organisations and the observers from nongovernmental organisations who were attending the session.

Sixteenth Item on the Agenda

Report of the Director-General

I. Obituary.

The Chairman said that those who had been members of the Governing Body for many years had no doubt been saddened at hearing of the death, since the last session, of Mr. Justin Godart and would wish to pay a tribute to his memory.

Mr. Waline said that he and his colleagues in the Employers' group had indeed been grieved to hear of the death of Justin Godart, whom many of them had known for a long period as a man who, up to the time of his death at the age of 85, had closely followed the life of the International Labour Organisation ever since it was set up. He remained in their memories as a man who, to the end of his days, had stayed vigorous in mind and body and had had the good fortune to retain his powers unimpaired by old age. Mr. Waline recalled, for instance, that when for the second time Justin Godart had been elected President of the International Labour Conference, at the session held in San Francisco in 1948— an honour which he shared only with the late Lord Burnham—he had made an impromptu journey from San Francisco to New York over the weekend and had returned, fresh and fit, in time to resume the presidential chair. He had been unchanged when, some weeks before his death, Mr. Waline had again seen him at one of the meetings of the Société des Amis d'Albert Thomas, whose gatherings he never missed.

With him there had left the scene yet another of those who had supported the I.L.O. at the time of its creation. By a curious coincidence the Paris newspaper which on 15 December last had announced the death of Justin Godart had also carried the news of the death of Paul Mantoux, another Frenchman of the same generation, who, by the role he had played at the Peace Conference alongside Lloyd George, Clemenceau and Wilson, had contributed to the creation of the I.L.O. and had been present at its birth, as well as making a contribution to its work through his activity as Director of the Political Section in the League of Nations Secretariat.
Justin Godart and Paul Mantoux, Léon Jouhaux and, of course, Albert Thomas, represented a team of Frenchmen who for 30 or 40 years had co-operated loyally in the establishment and development of the Organisation. As far as it was in their power the present members of the Governing Body would carry on the work of those men and would keep their memory alive.

Mr. Bothereau associated the Workers' group with the tributes to Justin Godart. He had known Justin Godart during the pre-war years as a faithful participant in the activities of the Organisation, and was well aware of the pains he had taken and the personal contribution he had made to the results achieved. After the war Justin Godart had resumed his work with the Organisation, in which he had always maintained his interest, and had again presided over the Conference. The speaker, too, felt that yet another of the pioneers of the Organisation had thus disappeared; fortunately, however, the continuation of their work was ensured by those who had come after them.

Mr. Hauck thanked the previous speakers for the tribute they had paid to the memory of Mr. Justin Godart.

During the last years of Justin Godart's association with the I.L.O. he had himself had the privilege of working with him and of being his travelling companion on journeys to distant countries. Mr. Waline had referred to Justin Godart's achievements and to the outstanding contribution which he had made to the life and growth of the Organisation; for his own part he wished to recall how friendly, lively, generous and courageous a man he had been. If, as Mr. Waline had recalled, Justin Godart had kept to the end of his long life an unusual youthfulness of heart and spirit, the reason was that in him a passion for social justice and liberty had been inseparable from the love of life itself. He had loved fine books and good living, and he had been one of those men who, living a full life, sought to infuse into the rest of mankind some of their own warmheartedness. Those who had known him would never forget how, as the white-haired but youthful President of the San Francisco Conference, he had given a great lesson in chairmanship to all the delegates there present.

The French Government, which Justin Godart had for long represented in the Governing Body, associated itself with the feelings that had been expressed and thanked the Governing Body for the well-deserved tribute it had paid to his memory.

The Chairman was sure that the Governing Body as a whole would wish to pay a tribute to a man of sweet character and complete integrity, a loyal friend of the Organisation who was one of only two men who had twice been honoured with the presidency of the International Labour Conference.

The members of the Governing Body stood for a minute in silence in tribute to the memory of Mr. Justin Godart.

The Governing Body requested the Director-General to convey its condolences to the French Government and to Mr. Justin Godart's family.

The Director-General said he was sure that the Governing Body would also learn with regret of the death of Ernest Herz, Principal Member of Division in the Labour-Management Relations Division of the Office, which had occurred on 1 February 1957 after a brief illness. Entering the service of the Organisation in 1924, Ernest Herz had since that time, apart from the interruption of the war, constantly dealt with various questions of labour law and with the protection of freedom of association in particular; members of the Committee on Freedom of Association especially would remember him. In recent years advantage had been taken of Ernest Herz's great competence in that field to entrust him with a number of technical assistance missions to advise member governments, and his death was a heavy loss to the Office.

The Governing Body placed on record its regret at the loss of a devoted servant of the Organisation and requested the Director-General to convey its deep sympathy to Mr. Ernest Herz's widow.

**FIRST ITEM ON THE AGENDA**
**Approval of the Minutes of the 133rd Session**

The Governing Body approved the minutes of the 133rd Session subject to the insertion of the corrections received.

**SECOND ITEM ON THE AGENDA**
**Future Action in the Field of Labour-Management Relations**

Mr. Waline said that the Employers' group had read with interest the paper on future action in the field of labour-management relations and, in general, thought that the Office could provide most valuable information to all those concerned with the improvement of relations between employers and workers.

There were, however, one or two points on which the paper was not entirely clear. In particular, he asked for an explanation of exactly what was meant in paragraph 6 by "the appropriate international organisations" to which it was proposed to transmit the report of the Meeting of Experts on Industrial and Human Relations, and for an indication of the subjects of the two major research projects envisaged for 1957 and referred to in paragraph 7(a).

With reference to paragraph 7(b) of the paper, which proposed the preparation of a series of practical and simplified manuals for the guidance of governments or of worker or employer groups in countries now beginning to industrialise, describing the practices and results achieved in countries of wide experience in certain specified matters which covered not only industrial relations but also human relations within the undertaking, he recognised the usefulness of such manuals but drew attention to the extent to which practice varied from country to country or even from industry to industry in the same country in such matters as collective bargaining, conciliation and arbitration systems, or methods of consultation within the undertaking. The important thing was to assemble facts and to give an account of actual experiences, which were manifold and could hardly be classified in any order of merit, since what suited one country or a particular industry in one country did not necessarily suit another; an objective and prudent approach should therefore be adopted and every care taken to avoid generalisation. If that were borne in mind an excellent piece of work might well be done. He had often expressed his regret that the Office no longer produced a sufficient number of studies objective and precise enough to arouse interest, not only in the circles represented in the Governing Body but also among
those in universities and elsewhere who concerned themselves with labour questions from a more speculative point of view. He personally welcomed such studies as one way of reviving a tradition which had perhaps been neglected as a result of more urgent calls and as a means of providing more varied and more precise information to those who needed it.

He also favoured the preparation of studies by external collaborators and studies bearing on selected undertakings in the country only those who belonged to a country could fully understand the facts underlying appearances and explain national institutions and customs; further, it was more realistic to describe labour-management relations in a concrete case than to picture them in the abstract. He asked, however, that in selecting the external collaborators great care be taken to ensure that they had not only the ability to carry out such studies but also the intellectual probity which would enable them to appreciate the differing points of view of the different parties in industry and labour. Furthermore, the undertakings selected should be typical in character and not marginal or exceptional cases chosen only for their outstanding achievements. The Director-General would no doubt take those two points into account.

Mr. Bergensström wished to add to Mr. Waline's observations three additional points. Firstly, it was extremely important that in the field of labour-management relations the difference in conditions in various countries should be borne constantly in mind. Secondly, the aims of the programme outlined in the Office document should include the fostering of a sense of responsibility in both labour and management. Finally, it was fundamental to bear in mind the need for increased productivity as one of the goals of the programme in addition to its social, political and other aspects.

Mr. Merani expressed the hearty support of the Government of India for the programme outlined by the Director-General and approved the transmission to governments and to other international organisations of the report of the Meeting of Experts on Industrial and Human Relations, together with an handbook for the use of trade union workers, with union organisations and trade union practice, and a study in 1957. Mr. Merani wished to add to Mr. Waline's observations three additional points. Firstly, it was important that in the field of labour-management relations the difference in conditions in various countries should be borne constantly in mind. Secondly, the aims of the programme outlined in the Office document should include the fostering of a sense of responsibility in both labour and management. Finally, it was fundamental to bear in mind the need for increased productivity as one of the goals of the programme in addition to its social, political and other aspects.

Mr. Shaw expressed the continuing support of the Australian Government for I.L.O. activities for the improvement of labour-management relations and the greatest possible use be made of the experience of more advanced undertakings in underdeveloped countries, and it was important that enterprises in those countries should have the benefit of the experience of more advanced undertakings in the same country rather than follow the examples set by other regions. The Governing Body would be glad to know that the Indian Government was considering proposals to organise a seminar on labour-management co-operation, possibly on the eve of the next Asian Regional Conference. This was an illustration of his Government's deep interest in a labour-management relations programme and its anxiety that something substantial should be achieved in that field as early as possible.

Other types of assistance which might be made available on request, in addition to those enumerated in paragraph 13, were expert assistance to individual undertakings in setting up adequate labour-management relations machinery, assistance to employers' and workers' organisations in organising seminars, and assistance to trade unions in running courses for trade union workers. The digest of collective agreements and awards of industrial courts referred to in paragraph 15 would be most useful; such a collection was already being maintained in India.

With regard to the individual plant studies proposed in paragraph 16, under which the Office would act as a clearing house and collecting centre for information on research and investigation in the labour-management field. The greatest possible use should be made of existing agencies and the results of research should be given the widest possible dissemination.

With regard to the individual plant studies proposed in paragraph 16, under which the Office would act as a clearing house and collecting centre for information on research and investigation in the labour-management field. The greatest possible use should be made of existing agencies and the results of research should be given the widest possible dissemination.

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leaders in countries with less experience and to help them to work out suitable approaches to them. He also warmly supported the proposal made in paragraph 13 (f) concerning the encouragement and organisation of seminars on a regional or national basis to convey information and exchange views on trends, developments and exchange of knowledge in the field of labour-management relations; this being done on an increasing scale in Australia and was considered a very profitable line of approach.

Sir Alfred Roberts said that the Workers' group welcomed the proposed programme. Although it was being launched rather late that had perhaps the advantage of enabling clear and well-considered proposals to be put forward.

In regard to the point raised by Mr. Bergström concerning the need to bear in mind the productivity aspect, the Workers' group considered that the first objective must be the establishment of good industrial and human relations, since without them there could be no satisfactory results from attempts to increase productivity or apply new techniques. It would not be wise to go too quickly or to attempt to cover too wide a field at the outset.

With regard to the subjects for the first two major research projects the question of "job satisfaction" suggested by Mr. Shaw was extremely important and relevant. The Workers would also welcome the adoption of Mr. Shaw's second suggestion, namely the subject of co-operation between employers' and workers' organisations and public authorities; he recalled that this question had been proposed by the Workers' group as an item for the agenda of the 1958 Session of the Conference, though unfortunately it had not been accepted by the Governing Body.

While it was true that different countries had different ideas and different methods, there was only one fundamental approach to labour-management relations, and he thought it extremely important that use should be made of the accumulated knowledge and wisdom of those countries which had achieved a reasonable standard of good human and industrial relations and that information on their experience should be passed on to countries which had not yet reached the same stage.

There was, however, an associated problem which gave the Workers cause for considerable concern, namely the position in the less developed countries of the trade unions themselves, which were often very weak and lacked the necessary background knowledge to embark upon activity in the labour-management relations field. In Mr. Merani's suggestion for assistance to trade unions by running courses for trade union workers, for example, there was a danger of confusing workers' education programmes with industrial and human relations programmes. Although the two were to some extent connected it was important that the problem of building up strong and responsible trade unions should be tackled before there was any attempt to bring them into the field of industrial and human relations, otherwise many mistakes might be made.

The Workers agreed that the ten subjects set out in paragraph 7 (b) should be dealt with in manuals which were practical and simple and which had regard to the basic principles of trade unionism and the need for the employers to accept the trade unions.

With regard to the statement made in paragraph 8 of the document that care would be taken to avoid the duplicating of work already done or in process on a national basis by governments, universities, research organisations and private individuals, the Workers were somewhat disturbed by the implication that the Office might accept all work done by research organisations or private individuals as sufficient and as illustrating good practice and good procedure, since they viewed with suspicion some of the work done by some organisations in some countries.

The Workers' group also wished to draw attention specifically to the lack of reference to the role of trade unions in the proposed programme. For instance, while it was true that it was to governments that technical assistance was given, it was strange that in paragraph 13 (f), which spoke of assistance to governments in organising seminars, there was no mention of the trade union role. It was significant that Mr. David L. Cole had stated in his report that: "When organisation of labour and management has progressed to a sufficient degree, the associations or unions must be given major roles in the programme. Where there are already such organisations they should be enlisted from the outset in an active capacity." The Workers offered this as a word of warning to the Office that unless the trade unions were taken fully into consideration the programme would be bound to fail.

Mr. Robertson said that the United Kingdom Government agreed that the report of the Meeting of Experts on Industrial and Human Relations should be transmitted to governments and to the appropriate international organisations and that the Director-General should be authorised to proceed along the lines of the programme described, as suggested in paragraphs 6 and 20 of the document.

The United Kingdom Government strongly endorsed the recognition expressed in the document of the fact that concentration on a limited number of research projects annually, according to the resources available, would be a much more valuable approach than a more widely distributed and less co-ordinated programme.

The preparation of practical and simplified manuals proposed in paragraph 7 (b), taking into account the needs of countries beginning their industrialisation, would be well worth while; the mass of existing material of this type was by its very volume confused and sometimes contradictory. The United Kingdom Government also supported the suggestion in paragraph 8 that I.L.O. research and studies should for the most part be comparative as between regions and countries. The Office would no doubt take into account in this connection the successful work already done in this field by the European Productivity Agency.

He suggested a very cautious approach to the preparation of an international directory of the research work of existing institutions suggested in paragraph 16. Other attempts of that kind had not been conspicuously successful; even on a national basis considerable difficulty had been experienced, particularly in keeping such compilations up to date, and on an international basis there would be the additional difficulty of preserving comparability. Noting the intention of the Office to approach this task by stages, he suggested that it should be regarded as experimental in the first instance and subject to review of its value after some 12 or 18 months.

The United Kingdom Government supported the Australian Government's suggestion that in the selection of subjects for the first research projects the question of "job satisfaction" should have a high priority.

Mr. Pastore expressed his agreement with the important programme put forward by the Office.

The problem of labour-management relations was at present undergoing substantial change, brought about by the tendency towards concentration in certain sectors of industry, technological progress and the use of new techniques. As a result of all these factors many measures affecting the workers, ranging from methods of remuneration to vocational training, needed closer definition within each undertaking. The information requested from member States should therefore establish the extent to which some of the more important problems arising at the level of the undertaking at the present time could be solved through collective bargaining. These problems included, for instance, the differing conceptions of methods of remuneration—by time worked or by output. There were countries where the working tempo, time and motion studies and similar questions were settled through collective bargaining, whereas in many other countries these fundamental factors in wage determination were still settled by the unilateral decisions of the employers. Wage problems were an essential factor in industrial relations generally, and the Office should put the relevant questions to member States very clearly in order to obtain the necessary information on the solutions envisaged in each country.

The vast field of labour-management relations, which was so important to the interests of the workers, could not remain the exclusive domain of management; it should form the subject of direct negotiation with the trade unions, and it was therefore necessary to institute, at national and regional levels, direct contact between the management of undertakings and the trade unions, thus encouraging employers' organisations to abandon the opposition to direct relations with the trade unions which they still maintained in several countries.

An enlightened policy on the part of employers' organisations could be the means of enabling industrial relations to meet the new demands of technical progress. Unless such a policy were adopted a gap would develop between the technical progress of the undertaking and the workers' conditions which would be very difficult to bridge, and which would inevitably have serious consequences in the field of labour-management relations. Recognition of wider powers for trade unions to meet the needs of modern industrial development would lead to a more efficient system of industrial relations, to the advantage not only of the undertakings and the workers but of the economy as a whole.

Mr. Aslahany suggested that in the preparation of the improved manuals proposed in paragraph 7(b) the Office should treat as a specific subject the important role of human factors in promoting better understanding in the undertaking.

Mr. Arutunian thought it useful to give a brief account of the new measures adopted in the U.S.S.R. The U.S.S.R. had recently laid down a new procedure for the investigation of labour disputes, intended to strengthen the rights and the role of the trade unions. This procedure provided for the setting up of joint committees composed of representatives of the management of the undertaking and of the factory or local trade union committee; if the committee thus established could not reach a satisfactory settlement, or if one of the two parties concerned was not satisfied with its decision, the matter was referred to the factory or local trade union committee, whose decision was binding both on the administration of the undertaking and on the workers. Thus, in the case of a local dispute within an undertaking, it was the factory or local trade union committee which had the last word. However, if either party were still not satisfied the matter could then be referred for final consideration to a judicial authority.

The questions considered by the factory or local trade union committees related to all aspects of remuneration and conditions of work normally arising as between workers and administrations, such as transfer to another kind of work, wages, the application of production standards, and the provision of special clothing and food. The characteristic features of the new procedure were its simplicity and speed, which had their value in the promotion of good relations. The joint committees in undertakings were bound to examine complaints within five days; any question referred to the factory or local trade union committee had to be considered within seven days; and a matter referred to the judicial authority of a people's tribunal had to be dealt with within ten days. The procedure had been published and he suggested that the Director-General might give an account of its main provisions in an I.L.O. publication.

It was true that the nature of labour-management relations varied greatly from country to country and that one country's practice could not be mechanically copied for use in another. Nevertheless, the basic fact was that the interests of the workers must be defended. He had some doubt on the extent to which the work of the I.L.O. in the field of labour-management relations was really directed, as it should be, to the betterment of the conditions of the workers, to the strengthening of their rights and not to an obscuring of that issue. Labour-management relations should not be brought down to the level solely of personal and psychological relations since they were essentially a question of relations between two different classes.

In view of the variations in practice between different countries he urged that extreme caution should be exercised in the collection of material. As other speakers had said, if such material was to be useful it should consist of facts and a description of actual circumstances, of the experience of all States Members, and also of the various tendencies prevailing in the trade union movement. Before finally defining his own attitude on what should be done in the field of labour-management relations he would like to see how that material was to be dealt with, and for the time being, therefore, he would abstain on the decisions to be taken by the Governing Body on the Director-General's proposals.

Mr. Wilkins, on behalf of the United States Government, commended the Director-General's approach to the problem of labour-management relations. The programme which had been put forward was a comprehensive one and would take some time to implement completely. The United States
Government wondered, however, whether a proper balance had been struck between the role of governments themselves and the voluntary role of management and labour in a favourable atmosphere made possible by governments.

He approved the transmission of the report of the Meeting of Experts on Industrial and Human Relations to governments and interested international organisations. With respect to the proposed inquiry regarding the subjects which should be treated most urgently he suggested, in order to avoid receiving diverse and widely scattered comments in reply, an attempt should be made to direct the replies to more specific fields, thus helping governments to prepare more orderly answers which would facilitate consideration of the wide subject-matter of the proposed programme. The inquiry might be arranged on the basis of the following five broad categories: organisation of labour and management; recognition of labour organisation and union security arrangements; extent and method of collective bargaining; machinery for adjustment of disputes both during the life of the contract and at the time of its termination; and methods and techniques of labour-management co-operation on such matters as safety, technological change, increased productivity, etc.

He agreed that governments should be asked to consult with employers’ and workers’ organisations regarding the priorities they would wish to see followed in carrying out the research programme, but he believed that, after such consultation, the final decision should be left to the governments. In the United States, for example, it might be difficult to ascertain with any reasonable degree of accuracy the specific items which employers and trade unions would regard as the most important, owing to the diversity of interests and practices existing in the United States and the variety of organisations which might claim a right to be consulted.

In addition to the major research projects proposed by the Australian Government representative, he suggested on behalf of the United States Government another project of a general character which might cover the ways and means by which governments could provide the climate and conditions to encourage voluntary action by employers and workers in the field of labour-management relations. In this connection he called attention to certain useful short documents prepared by the United States Bureau of Labor Statistics under the title “A Guide to Industrial Relations in the United States”. These reports dealt briefly with various industrial relations subjects similar to those enumerated in paragraph 7 of the Office paper, and covered a wide variety of questions, such as labour-management relations in the automobile industry, the railroad industry, the clothing industry, the textile industry, and so on, including union management, co-operation, voluntary arbitration, and mediation and conciliation; they were simple and easily read and would no doubt be found helpful by all member governments.

The intention expressed in paragraph 8 of approaching the subject of labour-management relations for the most part on the basis of comparison between regions and countries was a sensible one. He observed, however, that in practice comparisons had to be general rather than specific, since, as other speakers had remarked, industrial relations practices tended to be very diversified. Even in the United States, for example, there was frequently no prevailing practice, so that it would be difficult to generalise even for that country as a whole in comparison with other countries.

Apart from the practical difficulties of dealing with a variety of outside bodies such as universities and research groups in any co-operative arrangements such as those contemplated in paragraph 8, he pointed out that basic research on industrial relations was an important part of the work of the United States Department of Labor, and his Government therefore thought that I.L.O. activities in this field should be primarily channelled through the existing governmental agencies of the various member States.

Under the heading of technical assistance, it seemed that the language in paragraph 13 (a) might be broadened to indicate that the experts should assist governments to provide for freedom of association not only by drafting legislation but by other means, in order to reflect more clearly the voluntary approach which was implicit in the programme.

With reference to the other activities mentioned in Part III of the paper, his Government would be willing to assist in assembling a representative selection of collective agreements in the United States, and suggested that other countries should do likewise. Finally, the United States Government agreed that the field of labour-management relations was one in which the I.L.O. could satisfy most of the peoples of the world.

Mr. Haythorne said that the Canadian Government regarded the field of labour-management relations as an important one for the Organisation and was generally pleased with the proposals put forward.

He agreed that it would be useful to obtain the views of member countries on the subjects which should be dealt with first, and thought that Mr. Wilkins’ suggestions on the form of that inquiry should prove helpful.

Specific suggestions had been made by various speakers for the subjects of the first major research projects. He wondered whether a decision on this point might not be premature before the matter had in fact been considered by the member countries; it was indeed suggested in paragraph 7 that the decision might in part depend on the results of consultations with member States. He did not wish to delay action, but thought it might be preferable for the Director-General to refer this question back after careful study of the replies received from governments.

In regard to paragraph 8, he appreciated the comments made by Sir Alfred Roberts about certain types of research but thought Sir Alfred would agree that in some countries objective research was in fact being done. He agreed with Mr. Wilkins that it was desirable for the I.L.O., as far as possible, to make use of existing research organisations, particularly those organised by governments. This was not merely a question of avoiding duplication of work but rather of adopting a positive approach to co-operation with existing research organisations, which the Office might ask to undertake certain studies or prepare certain reports rather than do such work itself.

In regard to technical assistance, he wondered if it might not be useful to undertake some examination of the conditions under which the action suggested under paragraphs 13 (a) and (b) concerning the provision of experts to assist governments in drafting legislation and in setting up administrative machinery in relation to labour-management relations programmes could be most effective; in some cases such examination might involve preliminary inquiries in co-operation with other United Nations agencies,
particularly in areas where opportunities for the development of labour-management relations were still scarce.

He expressed some doubt about the wisdom of establishing in Geneva a collection of labour-management agreements on any extensive basis, as suggested in paragraph 13. There would certainly be some value in having a small selection of typical agreements, but it might be preferable for the I.L.O. to encourage member countries themselves to assemble such collections on a national basis, which it could then draw upon as desired.

Sir Alfred Roberts, referring to Mr. Haythorne's remarks on the use of existing research work, explained that the Workers did not object to account being taken of work already done by governments, or perhaps by universities, although in the latter case research was apt to be carried out in a very arid atmosphere. They were, however, concerned to ensure that the Office should note with some care the kind of line taken by private individuals and by the so-called research organisations which existed in certain countries, and should not take it for granted that the existence of research work done by them made it unnecessary for the Office to do any work in the same field.

With reference to Mr. Wilkins' suggestions concerning the form of the inquiry to be put to governments, he was not prepared for the time being to express a view as to whether the division of the questionnaire into five parts would be sufficient. He was, however, disturbed by the suggestion made by Mr. Wilkins that, while governments could consult employers' and workers' organisations, the governments themselves must submit the replies. This seemed to imply that if governments did not like the results of their consultation with these organisations they could merely give their own replies, as had indeed happened in other fields, particularly in connection with questionnaires on subjects included in the agenda of the International Labour Conference. The Workers considered labour-management relations to be primarily the business of employers and workers and their representatives. Governments should be interested in the question and take an active part in work in this field, but it was entirely wrong that they should determine what should be done, how it should be done, and what the nature of the priorities should be. Full account should be taken of the views expressed by employers' and workers' organisations, and governments should convey those views to the Office in their replies.

Mr. Delaney welcomed the submission of the proposals in the Office paper, which outlined a programme in a field in which the workers had always completely supported the initiative of I.L.O. action. In dealing with this extremely complex problem, however, members of the Governing Body should not be too impatient for success, which could not be immediate.

He drew their special attention to the Office's proposals for technical assistance, in particular under paragraph 13 (a), which suggested making experts available to assist governments in drafting legislation to provide for freedom of association, collective bargaining, and so forth. He attached considerable importance to the existence of a climate favourable to good industrial relations between workers and employers; this could only be created in an atmosphere of respect for the dignity of the worker and the right of trade unions to organise and to assemble and freely to elect their own representatives. Unless the matter were approached on the basis of freedom and respect for the dignity of the individual, whether worker or employer, no effective results would be forthcoming from the programme now being initiated. He reminded all member States that it was in their interest to begin by establishing a sound basic labour relations law.

Mr. Migone thanked the Chairman for his kind words of welcome at the opening of the session; he took these as an expression of goodwill towards Argentina, where a great effort was being made to bring social policy fully into harmony with the standards of the International Labour Organisation.

He was happy to congratulate the Director-General on the excellent document he had put forward on a matter which was of capital importance. In Argentina, too, the problem was of an urgent character, and his country therefore welcomed the initiation by the Office of action in the field of labour-management relations.

It was proper that the proposals should be of an experimental nature and provide for carrying out the work in stages; this would bring quicker results. It was also helpful for labour-management relations to be one of the principal subjects of technical assistance.

He supported the suggested study of the question of "job satisfaction", since this was a gauge by which the climate of employer-worker relations could be judged. He suggested that in the collection of examples of experience the most widely varied field of activities should be covered, and that account should also be taken of the fact that the less developed countries and the countries still in course of development were precisely those that had the most pressing need for guidance in their future social policy in this field. Consideration should also be given to rural activities and to nationalised industries. Finally, in connection with the study of "job satisfaction", it would be interesting to include information on the extent to which undertakings bore in mind and made use of the workers' individual initiative.

The Director-General remarked that the discussion had itself provided answers to some of the questions raised; he would deal with some specific points after making a general statement. Industrial relations had from the beginning been a constant central theme of the work of the Organisation, naturally reflected by its tripartite structure. The importance of the present programme lay in what might be termed its new emphasis. Such a new emphasis in labour-management relations had been proposed by him to the Conference in 1954, when he had suggested that the aim should be the gradual intensification of the promotion of good relations between worker and employer in dealing with practical labour and social issues. In its discussion of his Report in 1955 the Conference had endorsed that thesis and had asked him to take the necessary practical steps to put the views expressed into effect. The report made by Mr. David Cole had been one step in that action and it had been continued by the recent Meeting of Experts on Industrial and Human Relations and the recent discussions in the International Labour Office on dealing with the problem by the substitution for the former Industrial Law and Labour Relations Division of a Labour-Management Relations Division.

The present debate confirmed the point of departure for practical action as outlined in the programme.
he had put forward. It was appreciated that the whole programme could not be accomplished immediately, but a solid beginning would be made to a gradual and efficient progress towards the promotion of good labour-management relations. It was implicit in the term "human relations" that the programme should cover human, psychological and personal aspects as well as other aspects, and factual, objective research would be needed for its proper execution. It was neither the function nor the intention of the Office to use the programme as a political instrument; it was intended as an effective tool for dealing with practical labour and social problems. To that end the Office would gather all the facts from all sources, including all tendencies, so that they might be made available not only to the Governing Body but to the world at large in order to enable people to decide freely which of the experiences described best fitted their own aspirations. In that process he would be guided entirely by the wishes of the Governing Body.

At the present stage it was perhaps not appropriate to go into great detail, but he suggested that the Governing Body might authorise him to proceed along the lines he had proposed, reporting from time to time on the development of the programme so that it might give him further guidance. For practical reasons he urged Mr. Haythorne to reconsider his suggestion that the selection of the research projects mentioned in paragraph 7 (a) of the paper should be referred back to the Governing Body after the Director-General had examined the results of his consultation of governments. He gave an assurance that the subjects for research would be selected in the light of the desires generally expressed in the Organisation, and that the Governing Body would be kept informed of the progress of the research projects so that modifications might be made as required. Greater impetus would be given to the programme if he were authorised to go forward in the manner he had indicated.

In reply to Mr. Waline, the Director-General said that he was not yet ready to name the subjects of the first research projects and that it would be premature for him to do so before consultation of governments and others had indicated those matters on which work could be most effective. With regard to Mr. Waline's second point, subject to the Governing Body's concurrence the "appropriate international organisations" referred to in paragraph 6 were those with which the Organisation had established consultative relationships.

The Governing Body would be glad to know that, in addition to its own present favourable reaction, the proposed programme had met generally with an encouraging welcome. It would confidently be concluded, both from the Conference action he had mentioned and from the work done on the subject since, that the programme responded to a need felt by governments, employers and workers alike, and also in those countries in process of industrialisation, where the Organisation might perhaps be able to make its greatest contribution in the matter.

If members of the Governing Body were satisfied with his reply and accepted the proposals made in paragraphs 6 and 20 of the document, he could assure them that all the points made in the discussion would be fully considered and taken into account.

Mr. Delaney hoped that the Governing Body would be told from time to time which undertakings and which industries were being covered by case studies of the type referred to in paragraph 7 (c) and, more important, whether the concern had a trade union organisation among its employees.

Sir Alfred Roberts, supporting Mr. Delaney's point, asked that an assurance should be given that there was a proper trade union effectively functioning in each of the undertakings in which a case study was undertaken.

The Chairman said that the Director-General would take note of the point raised by Mr. Delaney and Sir Alfred Roberts.

The Governing Body authorised the Director-General (a) to transmit to governments and to the appropriate international organisations the report of the Meeting of Experts on Industrial and Human Relations, accompanied by an inquiry regarding the subjects which should be most urgently treated in order to contribute to better labour-management relations in the member States; and (b) to request governments, in preparing their reply to the inquiry, to consult with appropriate employers' and workers' organisations regarding the priorities they would wish to see followed in carrying out the labour-management relations research programme.

The Governing Body authorised the Director-General to proceed along the lines indicated in the paper, taking into consideration the comments and suggestions made during the discussion, and requested him to keep the Governing Body informed from time to time of the progress made in implementing the programme.

Mr. Arutiumian asked that his abstention from both these decisions be recorded.

The sitting closed at 12.30 p.m.

Guildhaume Myrddin-Evans.
The Governing Body was composed as follows:

Chairman: Sir Guldaume Myrdin-Evans,
Mr. Ago, Mr. Aftab Ali, Mr. Arutunjian, Mr. Asfahany, Mr. Azak, Mr. Bergenstrom, Mr. Bothereau, Mr. Camejo Argudin, Mr. Campanela, Mr. Delaney, Mr. Faubel, Mr. Gemmill, Mr. Ghyour, Mr. Gonzalez, Mr. Hauck, Mr. Haythorne, Mr. Jawad, Mr. Lee, Mr. Merani, Mr. Migone, Mr. Mori, Mr. Nielsen, Mr. Orsnes, Mr. Pequeno, Mr. Piriz Coelho, Mr. van Rhijn, Mr. Richter, Sir Alfred Roberts, Mr. Robertson, Mr. Sanchez Madariaga, Mr. Sauerkorn, Mr. Sein Myint, Mr. Shaw, Sir Richard Snedden, Mr. Tata, Mr. Tatsuke, Mr. Thondaman, Mr. Van Meter, Mr. Wallner, Mr. Wilkins.

Third Item on the Agenda

Future Action concerning the Question of Hours of Work

The Chairman announced that the Swedish Confederation of Trade Unions and the Italian Workers' Union also wished to be associated with the letter from the International Confederation of Free Trade Unions reproduced in the supplementary note under this item of the agenda.

Sir Alfred Roberts said that the Workers' group was unable to approve the Office paper in any respect. It was a document which appeared to have abandoned the standard-setting approach and to deal only with the information aspects of the problem. Its main burden seemed to be a suggestion that a committee of independent experts be appointed to examine the information collected by the Office and then disseminate it; this could hardly be construed as a method of enabling the I.L.O. "to continue to play its proper part of giving a lead to the world ", as the document itself implied was desirable. The outcome of the suggestions in the document would be the very reverse of the I.L.O. giving the lead; the I.L.O. would be reduced to merely recording developments in the various countries and industries.

One suggestion made in the document as to how the subject might be dealt with was reference to the International Labour Conference for discussion without any attempt to set international standards. In the view of the Workers' group that kind of debate was always inconclusive and simply resulted in delegates making set speeches; there would be no real discussion and no common conclusion could be arrived at. Again, in paragraph 10, after mentioning the co-operation between the I.L.O. and the Council of Europe, the Organisation for European Economic Co-operation and other bodies in the European region, the document went on to say that in other regions the question presented itself in a different light, but that the situation deserved investigation at the appropriate time. It was impossible to tell what this kind of language was intended to mean.

The same sort of negative approach ran throughout the document. One of its few positive suggestions, that the question of hours of work might be discussed in the Industrial Committees, had just been rejected as far as the Chemical Industries Committee and the Textiles Committee were concerned, as the Governing Body would note from the report of the Committee on Industrial Committees; only the Workers' members had voted in its favour. It was difficult to escape the conclusion that, intentionally or unintentionally, the document was a way of sidetracking a problem which the Workers were convinced should be faced and argued on its merits. At the 133rd Session of the Governing Body the Workers' group had proposed the reduction of hours of work as an item for the agenda of the 1958 Session of the Conference. The reactions of the trade union world to the Governing Body's rejection of that proposal were before the Governing Body in a supplementary note. In the light of those reactions the treatment of the question in the paper under discussion was quite unsatisfactory; its proposals would not lead to any real action at all, and some other method would have to be found for dealing with the situation.

Mr. van Rhijn said that the Netherlands Government supported the Director-General's proposals in paragraphs 14 and 15 of the Office paper. The advantage of these proposals was that they would result in the establishment of continuing machinery to keep the Governing Body informed of developments; this might in the future lead to an opportunity of putting the question of reduction of hours of work on the agenda of one of the sessions of the International Labour Conference.

He supported the suggestion that the committee, if appointed, should be a fact-finding body which would report, inter alia, on the hours actually worked in the different countries. The purpose of a reduction of hours of work should be to reduce hours actually worked and not just to limit legal hours with the same number of hours being actually worked and paid for at overtime rates; in the latter case the question of hours of work would be reduced to a question of wages. This would be quite wrong, and he hoped that a committee of experts would be appointed and would give special consideration to that particular aspect of the problem.

Mr. Haythorne said that while the document reflected some of the spirit of the discussion which had taken place at the 133rd Session of the Governing Body, and while its proposals should provide the Governing Body with a useful basis for further discussion, it did not go quite as far as some members of the Governing Body had contemplated in November, in particular in its suggestion that the committee should concern itself essentially with fact-finding.
The Canadian Government thought that perhaps one of the reasons for the difficulty experienced by the I.L.O. in discussing hours of work in the past had been that a sufficiently clear distinction had not been made between those matters which were of primary or even exclusive concern to labour and management in a collective bargaining setting, and those wider questions which were beyond the scope of any collective bargaining and which affected the functioning of the whole economy and were of interest to all three groups, including governments. While there might be agreement that the question of the specific number of hours worked in a specific situation was a matter of primary concern to management and labour, the problems which he had had in mind in discussing this subject at the 133rd Session of the Governing Body were rather wider; for instance, questions of the consequences of important changes in hours of work for the functioning of the economy from both an economic and social standpoint; the relationship of changes in hours to questions of cost and productivity, standards of living, recreation and health. These aspects had not perhaps received as much attention as might be desirable either in individual countries or in the I.L.O. If the constructive and objective research and inquiry were brought to bear on these broader questions the result might be a programme which all three groups could support.

The proposed committee might perhaps be thought of as approaching its task in two stages. In the first stage, the committee might consider what kind of information it would be helpful for the I.L.O. to obtain from member countries. The Canadian Government had in mind three major areas of information. First, questions might be directed to member countries as to their experience in industries where important changes in hours of work had taken place; a second set of questions might relate to the reasons why member countries had or had not ratified existing Conventions on hours of work; and thirdly, the committee might draft questions asking member countries what experience they had had in undertaking research and studies in the broader field he had just outlined. These three sets of questions might be referred to the Governing Body for approval and sent to governments. In the second stage of its work the committee might then meet again and review the information that had been obtained and address itself to drawing up proposals for the next stage of constructive action by the I.L.O., the Governing Body and the Conference.

Mr. Arutunian drew the Governing Body's attention to the document before it which contained a letter to the Director-General from the General Secretary of the I.C.F.T.U. protesting against the action of the Governing Body in excluding the question of reduction of hours of work from the agenda of the 1958 Session of the International Labour Conference, and asking that the Governing Body reverse its decision; the document gave a list of a large number of workers' organisations which had associated themselves with this letter. While he appreciated the difficulties that such a proposal created for those who had voted against the inclusion in the agenda of the reduction of hours of work he felt that, in the light of the importance of the question and the concern which it caused to all workers, the Governing Body must inevitably reconsider its decision. There might be no specific provision in the Standing Orders which concerned the functioning of the Governing Body, but it would be a mistake for the Governing Body to allow itself to become the prisoner of its own rules. Twenty-four national and international federations, in addition to the I.C.F.T.U., had already protested against the Governing Body's erroneous decision at its 133rd Session, and if these protests were not taken into account it was clear that the prestige of the Organisation among workers' organisations would be very seriously undermined.

Without commenting on the proposals submitted by the Canadian Government, he would confine himself for the time being to the decision that it would not only be very unusual for the Governing Body to reopen a question on which a decision had been taken after full consideration at two sessions of the Governing Body; it would be a very serious matter, in the absence of new facts, to reverse a decision already taken in connection with the agenda of the Conference. He would be bound to advise the Governing Body that it should not reverse its decision, and he asked members to address themselves in further discussion to the paper before them.

Mr. Hauck said that the French Government, which had voted in favour of the question of hours of work being placed on the agenda of the 1958 Session of the Conference, unequivocally associated itself with the remarks made by Sir Alfred Roberts on behalf of the Workers' group and with the views expressed by the trade union organisations which had informed the Director-General of the regret and disappointment caused by the Governing Body's decision. As Mr. Oldenbroek had said in his letter on behalf of the I.C.F.T.U., it was a very serious matter that the I.L.O., which needed the support of all bodies in the labour field if it were to succeed in its task, should not have met the wish of the working classes in all countries that the question of reduction of hours of work be debated in the International Labour Conference. In acting as it had done the Governing Body had made a mistake, the full seriousness of which could not perhaps yet be measured.

Mr. Arutunian had raised the question of whether the Governing Body could not reverse its decision; he would not himself express any view on that point, but he agreed with the Chairman that it would be a very serious matter for the Governing Body to reverse a decision which it had taken after full consideration, whatever the feeling of some of its members might be in respect of that decision. However, if it were not possible to arrange for a properly comprehensive discussion of hours of work in the International Labour Conference, the Governing Body must take such action as was now open to it and he had therefore decided to approve the proposals in the Office paper for the establishment of a committee to make a continuing review of the problem of hours of work and to report at intervals to the Governing Body. The French Government did not believe in an all-or-nothing policy and would be content with less than it had originally wished.
for, if that was all that could be obtained, on condition that practical action was taken which would enable progress to be made in dealing with a problem on the importance of which all were agreed.

The section of the paper which dealt with the importance of the question of the reduction of hours of work in certain areas of the world, and in Europe in particular, deserved the Governing Body’s fullest attention. In present-day Europe the issue was of great importance in the light of the efforts being made by the French and other Governments to establish effective economic co-operation in the form of a common market and a free trade area. If the problem of hours of work were not solved in that framework the desired economic co-operation might be very much more difficult of achievement. There was the danger that, without the assistance of the I.L.O., the organisation of Europe which was now under way might not be able to make the progress that was desirable; it was one of the tasks of the I.L.O. to assist governments to bring about more effective economic and social co-operation and make progress towards the harmonisation of labour conditions in all countries, or at least in those areas where it was currently possible. He therefore thought that it would be advisable for the Director-General, after the consultations which he would no doubt be continuing with the bodies listed in the document, such as the Organisation for European Economic Co-operation and the Council of Europe, to make practical proposals to the Governing Body for common action in Europe towards a reduction of hours of work.

While accepting the proposals for the establishment of a committee of experts, he hoped that the Governing Body would not lose sight of the importance of the problem to which he had referred and he asked the Director-General to continue his action along the lines mentioned so that the International Labour Organisation might be able to make a useful contribution to Europe in this field.

Mr. Lambert (representative of the Organisation for European Economic Co-operation) said that his organisation attached great importance to the I.L.O.’s studies and discussions of the question of hours of work. The O.E.E.C. had for some time been concerned with the problems of the economic and social implications of legal hours of work; as was mentioned in paragraph 10 of the document under discussion. In its consideration of this problem the O.E.E.C., and in particular its Manpower Committee, had taken care not only to avoid all duplication with the work going on in the I.L.O. but also to take full advantage of the I.L.O.’s experience in this field.

The Manpower Committee of the O.E.E.C. had dealt with the problem of the numbers of hours of work in each country which were determined by collective agreements and the organisation of labour, and also by legislation. These figures were generally limited to the collection of information on hours of work in the member countries; it had reserved until later the question of what conclusions might be drawn from such information in respect of the economic and social implications of a possible reduction of hours of work and also any decisions as to concerted action which might be undertaken in the light of the information available. As part of the close and cordial relations between the I.L.O. and the Secretariat of the O.E.E.C., the Director-General had been asked to prepare reports for the O.E.E.C. on the basis of the available information. This procedure had been suggested not only by the Manpower Committee, which was a purely governmental body, but also by the Joint Consultative Group attached to the Committee on which were represented the workers’ and employers’ organisations accredited to the O.E.E.C., namely the Council of European Industrial Federations and the Trade Union Advisory Committee. The I.L.O. had accordingly provided the Manpower Committee and its Joint Consultative Group with two reports and information on developments in the I.L.O. in the field of hours of work. At its last session in February 1957 the Manpower Committee and its Joint Consultative Group had again considered the whole problem and indicated what work should be pursued in the O.E.E.C. While it did not appear possible in present circumstances to come to any final conclusion on concerted action to be taken by member countries in the field of hours of work, the Committee and the Consultative Group reaffirmed that it was desirable that the O.E.E.C. should continue to collect information on the results of experience in certain member countries and branches of industry, and to keep up-to-date information on the various aspects of hours of work. In doing so they had in mind the tasks which the O.E.E.C. might shortly be called upon to perform in connection with the establishment of a free trade area in Western Europe, since it was probable that harmonisation measures in the social field would be suggested with a view to influencing some of the factors determining labour costs, a number of which were connected with hours of work. In this second stage the O.E.E.C., and in particular its Manpower Committee and the Joint Consultative Group, had reaffirmed their desire to continue to deal with the question in close co-operation with the International Labour Office, and the Secretary-General of the O.E.E.C. had already communicated with the Director-General for this purpose. The speaker therefore felt bound to draw the Governing Body’s attention to the importance which the member countries of the O.E.E.C. attached to the continuation of studies in the field of hours of work and their hope that the I.L.O. would continue its co-operation.

The Chairman said that the Officers of the Governing Body had agreed that the representative of the World Federation of Trade Unions should be permitted to make a statement.

Mr. Drinkwater (observer representing the World Federation of Trade Unions) said that the World Federation of Trade Unions wished to record its protest against the decision not to place the question of the reduction of hours of work on the agenda of the 1958 Session of the International Labour Conference. The reduction of working hours had become an insistent demand of workers throughout the world, backed by all three international trade union organisations. As more and more workers took up the demand and fought for its realisation, the question of the reduction of working hours had not only in Belgium and the Federal Republic of Germany, but also in other countries including Bulgaria, Canada, the German Democratic Republic, Italy, Luxembourg, Syria and the Union of Soviet Socialist Republics.

The I.L.O., with its long record of activity in the adoption of hours of work Conventions which had been an essential contribution to progress in this field, could not confine itself merely to following developments; the time had come for reconsideration of the question and the W.F.T.U. believed that it should be discussed at the 1958 Session of the International Labour Conference. The W.F.T.U. welcomed the letter from the I.C.F.T.U. as evidence of the common attitude taken by the two organisations on this question.
He appealed to the Governing Body also to reconsider the decision taken in the Committee on Industrial Committees not to recommend the inclusion of reduction of hours of work in the agenda of the forthcoming sessions of the Textiles Committee and the Chemical Industries Committee.

Mr. Arutiunian said that if he had understood the Chairman correctly his main argument against the Governing Body re-examining its previous decision was the absence of new factors. He agreed that to reopen a decision previously taken was an extremely serious matter and the question would not have arisen if the circumstances had remained unchanged. Surely, however, the mass protests from almost all national and international trade union organisations which had been communicated to the Governing Body in themselves represented a new factor which had arisen since the decision was taken. If the Governing Body tried to ignore these protests there would undoubtedly be developments both nationally and internationally, and the question would moreover be raised at the International Labour Conference despite the Governing Body. The Governing Body should take a step forward before it was too late, and in order to give expression to the wishes of the trade union organisations concerned, since they could not themselves lay a formal proposal before the Governing Body, he would ask the Governing Body to consider the following formal proposal:

After having examined closely the statements made by a large number of trade union organisations requesting that the question of reduction of hours of work be included in the agenda of the 1958 Session of the International Labour Conference, the Governing Body decides to reconsider the decision taken on this point at its last session, and to place on the agenda of the 1958 Session of the International Labour Conference the question of reduction of hours of work.

Mr. Sauerborn said that the indication in paragraph 7 of the document to the effect that in the Federal Republic of Germany agreement had been reached on a plan under which in 1957 some 5 million workers would have their hours of work reduced from 48 to 45 in the week was no longer quite up to date. Many other negotiations were under way towards a 40-hour week without reduction of wages. It was hoped to secure this transition without reduction of wages at a pace which would not affect production or standards of living. The Government of the Federal Republic of Germany was in favour of both national and international action, provided it were both appropriate and timely, for the achievement of a reduction of hours of work, and was prepared to co-operate to this end.

Mr. van Rhijn, commenting on Mr. Arutiunian’s proposal, expressed the view that to reopen discussion on a question which had been decided at a previous session of the Governing Body would be wrong and would set a dangerous precedent. Once such a precedent had been set it would be difficult to refuse similar demands which might come from other quarters in the future, and this would lead to great confusion. He could not therefore support Mr. Arutiunian’s proposal.

Sir Alfred Roberts said that it was not quite accurate to say, as the Chairman had done, that hours of work had been discussed by the Governing Body on two occasions. What had actually taken place was that at its 132nd Session in May 1956 the Governing Body had agreed that the report on reduction of hours of work could be taken as a law and practice report for the purpose of being considered the agenda of the 1958 Session of the Conference at its 133rd Session in November 1956.

Mr. Arutiunian’s proposal had placed the Workers’ group in something of a dilemma. Speaking for himself, however, his attitude was that in a democratic organisation like the I.L.O. everyone had the right to express his point of view and to urge the adoption of the policy he himself advocated, but once a proposal had been discussed and voted upon the decision should be accepted in a democratic spirit even though some members might greatly regret it. He might be tempted to support Mr. Arutiunian’s proposal, in spite of the weighty considerations against reopening the subject, if he believed there was any possibility of the Governing Body’s decision being reversed. However, it was not quite correct, as was stated in the last paragraph of Mr. Oldenbroek’s letter, that the Governing Body’s decision had been made by a one-vote majority; the majority against the subject of hours of work had really been considerably larger. Once a decision had been taken by the Governing Body it could not lightly be set aside; moreover, he himself had clearly indicated at the 133rd Session of the Governing Body that the entire international trade union movement was behind the Workers’ group in its proposal that the question of the reduction of hours of work be placed on the agenda of the 1958 Session of the Conference, so that Mr. Oldenbroek’s letter and the supporting letters did not really add any new factor to the situation. The Government and Employers’ members of the Governing Body had been aware of the attitude of the workers’ movement when they took their decision in November but they had chosen to ignore it. He asked for an adjournment of the sitting so that the Workers’ group could consider its attitude to Mr. Arutiunian’s proposal.

The sitting adjourned at 4.35 p.m. and resumed at 5.15 p.m.

Mr. Robertson supported Mr. Haythorne’s remarks as a constructive extension of the proposals in the Office paper itself. The collection and presentation of the facts on reduction of hours of work was perhaps something which the Office could do itself without the assistance of a committee, but it would no doubt be very useful for the Director-General to have the assistance and advice of a small committee of experts, as suggested, for the analysis of the information collected from governments, and he agreed with the Canadian Government representative’s suggestion that the functions of the committee should be extended beyond presentation of the facts to include such analysis. He also agreed with the suggestion that the committee might approach its work in two stages, the first being consideration of the type of question to be addressed to governments and the second the analysis of the resulting information for presentation to the Governing Body, which could then consider what further action it would be appropriate to take.

He did not believe that it would be necessary or desirable for the committee to meet as often as every six months, since the changes that would take place in so short a period would scarcely be sufficient to show the general trends which it would be desirable for the Governing Body to be informed about. If
the Canadian Government representative's suggestion were accepted, it would not in any case be possible, after the completion of the first stage of the committee's work, for the information to be collected for the second stage of its work in so short a period as six months.

Mr. Shaw supported the approach suggested in the Office paper, which was, basically, that the decision not to place the item on the agenda of the 1958 Session of the Conference had postponed for the time being further consideration of the desirability or otherwise of attempting legislative action on hours of work by means of an international instrument. This was a correct analysis of the situation and the Director-General's suggestion for the establishment of a fact-finding committee represented a useful step forward. The committee would report on the existing situation as regards hours of work throughout the world, where necessary on an industry basis, and in particular on the hours actually worked, and would provide the Governing Body with all available information. The proposal to postpone the action for an indefinite period of time. did not really represent action at all but simply postponement of action for an indefinite period of time. It was quite impossible to evaluate the social and economic results of a shortening of hours over a period of less than five years, so that the proposals in the document amounted in fact to postponement of action for five years at least. This the Workers' group was not prepared to accept. Secondly, the Workers' group had its doubts about the concept of experts; it was fairly certain that they would not be drawn from the ranks of the workers and they might even be academic theoreticians.

In the light of all these considerations he proposed on behalf of the Workers' group that the Governing Body adjourn further consideration of the question of hours of work until its autumn session. In the meantime the Director-General might have a fresh look at the question in the light of the discussion at the present session of the Governing Body and produce a further document in good time for the autumn session.

Mr. Delaney supported Sir Alfred Roberts' remarks and drew the Governing Body's attention to the broad divergencies of opinion which had been apparent not only during the present discussion but in the Governing Body's special Committee on Hours of Work and at the last session of the Governing Body itself. As exception had been taken to some of the suggestions made by the Director-General, and additional proposals had been suggested by the Canadian and other Government representatives, it would seem, particularly in view of the fact that a resolution was to be submitted to the Conference and of the pressure from international trade union organisations, that it would be advisable for consideration of the question to be postponed until the autumn session so that the Director-General could then make fresh proposals in the light of the discussion at the present session of the Governing Body and of the discussion at the Conference on the resolution which would be submitted. He commended this plan to the Governing Body.

Mr. Wilkins had no objection to the Governing Body postponing consideration of the question until its autumn session, though that should not be taken as an indication that he would support the resolution to be submitted to the Conference. He thought that in the meantime the Office should continue to collect information from governmental and other sources.

Sir Alfred Roberts said that the Workers' group was that it was not prepared to accept the decision taken by the Governing Body at its 1958 Session as final for all time. The proposal of the Workers' group having been rejected by the Governing Body itself, an appeal would be made to the Conference as the sovereign body of the Organisation, to which a draft resolution would be submitted instructing the Governing Body to place the question on the agenda of the 1958 Session of the Conference. Whatever the outcome of that course of action might be, it would appear to be quite in conformity with democratic practice. It also partly explained why the Workers' group was unwilling for the Governing Body to take any further action until the draft resolution had been dealt with by the Conference in June 1957.

Quite apart from that consideration, however, the proposals in the Office paper, and the Canadian Government representative's additional proposals, did not really represent action at all but simply postponement of action for an indefinite period of time. Even if the proposed resolution were not carried by the Conference it did not follow that action could not be taken by the Conference in a subsequent year, whereas if the proposals in the Office paper were adopted any form of action designed to produce international standards would be postponed until most of the present members of the Governing Body were of the Conference in a subsequent year, the Conference it did not follow that action could not
Mr. Arutiunian had no objection to the further consideration of the question being postponed until the autumn session, particularly as it appeared that a resolution would be submitted to the 1957 Session of the International Labour Conference. Since the Director-General had been asked to continue to keep the subject under consideration and to compile information, he thought that information should also be compiled on wages and on employers' profits. It had been made quite clear that hours of work should be reduced without any reduction in wages; indeed wages should rather be raised. In this connection it would also be useful if the Office compiled information on earnings, since the problem of wages and the problem of dividends were two aspects of the same picture, and it was necessary to have all the appropriate information available if the question were to be properly examined.

Sir Richard Snedden pointed out that if the Director-General were to compile information on wages and profits, as had been suggested, he should also include information on the standard of living and on the real value of wages.

The Chairman said that, although the additional information requested would complicate the task of the Office, the Director-General would take into account all the suggestions made during the discussion. On that understanding the Governing Body would no doubt wish to adopt the proposal made by Mr. Shaw, which was that the Office should be able to adopt the proposal made by Sir Alfred Roberts on behalf of the Workers' group.

The Governing Body decided to defer further consideration of future action concerning the question of hours of work until its 137th Session, on the understanding that the Director-General would keep the matter under review, taking into account the suggestions made during the discussion which had taken place at its 134th Session.

FOURTH ITEM ON THE AGENDA

Proposed Meeting of Experts on Workers' Education

Mr. Merani said that the Government of India attached great importance to the question of workers' education and warmly welcomed the proposals in the Office paper. He stressed the fact that in planning workers' education greater emphasis should be laid on the role of workers in the social and economic field as against education for purposes of literacy only. In India, for example, literacy programmes were already under way and there was provision for compulsory primary education to begin within a prescribed period. It was mentioned in the paper that the problem of countries with low standards of literacy would be taken into account; it might also be as well to emphasise the educational needs of workers in countries which were in course of rapid industrialisation, where special problems arose and where rapid procedures were needed to ensure that workers' education kept pace with industrial development. In the Indian Second Five-Year Plan great emphasis had been laid on the need for educating the workers both in the fundamentals of labour problems and labour legislation and also in trade union techniques and practice. With a view to implementing the Plan's recommendations the Government of India had appointed a team of experts, in co-operation with the Ford Foundation, to formulate detailed schemes to cover all aspects of workers' education.

Mr. Shaw would not oppose the proposals in the Office paper but he felt bound to repeat that the Australian Government was not convinced of the need for the I.L.O. to become too closely involved in the question of workers' education. The subject was perhaps more appropriate for treatment by U.N.E.S.C.O. or by national and international trade union organisations themselves.

Mr. Jawad wholeheartedly supported the proposals in the Office paper. Workers' education was a subject of great interest to the underdeveloped countries where the workers were for the most part illiterate and there was a great lack of educated labour to handle modern machinery. In such circumstances skilled workers learned by eye and not with their minds, and consequently were unable to grasp technical considerations.

Sir Alfred Roberts said that the Workers' group wholeheartedly supported the proposals, since it had long been its desire that the I.L.O. should take a more active part in the field of workers' education. He strongly disagreed with the Australian Government representative's suggestion that this was a task for U.N.E.S.C.O. or for the national and international trade union movement. U.N.E.S.C.O. was not competent to deal with the special question of workers' education, and while some national trade union organisations were doing educational work there were many others, particularly in the less developed countries, which were weak and lacked the funds and facilities for undertaking that kind of work. In visiting underdeveloped countries he had been much struck by the workers' desire for help in understanding the principles of trade unionism and in acquiring knowledge of developments in the trade union and labour fields in other parts of the world.

He had been met with pleas for libraries and assistance in setting up libraries for workers so that they could study at least in a very limited way in the areas in which they lived. The I.C.F.T.U. was doing as much as it possibly could, and perhaps more than it could afford, in the field of workers' education in trade union responsibilities, but the contribution it could make was pitifully small. That was why the Workers believed that the I.L.O. should come to the assistance of the trade union movement and of workers' educational organisations, and also of workers in countries where no such movement existed.

In connection with the point made by Mr. Jawad, he wished it to be quite clear that what the Workers' group had in mind was not vocational education but education in the responsibilities of workers and in the trade union and labour fields in other parts of the world. That was what the emphasis should be placed on; vocational education would easily follow once basic education in workers' problems had been provided.

Mr. Sauerborn supported the proposals in the Office paper and suggested that the Director-General might consider including a woman expert in the composition of the meeting.

Mr. Jawad did not think that workers' education would be performing a useful service if it were simply intended to teach the workers how they could fight the employers more effectively. What was needed in countries such as his own was vocational education, and for that to succeed workers needed to be provided with a theoretical background so that they...
could understand what they were studying. The life of some of the expensive modern machinery now being installed was shortened by half owing to the ignorance of the workers.

Sir Alfred Roberts said that Mr. Jawad had misunderstood his point. He was not suggesting that workers should be trained to fight employers, but neither was it desirable that workers should be trained to do only what the employers wanted them to do. Sound industrial and human relations were appropriate for I.L.O. action.

Mr. Aftab Ali said that, as far as fighting the employers was concerned, Pakistani workers were quite capable of looking after themselves if that was what the employers wanted. What the workers in underdeveloped countries were really interested in, however, as Sir Alfred Roberts had pointed out, was acquiring knowledge about the trade union movement and its basic principles. It sometimes happened that workers went on strike as a result of propaganda or misunderstandings, so that it was in the employers' interests as well as those of the workers that they should be educated in their responsibilities.

Mr. Jawad explained that his suggestion had been intended to help the workers rather than the employers; if the workers were provided with basic education they would be in a position to earn better wages and bargain more effectively.

Mr. Robertson said that the United Kingdom Government supported the proposals in the Office paper. The question of the respective competence of the I.L.O. and U.N.E.S.C.O. depended on the kind of education that was intended. There was no doubt that the I.L.O. had a very legitimate interest in the field, and the type of education that the Director-General had in mind was quite adequately defined in paragraph 5 of the Office paper. However, there was inevitably an area of common interest and he was sure that the Director-General would bear in mind the necessity of avoiding any duplication with the work of U.N.E.S.C.O. or of other organisations such as the Workers' Educational Association in the United Kingdom and the national trade unions, and would ensure that, in discussing the third item of its agenda, the Committee of Experts would have regard to such considerations in recommending future action for the I.L.O.

Mr. Phillips (representative of U.N.E.S.C.O.) said that U.N.E.S.C.O. had a big programme in the field of workers' education, particularly in the economically underdeveloped areas where it was operating fundamental education centres. The programme reflected workers' economic and social needs and it was related to the problems of their economic environment; it was not aimed simply at literacy as had been suggested. He therefore felt that Sir Alfred Roberts might have somewhat underestimated the work being done by U.N.E.S.C.O. On the other hand, the position was not, as appeared to have been suggested by the Australian Government representative, that the I.L.O. had no part to play in this field. The subject was a vast one and included areas which were appropriate for I.L.O. action. Additional efforts by the I.L.O. would be most welcome provided duplication and overlapping were avoided; this could be assured by close inter-secretariat consultation. U.N.E.S.C.O. warmly welcomed the invitation which it had received to participate in the proposed meeting.

The Governing Body adopted the proposals in paragraph II of the Office paper concerning the convening of a Meeting of Experts on Workers' Education.

FIFTH ITEM ON THE AGENDA
Report of the Meeting of Experts on Dangerous Substances
(Geneva, 13-24 August 1956)

Mr. Shaw asked whether the data sheets on dangerous substances referred to in paragraph 5 (c) (ii) were intended to cover the ground supposed to be covered by the illustrated Guide for the Marking of Dangerous Substances which the experts unanimously recommended in their report. The Australian Government attached considerable importance to the dissemination of guidance on labelling dangerous substances and to the means of ensuring that the labels were legible, durable and uniform. There did not appear to be any reference elsewhere in paragraph 5 to the guide in question, and it might well take the form of sheets appended or attached to the data sheets on dangerous substances to which he had referred.

Sir Alfred Roberts welcomed the statement in paragraph 4 of the Office paper that the Director-General did not consider that the symbol for corrosive substances recommended by the United Nations Committee of Experts, which was descriptive chiefly of the danger from corrosive substances to material, was such as to constitute an adequate warning against the potential danger of corrosive substances to workers. This was the view that had been taken by the Chemical Industries Committee and he was glad to see that the Director-General supported it.

Mr. Robertson said that he could not agree with Sir Alfred Roberts. He could accept the proposals in paragraph 5 (a), (b) and (c), but not that in (d). If the I.L.O. were to promulgate the withered-hand symbol as the danger symbol for corrosive substances, there would be two different recommended international symbols and this would lead to confusion. The symbol recommended by the United Nations Committee of Experts was already in fairly general use and had been approved by 47 governments for air transport purposes. The I.L.O. symbol was, he understood, not acceptable to the air or shipping industries nor was it used in European international rail transport. On the other hand, the United Nations symbol appeared to be more generally acceptable, and had already been accepted by many of the governments represented on the Governing Body. Some 45 governments had in fact agreed with the rejection by the United Nations Committee of Experts of the withered-hand symbol when commenting on that Committee's first report. In view of the likelihood of the United Nations symbol gaining acceptance it would be most unfortunate for the I.L.O. to launch a rival symbol.

Mr. Wilkins said that the United States Government had the same difficulty with regard to the symbol for corrosive substances as had been indicated by the United Kingdom Government representative. There also appeared to be differences between the
lists of dangerous substances prepared by the United Nations and by the I.L.O. The United States Government would prefer the I.L.O. list of dangerous substances, but believed that in the interests of international uniformity one basic list should be agreed upon. This might be achieved through the appointment of a joint United Nations—I.L.O. committee consisting of members appointed either jointly, as in the case of the Ad Hoc Committee on Forced Labour, or half by the I.L.O. and half by the United Nations. He felt that no final decision should be taken either on the list or on the proposal in paragraph 5 (d) with regard to the symbol for corrosive substances until a joint recommendation was forthcoming.

Mr. Merani asked which of the two symbols for corrosive substances had been in use for the longest period; which of the two symbols was supported by the workers, since this was essentially a matter which should be looked at from the point of view of the workers who were in danger from the corrosive substance; and whether there had been differences of opinion among the experts when they had considered the question of the choice of symbol. He understood that there had been such differences, and in the circumstances he saw no objection to adopting the proposal in paragraph 5 (d) since it did not commit the I.L.O. to any final course of action and would simply result in the matter being kept under consideration with a view to arriving at a uniform solution when possible.

Sir Alfred Roberts agreed with Mr. Merani’s interpretation of paragraph 5 (d); the proposal did not finally commit the I.L.O. and was simply designed to ensure that the Director-General would continue to try to promote the greatest possible uniformity.

Mr. Merani’s question as to which symbol was preferred by the workers could be answered by reference to the session of the Chemical Industries Committee, where the Workers’ group had unanimously supported the symbol of the withered hand because it showed the effect of corrosives on the human body. The other symbol suggested, which was a container pouring acid on a metal bar, merely showed the effect of the substance on inanimate objects. The suggestion that the withered-hand symbol was too horrifying for common use did not commend itself to the Workers who believed that, as the I.L.O.’s concern was for human beings, the symbol chosen should be one which showed the effect of the dangerous substance on human beings. He agreed, however, that the Director-General should continue his efforts to try to secure uniformity.

Mr. Merani said that as it was the Workers who would be mostly in contact with the symbol and as they did not think it was too horrifying, it did not seem that that was a valid argument. The approved symbols included one showing a skull and cross bones and surely that was even more horrifying than the withered hand.

Mr. Bergenström pointed out that the Chemical Industries Committee had not been unanimous; in the vote on the withered-hand symbol the result had been 73 votes for, 16 against and 26 abstentions.

Mr. Waline said that the main point was that one symbol should become the universal symbol. If the proposal in paragraph 5 (d) were adopted the result would be to increase the present confusion and create a situation in which two associated international organisations were proposing and promulgating two different symbols for the same substance because the experts had been unable to reach agreement. This would really be a pathetic result after the appointment of co-ordination committees and all the other efforts made at achieving collaboration between international organisations, and would certainly not make a good impression on public opinion, which often tended to be critical of them.

The Director-General, in answer to Mr. Shaw’s question, said that the illustrated Guide for the Marking of Dangerous Substances recommended by the experts in their report was not covered by the proposals in the Office paper as it had not been possible to deal with this matter at the present stage. It was intended, however, that the Office should in the future prepare and issue the guide as a separate publication.

In reply to Mr. Wilkins’ question on the list of dangerous substances, he understood that there was no actual discrepancy between the United Nations and I.L.O. lists. The United Nations list was extremely comprehensive and covered more than 500 items, including such things as hay, cotton, fish scrap and paper. This was no doubt suitable for United Nations purposes, but the I.L.O. list aimed at including only the most dangerous substances and covered some 100 items. The important point was that the United Nations list included the substances covered by the I.L.O. list; the difference was due to the fact that the two lists were designed for different purposes.

Mr. Waline had perhaps put his finger on the essential problem in stressing the importance of one symbol becoming the universal symbol. The Director-General said it had been his understanding in making the proposal in paragraph 5 (d) that if the Governing Body accepted it he would be instructed to persist in his discussions with the Secretary-General of the United Nations with a view to arriving at a common solution on the one point where a difference of opinion currently existed. If the Governing Body did not give him this authorisation it would seem to imply a reversal of its previous decisions; there was no reason for the I.L.O. to reverse its decision simply because the United Nations did not give him this authorisation. The difference of opinion currently existed.

Mr. Robertson could accept paragraph 5 (d) if it were interpreted as meaning that there should be continued consultation with a view to arriving at agreement on a uniform symbol. The point that caused him difficulty was in the first two lines of the proposal, which asked the Director-General to take, in respect of the symbol for corrosive substances, the same action as had been authorised for the other four symbols, which he understood to mean that the I.L.O. should recommend it to governments as a symbol for adoption. He was not aware that the Governing Body had taken any previous decision on the adoption of this particular symbol.

Sir Richard Snedden said that he also had understood that the Governing Body had not yet approved
the symbol for corrosive substances; on the other hand, the United Nations symbol had in fact been adopted by a large number of governments and was already widely in use. He thought that the Director-General should certainly resume his discussions with the Secretary-General of the United Nations but with a reasonably open mind, and with the intention of seeking agreement rather than with definite instructions to force through the I.L.O. symbol at all costs.

Sir Alfred Roberts said that if the I.L.O. should not try to force its own symbol on the United Nations it was equally important that the United Nations should not try to force its symbol on the I.L.O. If the qualifications of the I.L.O. experts and the United Nations experts were compared, it would be found that the United Nations experts came from sources connected with transport. The United Nations symbol was in fact the symbol adopted by the United Nations Transport and Communications Commission. The fundamental difference between the two organisations was due to the fact that the United Nations was concerned with the transport of material and the I.L.O. was concerned with the handling of the substances by human beings. That point would have to be taken into account by the Director-General in his consultations with the United Nations.

Mr. Campanella noted that in the experts’ report it was stated: “It is preferable that the chemical name of the substance be used. Trade names may be used in addition to chemical names.” It would not seem to be necessary to give the chemical name on the label since it would not indicate the nature of the danger to the person using the product but might well, on the other hand, disclose trade secrets by revealing the composition of the product. This point had not been taken into account by the experts, and he hoped that the Director-General would bear it in mind.

Mr. Wilkins said that it was most important that one symbol should become the universally adopted international symbol, and one that represented the united opinions of both the I.L.O. and the United Nations. His original suggestion had been that there should be a joint committee appointed to agree on a single symbol; he did not think that it was possible for the Governing Body to reach an agreed solution at this stage, but surely no objection would be raised in the Governing Body to accepting eventually a symbol for corrosive substances that was agreed upon jointly by experts both of the United Nations and the I.L.O., whatever differences of opinion there might be at present on this subject, as between Employers and Workers, for instance.

The Director-General said that, while he was fully conscious of the desirability of the adoption of a single symbol, he did not think that it would be possible to agree upon any symbol which represented the united thinking of experts of both the United Nations and the I.L.O. The problem, as he saw it, was how the Governing Body wished him to conduct his negotiations with the United Nations. Did the Governing Body wish him to base his discussions on the United Nations symbol and say that the I.L.O. agreed to it, or was he to indicate that there was a difference of opinion, discuss the two symbols, and try to decide which of them was best?

The Chairman did not think that there was any difference of view on the final objective, either in the Governing Body or as between the United Nations and the I.L.O. The only question was whether it was possible to agree on a single symbol to denote corrosive substances or whether there would have to be two symbols. There appeared to be general agreement that the Director-General should enter into further conversations with the United Nations to see if a single symbol could be adopted by both organisations. The only point at issue appeared to be whether the Director-General should go to the United Nations with a symbol adopted by the I.L.O. and see whether it was possible to negotiate an agreement on that basis, or whether he should conduct his negotiations on the basis of there being a substantial body of opinion in the Governing Body which would prefer the withered-hand symbol and try to seek agreement on a common symbol with the United Nations. It was a question of which of the two procedures would give the Director-General greater strength in negotiation.

Mr. Wilkins said that if the Director-General were to have any bargaining power at all he would have to approach the United Nations on the basis of an approved I.L.O. symbol, but he should have some leeway for making concessions.

The Chairman thought that some members of the Governing Body perhaps had difficulty in agreeing that the Director-General should commend the withered-hand symbol to governments before undertaking further negotiations. He did not think that it was necessary for the Director-General to take that step at the present stage; his position in negotiations would be sufficiently strong if he knew that he had the support of a substantial body of opinion in the Governing Body for the withered-hand symbol.

Sir Richard Snedden said that, as there was a substantial body of opinion against the withered-hand symbol also, the only sensible course of action would be for the Director-General to discuss the matter with the Secretary-General of the United Nations with a view to arriving at a common symbol, without the Director-General’s hands being tied in any way.

Mr. Jawad said that it appeared to be generally agreed that the Director-General should approach the Secretary-General of the United Nations with a view to reaching a compromise. He suggested that the Director-General should be authorised to approach the Secretary-General and explain the desirability of adopting the I.L.O. symbol but also to advise him that, if it were not possible to arrive at a compromise, the Governing Body believed that both international organisations should appoint a joint committee to decide the question finally. When the Committee had reported, the matter could then again be brought before the Governing Body.

The Chairman thought that it would not be desirable that the Director-General should be committed at this stage to a joint committee or to any other particular means of reaching a decision. It would be sufficient if he had a free hand in discussions with the United Nations in order to see whether it was possible to reach agreement on a symbol which would be acceptable also to the I.L.O.

Mr. Wilkins said that in his discussions with the United Nations the Director-General should also
ensure that there was complete co-ordination between the I.L.O. and United Nations lists of dangerous substances.

Mr. Jawad asked whether, if the Director-General were given a free hand, the Governing Body could be sure that the symbol proposed by the I.L.O. would not come into effect unless a compromise were arrived at with the United Nations.

Mr. Mori asked the Director-General to bear in mind in his discussions with the United Nations that the withered-hand symbol had been supported practically unanimously by two of the three groups in the Chemical Industries Committee.

The Chairman asked whether the Governing Body could now agree to give the Director-General a free hand in his negotiations with the United Nations, bearing in mind the views which had been expressed in the Governing Body and on the understanding that he would report back to the Governing Body on the result of his negotiations.

Mr. Waline asked whether this proposal was in replacement of the proposal in paragraph 5 (d) of the Office document.

The Chairman said that it embodied part of the proposal in paragraph 5 (d), namely that the Director-General should continue his discussions with the United Nations, taking into account the views expressed in the Governing Body.

The Director-General said that he was not very clear as to what his position would be if paragraph 5 (c.i) were not adopted. If he were not authorised to take for the time being, in respect of the symbol for corrosive substances, the same action as that already authorised in respect of the other danger symbols, it would mean that the Governing Body had not given its approval to the withered-hand symbol and he would not have a real basis for discussion with the Secretary-General of the United Nations.

Mr. Waline asked what was meant by "the same action as that already authorised in respect of the other danger symbols".

The Chairman said that the action which would be taken if paragraph 5 (d) were approved as drafted was that the Governing Body would authorise the Director-General to commend, as coming from the I.L.O., the withered-hand symbol. It was that point that caused Government representatives great difficulty and that was why he had understood that members of the Governing Body thought that the Director-General should have a free hand in the matter but should not approach the United Nations on the basis of the I.L.O. having approved the withered-hand symbol. If the Governing Body could not agree on that interpretation of the action to be taken it would be necessary to vote on paragraph 5 (d).

Sir Richard Snedden said that the Employers' group accepted the Chairman's interpretation.

Sir Alfred Roberts said that the Workers' group could not accept such a proposal as it would leave the Director-General without any bargaining position. He proposed that a vote be taken on paragraph 5 (d), on the understanding that this would not prevent the Director-General from coming to an agreement with the United Nations.

Mr. Haythorne asked whether if paragraph 5 (d) were adopted it would be understood that the withered-hand symbol would not be referred to individual governments until after the discussions with the United Nations.

The Director-General said that it was not the intention, if paragraph 5 (d) were adopted, that the withered-hand symbol should be communicated to governments as the I.L.O. symbol; such a course of action would lead to confusion. What he was seeking through the proposal in paragraph 5 (d) was authorisation to negotiate on the basis of the I.L.O.'s preference for the withered-hand symbol. The decision as to which symbol should be commended to governments would be taken only after the problem had again been referred to the Governing Body.

The Governing Body adopted the proposals in paragraph 5 (a), (b) and (c) of the Office paper.

The Chairman put to the vote the proposal in paragraph 5 (d) of the Office paper, on the understanding that the Director-General would report to the Governing Body the results of his further consultations with the United Nations before recommending to governments the adoption of the I.L.O. symbol for corrosive substances.

The sitting closed at 6.40 p.m.

Guildhaume Myrrdin-Evans.
MINUTES OF THE THIRD SITTING

(Wednesday, 6 March 1957—10.30 a.m.)

The Governing Body was composed as follows:

**Chairman**: Sir Guildhaume Myrddin-Evans.

Mr. Aga, Mr. Aftab Ali, Mr. Arutjunian, Mr. Asfahany, Mr. Azak, Mr. Bergenström, Mr. Bothereau, Mr. Camejo Argudín, Mr. Campa-nella, Mr. Delaney, Mr. Faubel, Mr. Gemmill, Mr. Grayour, Mr. González, Mr. Hauck, Mr. Haythorne, Mr. Jawad, Mr. Lee, Mr. MerANI, Mr. Migone, Mr. Móri, Mr. Nielsen, Mr. Øksnes, Mr. Pequeno, Mr. Piriz Coelho, Mr. van Rhijn, Mr. Richter, Sir Alfred Roberts, Mr. Robertson, Mr. Sánchez Madariaga, Mr. Sauernborn, Mr. Sein Myint, Mr. Shaw, Sir Richard Snedden, Mr. Tata, Mr. Tatsuke, Mr. Thondaman, Mr. Van Meter, Mr. Waline, Mr. Wilkins.

**Sixth Item on the Agenda**

*Report of the Meeting of Experts on Women's Employment (Geneva, 5-20 November 1956)*

Mr. Øksnes said that the problems dealt with by the experts had for long engaged the attention of the Norwegian Government. Thus a committee appointed by the Government had produced a report on part-time employment and another committee was currently examining the problem of the employment of older women. The Meeting of Experts had suggested that the inclusion of both these questions in the agenda of the International Labour Conference be considered, and the Director-General had indicated in the document that these proposals would be brought to the attention of the Governing Body at an appropriate time when it was considering the agenda of the Conference. The Governing Body's preliminary discussion of the Conference agenda at its session in May 1957 might well be regarded as such an appropriate time, and he therefore requested the Director-General to bring the matter before the Governing Body on that occasion. The Norwegian Government and employers' and workers' organisations had given special attention to the problems of older women workers, and the Government was interested in the question being discussed by the International Labour Conference in the very near future.

Mr. Bergenström regretted that the Governing Body had once more adopted the undignified procedure of communicating the report to governments before having itself had time to study its contents.

More care might have gone into the preparation of the report itself, and more account might have been taken of activities in other divisions of the I.L.O. and in other organisations. An example of lack of care was the fact that, having worked out a definition of part-time employment in paragraph 18 of the report, the experts used a different form of words in their recommendations on part-time employment in the appendix to the report. In paragraph 6 of Part I of the appendix there was a statement that "the conditions under which part-time employment operates should be fixed in consultation with trade unions and works councils and/or by collective agreements"; perhaps the experts had been unaware of the fact that according to the practice in many countries the conditions of even full-time employment were not fixed in consultation with works councils.

In connection with the recommendations in Part II of the appendix, concerning the employment of older women workers, it would be wise to bear in mind the guidance which could be offered by the World Health Organisation in this field.

In connection with Part III of the appendix, concerning vocational guidance and training, it should be borne in mind that U.N.E.S.C.O. was the specialised agency which dealt with general education problems. In section 4 of this part the use of the term "production work", the meaning of which was not clear, was perhaps unhappy since other categories of workers were just as productive as those who appeared to be referred to as production workers. Under this section of the appendix it was important to give careful consideration to the length of the industrial life of women workers, because this was interrelated with the question of training and the results of training. It was expensive to provide training for people who remained in industrial life for only a short period. This interrelationship should be borne in mind when this problem was studied.

Sir Alfred Roberts said that the Workers' group welcomed the report, although it did not agree with everything in it. There were some questions mentioned in the report which could not be regarded as entirely within the scope of the I.L.O.; the question of general education, mentioned by Mr. Bergenström, was an example. It was fair to point out, however, that the experts had treated the question of general education from the standpoint of its being an essential foundation for vocational guidance and training. On the other hand, Mr. Bergenström's criticism of the recommendation on part-time employment did not appear to be well-founded, since the definition in the recommendation was perfectly clear and corresponded to that given in the body of the report although in different words. The essential features of part-time employment were that it was not spasmodic and not casual but periodic and sustained over the day or the week.

In the Workers' view one of the most important recommendations in the report was contained in Part V of the appendix, namely that a permanent tripartite committee on women's work should be set up. It was not the first time that this extremely important proposal had been made; it had been made on previous occasions by the Workers' group and by...
some of the international trade union organisations. The Director-General had referred to it in the budget estimates as one of the forms of future action that had been suggested, but had not made any appropriate provision in the budget proposals for 1958. The Workers believed that the time was ripe for such a committee to be constituted and to begin to operate. The problems of women workers were growing and far more women workers were in employment. A number of countries had taken a particular interest in this subject in recent years, and this made it all the more necessary that consideration of such problems be placed on an international as well as a national basis. The question would be before the Governing Body's Committee to Make a Review of I.L.O. Conferences and Meetings, in connection with the future of the Correspondence Committee on Women's Work, and it might well be that as a result of that discussion proposals could be agreed upon with regard to the establishment of a tripartite committee.

Mr. van Rhijn said that the Netherlands Government had three observations to make on the report. In the first place, although the women experts had certainly done their work with great ability, he thought it a pity that the meeting, dealing as it had done with a general social question, had not also included a few male experts. He therefore welcomed the proposal to establish a permanent tripartite committee on women's work to which Sir Alfred Roberts had referred. Secondly, the question of the placement and training of older married women merited the particular attention of the Director-General and the Office. Married women whose children had grown up were often not older than 40 or 45, and might still find satisfaction in productive employment. In view of the fact that the average expectation of life had risen considerably and was as high as 70 in many countries, work started at the age of 40 or 45 could still offer wide prospects. It was not always easy, however, to find suitable work for housewives who had been exclusively occupied with their homes for 20 years or more. It was therefore necessary that they should be given proper guidance as to the kind of work that best suited them and that they should be enabled to train for the kind of occupation for which there was a demand and which was in accordance with their capacities.

Thirdly, special attention should also be given in this connection to the resolution adopted by the International Labour Conference, at its 38th Session in 1955, relating to the employment of women having dependent young children, which covered all aspects of the problem.

Mr. Haythorne said that in the view of the Canadian Government the report was useful in that it drew attention to various aspects of an important problem. More attention was being paid to the employment of women in Canada over recent years as a result in particular of the substantial increase in the number of women in the labour force. In connection with the proposals for further study by the Office of the problems of part-time employment of women and the employment of older women workers, referred to in paragraph 6 (a) of the covering note submitted to the 133rd Session, the Canadian Government felt that it might be useful if more consideration were given to fitting jobs to available workers in addition to the more usual approach of fitting workers to jobs. Under some circumstances, especially when labour was in limited supply, it might be possible to increase the participation of women (and especially of older women) and of part-time workers in employment if appropriate changes were made in the way in which certain types of jobs were performed, in the traditional working hours and in other working conditions. In close relation to this there was also need for investigation of the extent to which such part-time work involved increased costs and more complicated administrative procedures and of how this problem could be met.

Mr. Waline said that some apprehension had been caused in France by the way in which journalists had seized upon one sentence in the report, taken no doubt from an I.L.O. press release, and presented it as indicating that the International Labour Office thought that women should go in for less for embroidery and needlework and more for such occupations as shorthand and typing. The embroidery and lace industry in France had acquired a certain reputation, and it was alarmed at the implication that the I.L.O. sought to discourage young women from learning needlework, which enabled them both to earn a living in an occupation which might be regarded as artistic and was much respected in France and also to occupy their spare time, an important consideration in view of the trend towards increased leisure. He had therefore been asked to point out that section 3 (a) (i) in Part III of the recommendations appended to the report might have been worded somewhat less categorically, and to draw attention to the danger of issuing publicly sentences which might be misconstrued, thereby causing legitimate anxiety. He also drew attention to the fact that it was easier to establish systems of part-time employment in commerce than in industry, and that it would probably be wise to begin experiments in this field in commerce rather than in industrial undertakings.

As Sir Alfred Roberts had rightly pointed out, it would not be for the Governing Body to take any decision at this stage on the establishment of a permanent tripartite committee on women's work, in view of the fact that the whole programme of I.L.O. meetings and conferences was to be reviewed by the Governing Body's special committee.

Mr. Delaney commended the committee as being one of the first committees of experts to draw vigorous attention to the role that trade unions could play in problems of women's employment. In paragraph 23 of the report it was stated: "The trade unions could play an active role in this field and it was essential for the women concerned to enable these bodies to defend their interests." Special emphasis should be given to this point.

Mr. Thondaman regretted that owing to lack of time the experts had not been able to give due consideration to the question of technical assistance in underdeveloped countries to improve conditions of work and employment of women workers, and he hoped that the Office itself would accord this matter the importance that it deserved. The situation was serious, particularly on plantations, where although the specified hours were eight per day conditions of work were such that women worked much longer

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2 See Minutes of the 133rd Session of the Governing Body, Appendix XIV, p. 150.
hours, and as a result had not time to look after their own affairs. There was much need for improvement in this respect.

Mr. Arutunian said that there could be no doubt as to the usefulness of the report of the Meeting of Experts; the recommendations in the report were clearly not all-inclusive, but they represented the minimum with which the experts considered that attention should be drawn at the present time. They appeared to have been wisely chosen with a view to the proper organisation of women's work and employment. While masculine experience in employment questions was not irrelevant, and had indeed been referred to by the representative of the Director-General in his speech of welcome to the Meeting, it was appropriate that the principle of women's employment should in the first place be discussed by women. The Meeting had been criticised because no male expert was present, but surely that was less serious than the fact that there was no woman included among the 40 members of the Governing Body. It was to be hoped that in spite of its all-male composition the Governing Body would attach due importance to the recommendations of the Meeting.

Particular attention should be given to the recommendation concerning the establishment of a permanent tripartite committee on women's work. This proposal was especially deserving of support because the past activity of the International Labour Organisation had not given that importance to women's work which was commensurate with the actual part played by women in the economic and industrial life of all countries. He therefore hoped that the Director-General would prepare for the next session of the Governing Body practical proposals for the establishment of such a committee, its composition and its terms of reference. It would be desirable that, once appointed, such a committee should give priority to the drafting of proposals to improve the living and employment conditions of women workers, dealing in particular both with questions of equal opportunity and equal pay for equal work, and also with social welfare measures such as wider facilities for children of women workers, paid maternity leave, health services for women workers, etc. He also supported the recommendation that questions of women's work be placed on the agenda of a session of the International Labour Conference.

A careful review should be made of the Organisation's activities in the field of women's work. The I.L.O. was essentially a masculine organisation; the Office employed women translators, interpreters and stenographers, but practically no women in the upper levels, and women were particularly absent from the Organisation's legislative and deliberative bodies such as the Governing Body and the Conference. It was regrettable that equality of representation had not yet been obtained in the International Labour Organisation. Again, it was disquieting to note how few ratifications, 18 out of 77 member States, had been obtained for the Equal Remuneration Convention, 1951 (No. 100). It was essential that steps be taken to correct this abnormal situation and ensure that women's problems were given proper attention in the I.L.O. One of the first steps should be the establishment of the tripartite committee requested by the Meeting of Experts.

Mr. Migone said that the Government of Argentina was in favour of the I.L.O. devoting increasing attention to this question and that he would vote in favour of the recommendations in the Office paper. In view of the ever-increasing number of women engaged in production women's work was of growing economic importance, and also represented an important factor in the organisation of civic and family life. He shared the hopes that had been expressed that women would soon be making a new and valuable contribution in the upper ranks of the Office staff and in various bodies of the Organisation.

The present Argentine Government had given special attention to the problems of women's work and had established equal pay for equal work; women now benefited from minimum wage provisions and extensive legislation which included pensions for domestic workers. The Government also had under consideration the amendment of the Maternity Act, in order to bring it into line with the new situation created by inflation and to increase the contributions of employers and of the State. Argentina had also ratified the Equal Remuneration Convention, 1951.

One of the most important recommendations made by the Meeting was that relating to a permanent tripartite committee on women's work; this was a field in which the Organisation was perhaps somewhat behindhand and he was sure that the establishment of such a committee would lead to fruitful results. The question of the vocational training and general education of women was also of great importance in relation to the protection of their economic interests. It would be desirable for the I.L.O. to work in collaboration with U.N.E.S.C.O. and the International Bureau of Education as far as general and civic education was concerned. The project that had been approved by the Governing Body at its previous session in relation to workers' education should also be extended to provide for the initiation of women workers into the working of the political institutions within which they had to defend their interests.

Mr. Piriz Coelho said that the Government of Uruguay was greatly interested in the subjects covered by the report. Uruguay had long sought to promote equality of rights for men and women, particularly in intellectual work; special consideration had also been given to manual work and all the necessary facilities had been provided to bring women up to the same level as men in their rights and equal wages. Uruguayan legislation on women's work was perhaps among the most advanced in the world; some time ago, when he had been the Uruguayan Consul in London, British Members of Parliament had visited him to obtain information about progressive legislation concerning women which was then before the Uruguayan Parliament. In public and diplomatic life women had for long occupied high positions in Uruguay. It was indeed a pity that the Meeting of Experts had not included any male expert, just as it was regrettable that there were so few women officials in the upper ranks of the Office. While, for physical reasons, it might not be possible to establish absolute equality in the field of hard manual work where certain tasks were more suitable for men, he was firmly in favour of women having the same rights, jobs and pay as men, and would vote for the report of the Meeting.

Mr. Wilkins said that the Meeting appeared to have done good work and that it was high time that the Governing Body took into consideration the wishes of a great number of people represented between a quarter and a third of the world's population of the world. As countries became ever more highly industrialised women were playing an ever larger part, and the field of women's work held
great scope for the Organisation. Serious consideration must be given to the problems raised in the report, whatever decision might be taken as regards the recommended tripartite committee, with respect to which some members of the Governing Body might have reservations. As Mr. Waline had suggested, this was perhaps a matter for consideration by the Governing Body’s special committee in the first instance. Part-time work and the employment of older persons were two questions which deserved attention and, in considering them, women’s problems must not be left out of account.

Mr. Wijeratne pointed out, in reply to Mr. Thondaman’s remarks about the long hours worked by women in Ceylon, that no compulsion was brought to bear on women to do work in excess of the normal hours; any overtime worked by women plantation workers was on a purely voluntary basis. The Minimum Wages Ordinance of 1927 prescribed an eight-hour working day and any hours worked over eight were paid for at overtime rates. Furthermore, the need for overtime by women estate workers was bound to decrease since there was a surplus of female labour on the estates and, in up-country regions, village labour was now taking over on the tea estates where formerly only Indian labour had been accustomed to work. Employers had provided nurseries, free midday meals for the children of older married women workers on full-time work, together with housing, maternity wards and hospitals. He could not agree that women workers on the Ceylon estates suffered hardships. Under the Shops and Offices Bill an eight-hour day had been prescribed for women employed therein, and overtime work was reduced to a minimum by the strict enforcement of a closing order. There was also a prohibition of night work for women.

Mr. Thondaman said that he had only cited Ceylon as an instance of conditions in underdeveloped countries and did not wish to embark on a controversy; however, the fact that over a period of five years infant mortality rates among plantation workers were double the figure for Ceylon as a whole would seem to indicate that all was not well.

Mr. Wijeratne said that this was due for the most part to the reluctance of women workers to utilise the estate hospitals and maternity wards provided.

Mr. Pequeno said that since 1937 the Brazilian Labour Code had prescribed equal pay for equal work, and the Minimum Wage Law applied to workers of both sexes. Women were also guaranteed 45 days’ paid leave before and after confinement. The Latin American workers enthusiastically supported the proposals in the report and he thought that the I.L.O. should make a special effort to ensure adequate protection for women. They should not, for instance, be allowed to work more than eight hours a day and perhaps six hours would be more appropriate. He was particularly in favour of the establishment of the recommended tripartite committee.

Mr. Calderón Puig thought that the Governing Body might now leave the question of national achievements and turn to the proper task of taking a policy decision on the report of the meeting of experts. The Mexican Government supported the proposals in the documents.
TENTH ITEM ON THE AGENDA

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

Standing Orders

Questions relating to record votes in the International Labour Conference

The Chairman indicated that this was a section of the Committee’s previous report which had been held over from the 133rd Session of the Governing Body.

Need for a Record Vote in Plenary Sitting in All Cases in Which a Two-Thirds Majority is Required (Article 19, Paragraph 5, of the Standing Orders of the Conference).

The Governing Body decided to recommend to the Conference the modification of paragraph 5 of article 19 of the Standing Orders of the Conference as set out in paragraph 8 of the report.

Request for a Record Vote in Plenary Sitting (Article 19, Paragraph 6, of the Standing Orders of the Conference).

Mr. Arutjunian said that for the I.L.O. to raise the number of delegates at whose request a record vote could be held would be to depart even further from the standards normally applied in international organisations, in particular in the United Nations where every delegation possessed the right to ask for a record vote. The rights of delegates to the International Labour Conference would thereby be diminished. He would therefore oppose the proposal in paragraph 12 of the report.

The Chairman pointed out that the provision whereby a record vote could be asked for by the Chairman of any of the three groups remained unchanged.

Subject to the dissent of Mr. Arutjunian, the Governing Body decided to recommend to the Conference the modification of paragraph 6 of article 19 of the Standing Orders of the Conference set out in paragraph 12 of the report.

Application of Conventions and Recommendations

The Governing Body adopted seriatim the proposals in paragraphs 3, 11 and 15 of the report.

Other Business

Mr. Waline said that he would appreciate it if the Director-General would communicate to the Governing Body the reply which he had received from the United Nations to the letter which he had sent in November 1956 pursuant to the adoption, by the Governing Body, of a resolution on the report of its Committee on Freedom of Association relating to the case of Hungary. It would be helpful if the reply were distributed in time for the groups to be able to examine it.

The Director-General said that he had not intended to circulate the acknowledgment received from the United Nations, but that if the Governing Body so wished he would do so.

The sitting closed at 12.30 p.m.

Guildhauna Myrddin-Evans.
MINUTES OF THE FOURTH SITTING

(Wednesday, 6 March 1957—4.40 p.m.)

The Governing Body was composed as follows:

Chairman: Sir Guildhaume Myrddin-Evans.

Mr. Ago, Mr. Aftab Ali, Mr. Arutunian, Mr. Asfahany, Mr. Azak, Mr. Bergenström, Mr. Botherame, Mr. Camejo Argudin, Mr. Campanella, Mr. Delaney, Mr. Faubel, Mr. Gemmill, Mr. Gayouer, Mr. González, Mr. Hauck, Mr. Haythorne, Mr. Jawad, Mr. Merani, Mr. Migone, Mr. Möri, Mr. Nielsen, Mr. Oksnes, Mr. Pequeno, Mr. Piriz Coelho, Mr. Van Rhijn, Mr. Richter, Sir Alfred Roberts, Mr. Robertson, Mr. Sánchez Madariaga, Mr. Sauerborn, Mr. Szin Mont, Mr. Shaw, Sir Richard Snedden, Mr. Tata, Mr. Tatsuke, Mr. Thondaman, Mr. Van Meter, Mr. Waline, Mr. Wilkins, Mr. Y0.

NINTH ITEM ON THE AGENDA

Twenty-fifth Report of the Committee on Freedom of Association

Mr. Arutunian, in connection with all the cases dealt with in the report, recalled the position of the U.S.S.R. Government with regard to the Committee on Freedom of Association. As members of the Governing Body were well aware, his attitude to this Committee was negative in regard not only to its activities and procedure but also to its nature, structure and composition. He had repeatedly stated that the Committee was not able to ensure an objective examination of cases. He would therefore abstain on all the cases reported on by the Committee, except for Case No. 158, in respect of which he would vote against the Committee’s recommendations because he considered that the matter in question was outside the Committee’s competence.

The Governing Body approved the recommendations in paragraphs 16 (Case No. 129: Peru), 53 (Case No. 138: United States and Greece), 75 (Case No. 150: United Kingdom-Jamaica) and 92 (Case No. 143: Spain) of the report.

Mr. Robertson, referring to Case No. 136 concerning Northern Rhodesia, said that the United Kingdom Government would certainly agree with the idea underlying paragraph 248 (e) but pointed out that the situation at the time in question had gone far beyond an industrial dispute, and also that the censorship had lasted for only a few days.

The Governing Body adopted the recommendations in paragraph 248 of the report (Case No. 152: United Kingdom-Northern Rhodesia).

The Governing Body adopted the recommendations in paragraphs 274 (Case No. 140: Argentina) and 319 (Case No. 151: Dominican Republic) of the report.

The Governing Body took note of the abstention of Mr. Arutunian in respect of all these decisions.

Case No. 158: Complaint Presented by the International Federation of Christian Trade Unions against the Government of Hungary.

The Chairman said that in connection with this case the Governing Body had before it, besides the recommendations of the Committee in paragraph 333 of the report, the reply of the United Nations, contained in the Second Supplementary Note, to the communication addressed to it by the Director-General in accordance with the decisions of the Governing Body at its last session and, in addition, a draft resolution submitted by the Workers’ group.

Sir Alfred Roberts, speaking on the Committee’s report, recalled that four cases had been reported to the Governing Body for action at its last session—those relating to the U.S.S.R., Poland, Venezuela and Hungary. With regard to the U.S.S.R., a reply from that Government had just been distributed to the Governing Body in the form of a supplementary note. In the case of Poland the Workers’ group had noted with great interest that some of the Governing Body’s recommendations had been accepted, in that Poland had ratified the Freedom of Association and Protection of the Right to Organise Convention, 1948, and the Right to Organise and Collective Bargaining Convention, 1949; it now remained to be seen whether those Conventions would be applied. In respect of Venezuela, to the best of his knowledge no communication had been received from the Government. While it was true that Venezuela would cease to be a Member of the International Labour Organisation after May 1957, that did not absolve the Government from replying to the Governing Body’s representations, and he wished to know whether a reply of any kind had been received from Venezuela in response to the Governing Body’s invitation.

With regard to Hungary, the Second Supplementary Note showed that neither the Hungarian authorities nor the United Nations had taken any steps beyond mere acknowledgment by the United Nations of the
Recalling the decisions taken at its 133rd Session with regard to the violation of freedom of association in Hungary;

Considering that the Hungarian authorities have failed to provide evidence of their willingness to take into account the recommendations formulated by the Governing Body with a view to ensuring full freedom and independence for the Hungarian trade unions;

Noting with concern the refusal of the Hungarian authorities to allow the United Nations to make an on-the-spot investigation of the situation;

The Governing Body—

(1) Reaffirms the decisions taken at the 133rd Session;

(2) Calls on the United Nations to make renewed efforts to induce the Hungarian authorities to respect the General Assembly resolution concerning the possibility of conducting an on-the-spot investigation;

(3) Confirms the I.L.O.'s desire to be closely associated with any action the United Nations may take regarding such an investigation;

(4) Calls on member States to support all efforts to promote the fullest respect for freedom of association and other civil and human rights in Hungary.

This draft resolution was not intended to replace the Committee's recommendations. It did not go beyond the decisions taken by the Governing Body in respect of Hungary at its 133rd Session; it merely recalled those decisions but it did express the concern of the Workers' group at the fact that nothing had been done to modify the situation in Hungary. It asked that the United Nations should make renewed efforts to achieve an on-the-spot investigation in Hungary.

The Workers' group had put forward this resolution in the belief that it was not sufficient for the Governing Body to take a decision at one session without attempting to follow it up. If the matter was to be dealt with seriously the fundamental problems involved should be studied and every possible effort made to solve them. The Governing Body should welcome the draft resolution with the same unanimity as that with which it had taken its decision at the 133rd Session.

Mr. Wilkins asked on what date the Director-General had communicated with the United Nations concerning the Governing Body's decisions in regard to Hungary, and also whether he had tried to find out if the United Nations intended to take any action on the resolution communicated to it.

The Director-General, in reply to Sir Alfred Roberts, said that no acknowledgment had been received from the Government of Venezuela.

In reply to Mr. Wilkins he explained that on 22 November 1956, the day on which the Governing Body had adopted its conclusions concerning freedom of association in Hungary, he had informed the Secretary-General of the United Nations by telegram of those conclusions and had requested him on behalf of the Governing Body to bring the matter to the attention of the General Assembly. The telegram had been confirmed by a letter to the Secretary-General dated 23 November 1956, enclosing the full text of the 21st Report of the Committee on Freedom of Association as approved by the Governing Body. On 10 December 1956 he had received a reply from Mr. de Seynes, Under-Secretary for Relief to the Hungarian People, the text of which, dated 6 December 1956, was contained in the Second Supplementary Note. No questions had been taken on the matter by the United Nations, and no government had officially proposed in the United Nations any action to introduce or support a resolution or any other document which would endorse the decision taken by the Governing Body.

Mr. Wilkins, referring to the text of the letter signed by Mr. de Seynes, asked in what form the contents of the Director-General's telegram had been brought to the attention of the General Assembly.

The Director-General said that it had been reproduced in a document of the Secretary-General that had been circulated to members of the General Assembly.

Mr. Wilkins understood that the Director-General had not made any further approaches to the United Nations to find out whether any action had been taken on the Governing Body's resolution. He raised these questions only because the resolution submitted by the Workers' group called on the United Nations to make renewed efforts to induce the Hungarian authorities to respect the General Assembly resolution concerning the possibility of conducting an on-the-spot investigation, and he wondered whether the I.L.O. had renewed its own efforts through the proper channels to get action on the Governing Body's decision.

Mr. Shaw drew attention to the fact that on 10 January 1957 the General Assembly of the United Nations had established a special committee of government representatives with the task of investigating the position in Hungary through direct observation or other appropriate means. To that extent the United Nations had taken an active interest in the matter. He considered that the action called for in paragraph (3) of the draft resolution submitted by the Workers' group was essentially proper since the I.L.O. should be associated with the work of the special committee of inquiry.

The Director-General pointed out that the United Nations had not taken any action to deal specifically with the resolution adopted by the Governing Body.

Mr. Jawad asked whether the I.L.O. had made any further efforts to pursue the matter with the United Nations after November 1956.

The Chairman said that the position was that the Director-General had been awaiting further communications from the United Nations after the acknowledgment of 6 December. It was now proposed in the resolution put forward by the Workers' group that the Governing Body should take further action to follow up the decision which it had already taken.

Mr. Delaney said that it was precisely because the United Nations had not yet taken into consideration the views expressed by the majority of the Governing Body at its 133rd Session that the Workers' group had put forward its resolution, apart from its concern at the appalling conditions in Hungary.
Mr. Waline said that, with all due diplomacy, members of the Governing Body could hardly help expressing disappointment at the state of affairs revealed by the letter from the Under-Secretary of the United Nations and the explanation given by the Director-General. Nobody could have forgotten the circumstances in which the Governing Body had discussed the question at its November session and the virtual unanimity with which, being unable to act itself, it had turned to the United Nations in the hope that that organisation might be able to do something. However, no action had been taken and the situation was just as serious as it had been in November. The Employers’ group therefore could not but give its full support to the draft resolution submitted by the Workers’ group, which it considered to be absolutely essential in present circumstances.

The Chairman asked the Governing Body to take a decision in the first place on paragraph 333 of the report.

Mr. Robertson drew attention to paragraph 333 (a) of the Committee’s conclusions, which invited the Governing Body “to reaffirm the importance which it has always attached to a prompt and fair trial by an independent and impartial judiciary in all cases in which trade unionists are charged with political or criminal offences which the Government considers have no relation to their trade union functions.” In order that the paragraph should not be interpreted as advocating discrimination in favour of trade unionists as compared with other citizens, he proposed the insertion after the words “in all cases” of the words “including cases”.

The Governing Body adopted the amendment, proposed by Mr. Robertson, to subparagraph (a) of paragraph 333 of the report.

Mr. Merani asked that his abstention should be recorded with regard to subparagraphs (c) and (d) of paragraph 333.

Subject to the abstention of Mr. Merani on subparagraphs (c) and (d), and to the dissent of Mr. Arutiunian, the Governing Body adopted the recommendations of the Committee on Freedom of Association concerning Hungary contained in paragraph 333 of the Committee’s 25th Report, as amended.

The Chairman asked the Governing Body to take a decision on the draft resolution submitted by the Workers’ group.

Mr. Arutiunian said that he had already expressed his views on the substance of this matter at the last session of the Governing Body. With respect to the draft resolution submitted by the Workers’ group, he did not believe that this type of rearguard action contributed anything new or useful. Experience had shown that the Hungarian working class was able to handle its own affairs without the assistance of scraps of paper from outside. There could be no question but that the situation in Hungary had greatly improved during the last two or three months and that the Hungarian Government and workers’ organisations had taken all the necessary steps to ensure life resuming its normal course. A great deal of damage had been done to Hungary by outside interference in many forms. Further interference could produce no useful results and could only do harm. He would therefore vote against the draft resolution.

Mr. Yü asked whether the Workers’ group would be willing to substitute the word “urge” for the word “induce” in paragraph (2) of the operative part of the resolution; the text as it stood at present might be taken as implying some special obligation on the part of the United Nations to deal with the situation in a certain way.

The Chairman pointed out that the meaning would not be quite the same, since the word “induce” implied that something had been effected whereas the word “urge” simply signified an attempt to effect something.

Sir Alfred Roberts said that the intention was that the Hungarian authorities should be persuaded to respect the General Assembly’s resolution; that might be done by peaceful means and the use of force was not implied.

Mr. Yü said that the word “induce” had never been used in connection with United Nations resolutions but that if the Workers’ group insisted on using it he would withdraw his suggestion.

Mr. Delaney recalled in connection with paragraph (3) of the operative part of the resolution that the commission of inquiry established by the United Nations to which Mr. Shaw had already referred would be meeting in Geneva in March and would hear testimony from Hungarian refugees who had taken part in the November revolution. He hoped that the I.L.O. would follow as closely as possible the evidence submitted to the commission and keep the Governing Body informed.

In connection with paragraph (4) of the operative part of the resolution States Members of the I.L.O. had a dual responsibility: on the one hand, the responsibility they undertook by the adoption of this particular resolution and by the decision taken by the Governing Body at its 133rd Session, and, on the other hand, the responsibility to do all they could to ensure that the General Assembly of the United Nations took some account of the decision taken by the Governing Body at its 133rd Session.

With reference to Mr. Arutiunian’s remarks he agreed that there had obviously been some improvement in the situation in Hungary in so far as there was no longer widespread use of tanks and other weapons to bring pressure on the Hungarian people, but the improvements were not sufficient to warrant giving up any attempt to examine the situation. It was true that facilities for obtaining information were limited but a sufficient amount of reliable information was available and it certainly had not shown that there had been any improvement in the situation as regards freedom of association in Hungary.

Mr. Merani said that the Government of India reserved its position with regard to the resolution as a whole.

Subject to the dissent of Mr. Arutiunian, and the abstention of Mr. Merani, the Governing Body adopted the draft resolution submitted by the Workers’ group.

The Governing Body took note of the communication from the United Nations contained in the Second Supplementary Note.

Position in respect of the Cases concerning Venezuela.

Mr. Pequeno wished to know on what date the Director-General had communicated to the Govern-
The Director-General replied that the Governing Body had taken its decision on the cases concerning Venezuela on 23 November 1956 and that the decision had been communicated to the Government of Venezuela on 7 December 1956.

Sir Alfred Roberts believed that under the terms of the Governing Body's decision the question of Venezuela was to be referred again to the Governing Body if no action were taken on its recommendation. He considered that the Governing Body should now discuss what steps were to be taken in these circumstances. In similar circumstances the Governing Body had, in fact, decided in respect of a previous case to take the only action left open to it, namely to publish the facts.

The Chairman said that he did not think that the Governing Body could discuss the question at its present session as it was not on the agenda; if it was desired that it should be added to the agenda the Officers of the Governing Body would have to consider the matter. He suggested that it would be preferable to wait until the Director-General, having ascertained that no reply was to be expected from Venezuela, could make a formal report to the Governing Body on the matter.

Mr. Jawad considered that a definite procedure should be decided on for all such cases in which no reply was received from the government concerned; the Director-General should either report back to the Governing Body or send reminder letters. This whole question should be pursued by the Officers of the Governing Body.

The Chairman said that the Officers would bear Mr. Jawad's suggestion in mind.

Mr. Móri considered that the procedure suggested by the Chairman was the correct one. He asked that, if the case of Venezuela were again to be referred to the Governing Body, the conclusions of the Committee on Freedom of Association should be recirculated. He believed that the Governing Body had in fact considered publication of the case if the Venezuelan Government failed to reply.

The Chairman said that the recirculation of the conclusions could be arranged.

Communication from the Government of the U.S.S.R.

Mr. Wain referred to the communication from the Government of the U.S.S.R. dated 25 February which had just been received by the Office and had been circulated to the Governing Body in a supplementary note. He did not think that the Governing Body could consider the document at its present session because members would not have had time to study it. He therefore wondered whether it would not be preferable to refer the communication from the U.S.S.R. Government in the first instance to the Committee on Freedom of Association, so that the Committee could give the Governing Body the benefit of its advice on the supplementary information supplied by that Government.

The Chairman thought that this was a matter for the Governing Body itself to decide. The Governing Body had come to certain conclusions at its November session and had requested that certain questions be put to the Government of the U.S.S.R. A reply had now been received and submitted to the Governing Body, which could decide to discuss the reply itself or to refer it to the Committee on Freedom of Association for initial examination.

Mr. Bothereau considered that this somewhat complex document should be submitted to the Committee on Freedom of Association for examination and recommendations to the Governing Body.

Mr. Hauck supported this view.

The Governing Body referred to the Committee on Freedom of Association for examination and report the observations of the Government of the U.S.S.R. on Case No. III (U.S.S.R.) contained in the First Supplementary Note.

The sitting closed at 5.25 p.m.

Guildhaume Myrddin-Evans.
At these sittings, which were held in private, the Governing Body discussed the 14th item on its agenda (Reports of the Financial and Administrative Committee).

In accordance with the provisions of article 14 of the Standing Orders of the Governing Body the minutes of these sittings are printed separately.
MINUTES OF THE SEVENTH SITTING

(Thursday, 7 March 1957—11.30 a.m.)

The Governing Body was composed as follows:

Chairman: Sir Guildhaume Myrddin-Evans.

Mr. Aftab Ali, Mr. Arutunian, Mr. Asaphany, Mr. Bergensström, Mr. Bothereau, Mr. Camejo Argudín, Mr. Campanelà, Mr. Delaney, Mr. Faubel, Mr. Gemmill, Mr. Gayyou, Mr. Hauck, Mr. Haythorne, Mr. Jawad, Mr. Merani, Mr. Migone, Mr. Möri, Mr. Nielsen, Mr. Oknes, Mr. Pequeno, Mr. Pfirz Coelho, Mr. Purpura, Mr. van Rhijn, Mr. Richter, Sir Alfred Roberts, Mr. Robertson, Mr. Sánchez Madariaga, Mr. Sauerborn, Mr. Sein Myint, Mr. Shaw, Sir Richard Snedden, Mr. Tata, Mr. Tatsuke, Mr. Thondaman, Mr. Van Meter, Mr. Waline, Mr. Wilkins, Mr. Yū.

Absent: Mr. Azak, Mr. González.

SEVENTH ITEM ON THE AGENDA

Report of the "Ad Hoc" Meeting on Civil Aviation

(Geneva, 25 November-5 December 1956)

Mr. Merani said that in view of the special nature of the Ad Hoc Meeting on Civil Aviation it might be appropriate for him as Chairman of the Meeting to say a few words about it, as objectively as possible, as the other two members of the Governing Body delegation would also no doubt wish to do.

The first issue the Meeting had had to face was whether or not technical committees should be set up. Although this was merely a matter of procedure it had been important, as the Workers' delegates in the light of their experience of other I.L.O. meetings had expected committees to be set up to deal with the technical items. Unfortunately, no agreement could be reached on this point, so that all the proceedings had had to be conducted in plenary sitting.

The main question had been how far the Meeting was willing to discuss detailed draft conclusions. The Employers had made it quite clear, both in formal statements and informally, that they were not prepared to do so; it was unnecessary to repeat their views, which were appended to the draft resolution they had submitted. In essence, they considered that adequate machinery existed for the preparation and issue of regulations concerning conditions of employment in the civil aviation industry in each country individually, and that it was unnecessary and undesirable to seek solutions at the international level.

Unfortunately, no agreement could be reached on this point, so that all the proceedings had had to be conducted in plenary sitting.

One other course of action had remained for the Workers: submission by the Workers of a draft resolution on hours of work of flight personnel and a draft memorandum on income security of flight personnel, had taken much the same course. The Workers had examined the text section by section, and on the Employers' side a statement had been made which was reproduced in the note on the agenda. The question of the competence of the I.L.O. had been raised, but it had subsequently been recognised by all concerned that the I.L.O. was the competent organisation to deal with the matters on the agenda. It should be noted in this respect that the representative of the International Civil Aviation Organisation had come prepared, should the need arise, to provide all the necessary technical information in connection with flight times and hours of duty of flight personnel. Voting had been postponed until the end of the Meeting in order to prolong the chances of agreement, however remote. In order to be adopted any proposal would have had to obtain a majority of the votes cast, and as in each case there were 11 votes for and 11 votes against, namely those of the ten members on each side plus one Governing Body representative, no text could be adopted. It had been agreed to leave to the Office the preparation of the note on the proceedings.

When the probable trend of the proceedings had become quite clear, Mr. Merani had held consultations with his two colleagues on the Governing Body delegation to consider what could be done to ensure that the mandate of the Governing Body was carried out. The Employers' member of the Governing Body delegation had expressed the view of the Employers' group, namely that the Employers should be left free to determine their own course of action. The Workers' representative of the Governing Body had felt that the Employers were not willing to undertake any serious discussion, and that therefore it was to be feared that the purpose of the Meeting would not be fulfilled. As a result, the Governing Body delegation had been unable to make any contribution to ensure that the mandate of the Governing Body was carried out and that the usual procedures of the International Labour Organisation were followed. No further efforts at mediation were possible and informal talks had showed that they would be resented; the best that could be done, therefore, had been to keep the Meeting going. In the light of this experience, he felt that it would be advisable for the Governing Body, when appointing a delegation to Industrial Committees and similar meetings, to provide it with a general brief on what it was expected to attempt.

One other course of action had remained for the Chairman and the Secretary-General, namely to make sure that those attending the Meeting were able to obtain all the advice they needed as to the purpose of the Meeting, the nature of the conclusions that
might have been arrived at, and the usual procedures followed in committees held under the auspices of the I.L.O. It had therefore been made clear, both through formal statements and in informal conversation by the Secretary-General and the Chairman, that any conclusions at which the Meeting might arrive would be submitted to the Governing Body in the first instance, that they would be no more than suggestions for use by governments and employers' and workers' organisations, and that they would not be binding in any way on the airlines of the workers' organisations.

It had often happened that those who came into contact with the I.L.O. for the first time were under certain misconceptions as to its real aims and purposes and its methods of work, but that these suspicions were allayed later and that such persons came to appreciate the great possibilities of the I.L.O. as a forum for objective discussion of important problems. It was to be hoped that this would occur in the case of civil aviation, in spite of an unpromising beginning. The civil aviation industry had shown its readiness to discuss at an international level its economic and technical problems. Perhaps it might also come to see that through the I.L.O. it could with advantage also discuss at the international level problems in the social field and in the field of labour-management relations.

Mr. Øksnes said that although the document before the Governing Body was very disappointing it involved a question of paramount interest for the future work of the Organisation. If the Ad Hoc Meeting on Civil Aviation had proved to be a failure that was partly due to the fact that governments had not been represented at it. When in November 1954 the Governing Body had decided to hold the Meeting, both Employers and Workers had agreed that governments should be excluded, while the Government representatives, except for three, had voted in favour of the Meeting being tripartite. It was an ill wind which blew nobody any good and it was a matter for satisfaction that the Workers' representative on the Governing Body delegation had said in his closing speech that the Workers' group would never again agree to participate in bipartite meetings. He hoped that this statement would be endorsed by the Workers' group at the present session of the Governing Body. Far from rejoicing at having been proved right by events, he felt that the problems raised and the proposals made at the Meeting by the Workers' group were so very important that governments should be well advised to give them careful consideration when the document was communicated to them, as he hoped it would be.

In paragraph 13 of the Office's covering note it was proposed that the note on the proceedings should be transmitted to the Sixth Session of the Inland Transport Committee for observations. It was doubtful whether the Inland Transport Committee, which was to meet on 11 March, would be in a position to make observations on this matter. In appointing delegates for such meetings governments naturally took into account the agenda of the meeting, and it was unlikely that among the delegates who had already been appointed and in some cases were already on their way to the meeting at Hamburg there would be any who were familiar with civil aviation problems. In these circumstances it would be better to forward the document to the Inland Transport Committee for information only.

In paragraph 15 the Office paper suggested that the Director-General might be authorised to transmit the note on the proceedings to governments, inviting them to communicate it to the employers' and workers' organisations concerned. He suggested that it would be desirable to add to this proposal the words "and to forward to the Director-General their own observations, together with any observations received from the employers' and workers' organisations in the establishments". In that way the Office could collect information on the views not only of governments but of employers' and workers' organisations as well.

Mr. Shaw supported the amendments proposed by Mr. Øksnes. Despite the praiseworthy efforts of the Chairman, it was quite clear that the Ad Hoc Meeting on Civil Aviation had not been successful, a fact which had not entirely surprised the Australian Government. The Australian Government had not been convinced that the time was ripe for a civil aviation meeting to be convened, and once the decision had been taken it had urged that the meeting should be on a tripartite basis. The question now was how civil aviation matters might best be handled in the future.

In the first place, if only because many of its problems transcended national boundaries, civil aviation was particularly susceptible of consideration and regulation at the international level. It was clear that the technical developments of civil aviation had social repercussions and that these two aspects must be considered together. The International Civil Aviation Organisation was concerned with the technical aspects and was not the appropriate body to deal with the social problems of the industry. In connection with a point mentioned in the note on the proceedings, it was clear that the I.L.O. was constitutionally competent to deal with the social and related problems of an industry irrespective of the state of advancement of that industry, although it naturally had discretion to decide whether the time was ripe for the discussion of any particular problem. The I.L.O.'s competence had been recognised by the International Civil Aviation Organisation itself and by members of all three groups of the Governing Body at previous sessions.

He strongly supported Mr. Øksnes' remarks on the necessity of government participation in meetings on civil aviation. In many countries governments were large employers and direct operators of civil airlines; moreover, they had wide responsibilities for safety and technical matters and provided the facilities which enabled the industry to operate. Consequently, any future meeting on civil aviation should be tripartite and should, if possible, be held in co-operation with I.C.A.O. On the other hand, there did not appear to be any immediate need for such a tripartite meeting. The I.L.O. should be guided by circumstances in this field and any meetings held should be on an ad hoc basis. If the Governing Body decided that there should be a tripartite meeting its timing should depend on the programme of meetings of Industrial Committees and of other ad hoc meetings. The Australian Government considered two Industrial Committee sessions and one ad hoc meeting per year were sufficient; one ad hoc meeting—for mines other than coal mines—was already scheduled for 1957, and the 1958 programme included an ad hoc meeting for the timber industry.

It was also important that in any further I.L.O. ad hoc meeting representation should be on a national basis; the countries primarily concerned with
the industry should be invited to attend and the governments of those countries should be responsible for arranging for tripartite representation. This method, which was followed in the case of Industrial Committees and other I.L.O. ad hoc meetings, would ensure that the countries most vitally concerned in the industry would participate and that the employers’ and workers’ interests would be properly represented; most important of all, the presence of government representatives would increase the possibility of successful discussions.

He supported Mr. Oksnes’ suggested amendment of paragraph 13; there was little point in asking the Inland Transport Committee to make observations on the note on the proceedings since its coming session would be fully occupied with technical questions of a totally different character, and it was doubtful whether delegates would be qualified to pass judgment on matters relating to civil aviation, particularly where an important question of principle was involved. It was also desirable to avoid a repetition of the futile debate which had occurred at the bipartite meeting. In any case, the Governing Body itself was largely responsible for what had occurred and it was for the Governing Body to settle the question without passing it back to an advisory body. On the other hand, it was quite appropriate and necessary for the note on the proceedings to be communicated to governments for their observations. He did not think that any further decision was called for at the present session of the Governing Body; any final decision as to how the I.L.O. should handle civil aviation matters should be postponed at least until the next session.

Mr. van Rhijn said that the Netherlands Government greatly regretted the unsatisfactory results of the bipartite Meeting on Civil Aviation.

Although, in the letters communicated to the Governing Body, the trade unions had requested that a new and tripartite meeting should be held in the near future it would be preferable to follow the course suggested by the Director-General in paragraph 15 and to transmit the note on the proceedings to governments. In the first place, many governments were concerned with the civil aviation industry either through investments or control of the industry; the Dutch K.I.M. Company was a case in point. Governments were therefore specially interested in good relations between employers and workers in the industry, and if the Director-General’s suggestion in paragraph 15 were followed governments might try to promote the possibility of agreement between employers and workers. In the second place, the Director-General’s suggestion would give an opportunity to employers and workers of reconsidering their position and would provide for a cooling-off period. He therefore supported the proposals in paragraph 15.

In the case of paragraph 13 he supported the amendment proposed by Mr. Oksnes. The Inland Transport Committee would not be in a position to discuss the problem thoroughly and already had a difficult task before it.

Mr. Pequeno said that he was speaking both on behalf of the Workers’ group of the Governing Body and as Workers’ member of the Governing Body delegation to the Ad Hoc Meeting on Civil Aviation. He would give an account of the facts not in diplomatic language but as a worker and trade unionist who did not feel obliged to mince his words.

When he had arrived in Geneva at the beginning of the Meeting he had heard rumours that the employers attending the Meeting were preparing to sabotage it completely, contrary to the principles which had been approved by the Governing Body and to the views expressed by Mr. Waline on behalf of the Employers’ group in the Governing Body. At the 127th Session of the Governing Body (Rome, November 1954) Mr. Waline had proposed that civil aviation problems should be discussed in the Inland Transport Committee, which was tripartite, and the representatives of some governments, including France, had also pressed for the discussion to take place in a tripartite committee. The Workers’ group, having confidence in the civil aviation employers, had finally agreed that the Meeting should be bipartite. At the beginning of the Meeting the Workers were faced with ten Employers’ representatives, or rather airline lawyers, who bluntly stated that they were against the establishment of committees to discuss the technical items on the agenda and that these should be dealt with in plenary sitting. The Workers had done their best, but without success, to convince the Employers of the impracticability of such a procedure. In view of the intransigence of the Employers the Workers’ group had had to agree to this procedure, and yet, on the following day, the Employers had again refused in the plenary sitting to discuss the technical items, alleging that civil aviation problems were not within the competence of the I.L.O. The arguments put forward by the Workers against this thesis were not answered. At a still later stage the Employers fell back on the position that civil aviation problems should be settled at the national level and not internationally.

The sittings, which had continued for a fortnight, had been futile in one sense if one considered the $40,000 spent by the I.L.O. on the Meeting, but very useful in another in that they had shown the Workers that they could have no confidence in Employers such as those who had taken part in the Meeting. The urgent appeal for a proper spirit of co-operation between representatives of management and labour that he himself had made at the beginning of the Meeting had been without effect. Another lesson the Workers had learnt from the failure of this Meeting was that it was impossible for them to agree to the holding of further tripartite meetings in the future. The Workers’ group fully supported the statement he had made in his closing speech to the effect that the Workers would henceforth refuse to take part in bipartite meetings.

The Workers’ group fully supported the amendment proposed by Mr. Oksnes to paragraph 13 and agreed that the Inland Transport Committee was not qualified to discuss civil aviation problems; its agenda covered quite different questions and there would be no experts in civil aviation questions among the delegates now on their way to that meeting. He had not had an opportunity of discussing with his group Mr. Oksnes’ amendment to paragraph 15, but he was sure that there would be no objection to it since it would enable the workers’ and employers’ organisations concerned to communicate to the Director-General and the Governing Body their views on the Meeting.

He also thought that the time had come for the Governing Body to draw up rules laying down the appropriate functions of the tripartite Governing Body delegations to the various industrial and technical committees and meetings. During the Ad Hoc Meeting on Civil Aviation he had had a number of conversations with Mr. Kuntschen, the
Employers’ representative on the Governing Body delegation, and had pointed out that the Employers were adopting an attitude entirely opposed to the views expressed by the spokesman of the Employers’ group in the Governing Body. He had asked Mr. Kuntschen to try to convince the Employers that their position was untenable and was inconsistent with the principles laid down by the Governing Body itself. He had also pointed out their attitude, which he could not but regard as dishonest since in effect they had been formally appointed to discuss certain questions and had been brought to Geneva at the I.L.O.’s expense to do so. It was to be regretted that Mr. Kuntschen had voted with the Employers’ representatives on the committee in defence of such a policy; as a result of this, he himself had been obliged to vote with the Workers’ side to maintain the balance of votes.

In view of the circumstances he had described, therefore, he requested the Director-General to examine the possibility of convening as soon as possible a tripartite meeting on civil aviation, since it had become apparent that there were very important problems in the industry requiring immediate consideration.

Mr. Kuntschen, as Employers’ representative on the Governing Body delegation to the Ad Hoc Meeting on Civil Aviation, wished to give his views on the proceedings as Mr. Merani and Mr. Pequeno had already done. It was true that no joint conclusions had come out of the Meeting; both groups had made their views known but neither had compromised. It would be a mistake to take this too tragically, however; there had already been too strong a tendency to do that at the Meeting itself and he had reacted against it in his closing speech. In this connection, he thought that Mr. Pequeno had perhaps gone further than he had intended in some of the comments he had just made on the Employers’ attitude. This was not the first time that a meeting organised by the I.L.O. had failed to reach joint conclusions. The same thing had recently happened in the Governing Body’s own tripartite Committee on Hours of Work, which had submitted a report giving an account of the views of the Government representatives, of the Employers and of the Workers, and no one had thought this at all unusual.

As far as the competence of the I.L.O. was concerned, since the point had been raised on several occasions it might be as well to point out that Mr. Chapa, the Employers’ spokesman at the Meeting, had said that the Employers’ group considered that the I.L.O. was fully competent to deal with the questions on the agenda of the Meeting. This statement made any further discussion on that point unnecessary.

On the substance of the question the Employers’ group had very clearly set forth their reasons and arguments against international regulations. The Australian Government representative had just maintained that civil aviation was susceptible of international regulation because of its international character, but it must be remembered that the I.L.O.’s objective was to raise the standard of living of peoples and workers and therefore it must concern itself primarily with conditions of work in activities and areas where the standard of living was not sufficiently high. This was far from being the case in the civil aviation industry. At a time when the I.L.O.’s programme was overloaded a proper order of priority surely required that it deal first of all with activities and areas where the standard of living urgently needed raising, rather than seek to regulate an occupation where conditions were already very favourable.

In reply to Mr. Pequeno, who had raised the point of the propriety of members of the Governing Body delegation voting, it was to be noted that the Standing Orders of Industrial Committees expressly provided that Governing Body representatives should have the right to vote, and this provision was surely intended to ensure that they could influence to which they were entitled. In any case equality between the Employers’ and Workers’ groups at the Civil Aviation Meeting had been maintained.

The lesson to be drawn from these discussions was that the time had certainly not been ripe for convening a meeting on civil aviation. The best course of action was therefore to wait and not to act hastily.

Mr. Hauch said that he felt as if he were watching a funeral in which the participants were following two different processions; one mourning the illusions which had been cherished as to a successful outcome of the Meeting, and another bewailing the demise of bipartism in I.L.O. meetings.

It was no exaggeration, and indeed an understatement, to say that the attitude of the civil aviation employers who had taken part in the Meeting represented a notable departure from that generally adopted by members of the Employers’ group in the Governing Body, and he appealed to the latter in the present discussion not to carry to extremes their solidarity with the civil aviation employers, whose attitude seemed to have been quite out of keeping with the spirit of collaboration generally found in the International Labour Organisation.

The failure of the Meeting showed that it had become virtually impossible to achieve satisfactory results on the international level when Employers’ and Workers’ representatives were left face to face without Government delegates in between. This was even more true in the case of industries which were specifically international in character such as civil aviation and, indeed, even the maritime industry. He was aware that the Shipowners set great store by the bipartite character of the Joint Maritime Commission, but even in that Commission there had frequently been difficulties because of the absence of governments and the best proof of this was that in September 1956 it had been necessary to hold a tripartite Preparatory Technical Maritime Conference in preparation for the Maritime Session of the Conference to be held in 1958. In the modern world it was impracticable for discussions on conditions of work to be carried on without the presence of the public authorities, particularly in industries which operated on an international level. The arbitral functions exercised by governments had already in operation between Employers and Workers on very many occasions, both at the General Conference and at the meetings of Industrial Committees and of the Governing Body.

In so far as future action was concerned, he supported Mr. Öksnes’ proposals. It would certainly serve no useful purpose for the Inland Transport Committee to discuss all over again the questions which had been placed on the agenda of the Ad Hoc Meeting on Civil Aviation. However, the I.L.O. should in the fairly near future convene a new meeting on civil aviation on a tripartite basis which would try to succeed where this bipartite meeting had failed.

In reply to Mr. Kuntschen he must affirm that the competence of the I.L.O. to deal with these matters was absolutely unquestionable. No doubt the I.L.O.
should in the first instance concern itself with the less privileged categories, as Mr. Kuntschen had pointed out, but this had been a meeting decided on by the Governing Body and it was not for civil aviation employers to decide whether or not their industry should have priority. Once the decision had been taken by the Governing Body that particular issue had been superseded.

It was to be hoped that by the time the tripartite meeting was held a better spirit would prevail, and that not only would the presence of government representatives enable majority decisions to be arrived at but that the civil aviation employers in all countries would have been persuaded in the meantime, by the efforts of all parties, to understand the advantage of discussing the problems of the industry in an international context. He urged the Employers’ members of the Governing Body to use their influence to that effect, thereby giving fresh proof of their attachment to the I.L.O. and helping the Organisation out of the unfortunate situation in which the failure of the Ad Hoc Meeting had placed it.

Mr. Robertson said that the United Kingdom Government shared the regrets that had been expressed by other Government representatives at the lack of success of the Meeting. He did not believe that the attitude which the Employers’ representatives had adopted, which was certainly not in the interests of the I.L.O., was even in their own interests in the long run. However, recriminations were out of place and an interval should now be allowed for reflection before a further meeting of either a bipartite or tripartite character was considered. In the meantime, two courses of action might be followed to encourage success in an eventual meeting.

In the first place the Employers’ members of the Governing Body might, as Mr. Hauck had suggested, endeavour to induce in their civil aviation colleagues the spirit of compromise which was usual in the I.L.O. Secondly, the Office could also take some helpful action. One of the factors partly responsible for the attitude taken by the Employers at the Meeting was their feeling that the discussions were not only touching on social aspects but also were very closely bound up with certain technical considerations which they regarded as the responsibility of I.C.A.O. An example of these was the question of crew complement; reference to this question was included among the international standards adopted by I.C.A.O. because of the link between this matter and technical matters affecting aircraft. It would therefore seem that on this and a number of other points the interests of the two Organisations were interlinked, and that it would be of advantage for the purpose of avoiding any possible confusion in future consideration of these matters if the Office, in consultation with I.C.A.O., could clarify the respective responsibilities of the two Organisations.

As far as the immediate future was concerned he agreed with Mr. Shaw that there should be no haste in convening a further meeting. As to whether any such meeting should be bipartite or tripartite he retained an open mind and considered that some of the arguments that had been put forward were not entirely convincing. Mr. Hauck had pronounced a funeral oration on bipartism, but the corpse would seem to be a fairly lively one to judge from the successful work done by the Joint Maritime Commission. The difficulty at the Ad Hoc Meeting on Civil Aviation had been that there was no willingness to discuss and compromise, and even if the Meeting had been tripartite no useful purpose would have been served by trying to impose on one of the two sides of the industry resolutions which it would not have been prepared to carry out. It was doubtful whether a tripartite meeting could have been successful at that time, whereas a bipartite meeting at a later stage might well be as successful as a tripartite one.

He supported the amendment proposed by Mr. Oksnes to the proposal in paragraph 13 of the Office covering note and agreed that the note on the proceedings should be referred to the Inland Transport Committee for information only. The matter was, for the time being, the responsibility of the Governing Body, which would not be greatly enlightened by any advice that might be given on it by specialists in port questions. In connection with paragraph 15, the proposed amendment whereby governments and employers’ and workers’ organisations would be asked for their comments might very well help in the educative process that must be part of the preparation for a later meeting.

Mr. Tata shared the disappointment expressed by other speakers at the lack of success of the Meeting, but pointed out that one reason for its failure was, as the Employers had convincingly argued in the Governing Body, that there had been no occasion for convening it. They had said that the time was not yet ripe; the decision to hold the Meeting had been taken much against their wishes and it was unfair to blame the civil aviation employers for the results. They had considered that civil aviation, far from being a weak industry, was one in which there were excellent conditions of employment and strong employers’ and workers’ organisations, so that the two sides were quite able to discuss their own interests in the best traditions of collective bargaining at the national level.

Reference had been made to earlier proposals for the inclusion of civil aviation questions in the agenda of the Inland Transport Committee. He had been among those who had advocated this course but purely in order to avoid any possibility of the establishment of a new Industrial Committee. He had proposed at that time that the Inland Transport Committee should be so constituted as to include delegates familiar with civil aviation matters to deal with aviation problems, and it was the Workers who had opposed this proposal.

Some speakers had shown a clear preference for tripartite meetings, and the normal spectacle of a third party keeping the balance between Employers and Workers might lead many workers to believe that the results would have been satisfactory if the third party had been present. The Workers should not forget, however, that many governments were likely to take sides; some of the Employers would be from the nationalised sector of the industry and it was doubtful whether a tripartite meeting would give materially different results.

What was needed for the time being was a cooling-off period to allow time for calm reflection. In the meantime, the so-called injustices suffered by the workers need not continue as they could always fight for their rights at the national level. All the necessary technical points could be considered by I.C.A.O., and perhaps in one or two years’ time the Employers would be in a better mood than at present.

It was not, as Mr. Pequeno had said, evidence of dishonesty on the part of the civil aviation employers that they had been unable to discuss certain questions
at a particular time. The Employers at the Meeting had honestly considered that the problems placed before them were not of the type on which agreement could be reached. The Employers' group of the Governing Body had often taken their defeats with good grace, and the fact that this Meeting had failed was no reason for accusing them of sabotage.

It had been suggested that the note on the proceedings of the meeting should be referred to the Inland Transport Committee for observations, but the delegates to that Committee would know nothing about the subject, and it would even be a waste of time to communicate the note to them for information only. It should be accepted that not all I.L.O. meetings could be successful; there must on occasion be sharp and persistent differences of opinion. The kind of attitude adopted by the Workers, as expressed in the report, would not help to solve the problem. The next meeting would include even more representatives of nationalised industries and, practically speaking, would amount to a bipartite meeting. It would not be right either to pretend that there had not been a failure or to gloat over it. The Employers were certainly not happy at the results, but those results had not been entirely negative as each side had had an opportunity of expressing its views.

The I.L.O. would do well for the immediate future to deal with the more urgent problems of other industries. There could be no doubt that the civil aviation industry enjoyed better conditions of service than those of any other, and its problems should be left aside for some three years or so until the time was more favourable for discussion.

The discussion was adjourned to the next sitting.

The sitting closed at 12.45 p.m.

Guildhaume MYRDDIN-EVANS.
MINUTES OF THE EIGHTH SITTING

(Thursday, 7 March 1957—4.45 p.m.)

The Governing Body was composed as follows:

Chairman: Sir Guildhaume Myrddin-Evans.

Mr. Aftab Ali, Mr. Arutunian, Mr. Azak, Mr. Bergendörfer, Mr. Botherum, Mr. Camejo Argudín, Mr. Campanella, Mr. Fauvel, Mr. Gemmill, Mr. Ghayour, Mr. Gónzález, Mr. Hauck, Mr. Haythorne, Mr. Jawad, Mr. Merani, Mr. Migone, Mr. Möri, Mr. Nielsen, Mr. Oksnes, Mr. Pastore, Mr. Pequeno, Mr. van Rhijn, Mr. Richter, Sir Alfred Roberts, Mr. Robertson, Mr. Said Salama, Mr. Sánchez Madariaga, Mr. Sauerborn, Mr. Sein Myint, Mr. Shaw, Sir Richard Snedden, Mr. Tata, Mr. Tatsuke, Mr. Thondaman, Mr. Van Meter, Mr. Waline, Mr. Wilkins, Mr. Yó.

Absent: Mr. Piriz Coelho.

SEVENTH ITEM ON THE AGENDA

Report of the "Ad Hoc" Meeting on Civil Aviation (Geneva, 26 November—5 December 1956) (concl.) 1

Mr. Waline regretted that after many years as Labour Attaché in the French Embassy in London Mr. Hauck appeared to be so little impressed by the success of the bipartite system of which the United Kingdom gave such a good example. On this point he much preferred Mr. Robertson's reasonable optimism to Mr. Hauck's deliberate pessimism.

Mr. Pequeno had tried to contrast the attitude of the Employers' representatives at the Ad Hoc Meeting with that of the Employers' group in the Governing Body, but, as Mr. Tata had already pointed out, the Employers' attitude was perfectly consistent. When an ad hoc meeting for civil aviation had been first proposed the Employers had opposed it and given their reasons for considering it unnecessary and premature. They had been defeated, however, and after the Governing Body at its 127th Session had decided by 21 votes to 13 to hold such a meeting the question arose as to how it should be composed. At this point, to quote the minutes of the Governing Body, Mr. Waline had said: 'The decision having been taken to convene a meeting, the Employers' group was in favour of a bipartite meeting, as proposed in para- graph 11 of the Office paper . . . . The Governing Body had . . . . decided to hold a single ad hoc meeting . . . . The Employers therefore supported Sir Guildhaume Myrddin-Evans in believing that it was preferable to use the method that had given favourable results in many countries, namely to bring employers and workers together as proposed in paragraph 11 of the paper.' 2 The situation was thus perfectly simple: the Employers had not wished for a meeting and had voted against it, but it had been decided to hold the meeting in spite of their views. When the Employers had been consulted as to whether the meeting should be bipartite or tripartite they had said that it would be preferable for it to be bipartite, but they had not thereby undertaken that a bipartite meeting would be successful, since they had said in advance that it was a mistake to hold a meeting at all. It would be wrong, however, to take the result of the Meeting too tragically. It was common knowledge that wherever attempts were made to arrive at joint agreements—which Mr. Waline himself regarded as the best method of settling conditions of employment—results were achieved only gradually, and the Ad Hoc Meeting on Civil Aviation represented in fact the beginning of an experiment which should not be condemned as lightly as Mr. Hauck had done in his remarks at the previous sitting.

Sir Alfred Roberts said that, while it would certainly be premature to speak of the question of civil aviation as dead and buried in the I.L.O., the situation which had arisen in the Ad Hoc Meeting pointed to something seriously wrong. Mr. Robertson had implied, perhaps unwittingly, that both sides were to some extent responsible for the failure to arrive at any agreement. It was important to bear in mind, however, that what the Workers were concerned at was not the failure to reach agreement but the fact that the actual mechanics of the Meeting had been so defective. Mr. Robertson had also implied that the Workers had tried to involve the I.L.O. in matters which fell within the competence of I.C.A.O.; this was not so, and it should be clearly understood that I.C.A.O. had been consulted in arranging the programme of the Meeting, had been in favour of the Meeting being held, and had in no way contested the competence of the I.L.O. to deal with the matters which were on its agenda.

Mr. Tata and Mr. Kuntschen had made valiant attempts to justify the Employers' attitude at the Meeting, and Mr. Waline had sought to justify the failure of the Meeting by saying in effect that the Employers had all along pointed out that it was unnecessary to hold one. It was a fair question, to which an answer should be given, as to how far the Employers' group of the Governing Body supported the attitude of the Employers at the Ad Hoc Meeting. It was a fact that some Employers' members of the Meeting had originally arrived in Geneva with the intention of taking a full and active part in the discussions, but that when the first day of the Meeting arrived there was complete agreement on the Employers' side not to co-operate. It had been suggested that there had been collusion between representatives of the Employers' group of the Governing Body and members of the Employers' group of the Civil Aviation Meeting. Whether or not that suggestion was true, it was a fact that, in spite of the greatest efforts of the Workers' group to achieve

1 See above, Minutes of the Seventh Sitting, pp. 37-42.
2 See Minutes of the 127th Session of the Governing Body, Fifth Sitting, p. 38.
co-operation, it had been refused by the Employers.
It was this aspect of the Employers' non-co-operation
to which the Workers essentially took exception.
In the first place the Employers' group had refused
to accept the draft Standing Orders, which provided
that technical subcommittees should be established
to discuss the technical items on the agenda. After
some argument an attempt was made by Mr. Tata
during the plenary sitting to discuss the technical items in plenary sitting.
In the Steering Committee the Employers had prom-
ised that if the technical items could be discussed
in plenary sitting they would co-operate, and it was
a sign of their bad faith that they had subsequently
not co-operated.
Mr. Merani, who had given a perfectly accurate factual account of the Meeting,
would confirm that at one plenary sitting 12 speeches
were made in succession from the Workers' side
without a single word from the Employers' group in
spite of repeated requests by the Chairman for com-
ments and observations.

The Governing Body should clearly understand
that the Employers' group had not been to blame for
the lack of co-operation. What the Workers objected
to was not that final agreement had not been arrived
at but that the Employers had refused even to work
towards any kind of agreement. This was confirmed
by passages from their own statements. In the first
part of the general statement made on behalf of
the Employers' group the following may be read:
"The Employers' group does not believe that
the reports or the speeches of the Workers' repre-
sentatives have made out a case for the interven-
tion of the International Labour Organisation
in conditions of employment in civil aviation.
Therefore, we do not propose to deal in detail with
the complaints raised by the Workers' representatives..."
Our attitude is as already stated, namely that
different and suitable machinery exists for the
discussion and correction of justifiable complaints
within our respective countries." The Employers
went on to say "Finally, Mr. Chairman, the Em-
ployers desire to sum up their attitude in this way.
The report by the Office and the speeches of the Workers' represen-
tatives have demonstrated beyond all doubt that there is
no justification for the International Labour Organ-
isation to expend its energies and finances, either
now or in the future, upon discussions on employ-
ment in civil aviation when it is known that civil
aviation is amongst those industries which offer to
employees the highest level of salaries and conditions
of employment." The draft resolution submitted
by the Employers' group concludes "that there is
no need for further action by the I.L.O. in the civil
aviation industry." These statements were tanta-
mount to arguing that because national machinery
 existed for dealing with conditions in civil aviation
there was no part for the I.L.O. to play, thus over-
looking the fact that the function of the I.L.O. was
to deal with matters which needed international
action and discussion, and also that civil aviation was
an international enterprise rather than a national
one. It was for this very reason that the Meeting
had been convened. It was also difficult to square
this argument, which had been elaborated by Mr.
Tata at the previous sitting, with Mr. Tata's further
statement that the Employers had wished civil
aviation to be dealt with by the Inland Transport
Committee. It was a strange contradiction to argue
that there was need for international discussion of
civil aviation while at the same time suggesting
that it should be discussed on an international basis
in a tripartite committee.

The point which had been made by Mr. Merani and
Mr. Pequeno about the functions of Governing Body
delegations should be followed up. It was essential
that Governing Body delegates should have some
brief to follow; personally he had never believed
that it was their function in any committee to lead
the particular group to which they belonged. He
gave notice that the Workers' group would raise this
issue in due course with a view to a formal
decision.

The Workers' group had prepared an amendment
to the proposals in paragraph 15 of the Office paper
which would be submitted at a later stage. In the
meantime there were two questions which the Em-
ployers' group ought to answer: first of all, had there
been any collusion between members of the Em-
ployers' group of the Governing Body and the Em-
ployers' group of the Ad Hoc Meeting on Civil
Aviation, and secondly, did the Employers' group
of the Governing Body wholly support the attitude
of the Employers' group in the Meeting in refusing
to take part in normal businesslike discussion?

Sir Richard Snedden welcomed the reasonable
attitude adopted by Mr. Robertson, which was in
contrast to the somewhat provocative remarks made
by Mr. Pequeno and Mr. Hauck and to the latter's
rather premature eagerness to bury the bipartite
system. He was glad to note that, while some
members of the Governing Body bitterly resented
Employers and Workers discussing their differences
together without outside aid, a different view was
taken by other members in all three groups.

With regard to the difficult question of the func-
tions of Governing Body delegations, he himself could
never accept the thesis which had been implied, if not
stated, by some speakers that the majority view in a
Governing Body delegation should be upheld by all
of its members.

Two other points from Mr. Merani's report were
worthy of comment. The first was the statement
that the Employers' group had expected from their
experience of committees of this sort that sub-
committees would be appointed. There was, how-
ever, absolutely no reason why subcommittees should
have been appointed; in fact, there had not been
enough members at the Meeting to man them. In
the Joint Maritime Commission, which was much
larger than the Civil Aviation Meeting, he could not
remember any occasion on which technical bipartite
subcommittees had been appointed. In any case, he
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Mr. Arutiumian could not consent to the burying of this question. He was surprised that the Workers' group had accepted Mr. Oksnes' amendment to paragraph 13, which would prevent the Inland Transport Committee making observations on the proceedings of the Ad Hoc Meeting on Civil Aviation; if the note on the proceedings was to be transmitted for information only, especially under the interpretation placed upon those words by the Employers' group, it would be tantamount to burying the subject. He could not agree to such an amendment, unless a proposal were also adopted which would provide for some other means of further examination of the question. Perhaps the Workers' amendment to which Sir Alfred Roberts had referred would provide such a solution; if not, the Governing Body must either instruct the Inland Transport Committee to propose some method for the proper examination of civil aviation problems, or take such a decision itself. The Director-General, for instance, might well be asked to submit proposals to the next session of the Governing Body as to how civil aviation problems might be dealt with in future.

The Employers' contention that the I.L.O. had no business to deal with civil aviation problems could not be taken seriously; if employers in any industry were approached with regard to their own industry they would probably take the same point of view, namely that it was not for the I.L.O. to interfere because conditions of work were better and more favourable in their industry than in others. Only the I.L.O. itself had the right to decide what questions it would deal with. Once the decision to deal with civil aviation problems had been taken it should have been loyaly carried out, and while he would not go so far as to follow Mr. Pequeno in his references to dishonesty, the attitude of the Employers was certainly blameworthy. The responsibility for the failure of discussions in the Civil Aviation Meeting rested squarely on the Employers' group; the Employers had shown their hand and made it quite clear that they did not want a co-operative and effective co-operation with a view to improving conditions of work. The Employers were essentially concerned only to defend their own interests and increase their profits, and did not hesitate to undermine the Organisation in the process. Usually they sought to veil their attitude but, just as in the case of their recent failure to support the budget, their attitude had been for once clearly revealed on the occasion of the Civil Aviation Meeting.

The failure of the Ad Hoc Meeting on Civil Aviation had shown that bipartite meetings were not feasible in the I.L.O., and some method should be found of examining civil aviation problems on a tripartite basis. The argument used against a tripartite meeting that large sectors of the aviation industry were nationalised was not valid because governments had a special interest in civil aviation which was wider than and different from that of the administrators of the civil aviation industry, even where the industry was nationalised, and the views of the representatives of the administrators were by no means always identical with those of the government representatives. The communications to the Governing Body from occupational organisations further underlined the point. On the other hand, the constructive way of dealing with civil aviation problems, and unless he were satisfied by the proposal which he understood was to be made by the Workers' group he would reserve the right to submit a proposal of his own in due course.

Mr. Wilkins said that the United States Government would support the amendment to paragraph 13 proposed by Mr. Oksnes; he did not think that the note on the proceedings should be communicated to the Inland Transport Committee for observations because none of the representatives attending the Meeting would be competent to discuss the question. He would oppose any proposal for a further civil aviation meeting for the time being, as he shared the view of the Australian Government representative that there should be a cooling-off period.

With respect to paragraph 15, he believed in the democratic principle that negotiations between governments on the note on the proceedings should be communicated to governments for comment. The United States Government wished it to be quite clear that it did not believe that the failure of the Meeting should mean that there would never be another bipartite meeting; it was convinced that there was sufficient intelligence in both the Employers' and Workers' groups to make the holding of bipartite meetings possible. While he was happy to learn that some members of the Governing Body thought that Government representatives had a useful purpose to serve other than that of voting the budget, he believed that those occasions on which Workers and Employers should discuss together without the interference of Government representatives.

Mr. Tata said that he had very good reasons for having stated that the problems of the civil aviation industry could more effectively be dealt with at the national than at the international level. His remarks had been criticised by Sir Alfred Roberts as inconsistent, but they were not really so. The Employers had been against the convening of a special meeting on civil aviation; they had said that if the Workers insisted on the matter being discussed it could be done in the Inland Transport Committee. It was only after the majority of the Governing Body had decided to hold a special meeting that the Employers had supported its being bipartite. There were peculiar conditions in the civil aviation industry which made its problems unsuitable for discussion on an international basis. In the first place, the industry was governed by the conditions of service in an international meeting so long as there were special reasons why wage and other conditions in infant airlines could not be brought into line with those in countries which had established major airlines, such as K.L.M., or Air France, or B.O.A.C. When the airline industry was first started in India, for example, a fully qualified Indian pilot flying a Constellation got a monthly salary of between 1,500 and 1,800 rupees, as against some $20,000 a year earned by an American pilot flying the same equipment. At the same time, Indian pilots were unable to accept jobs outside India because of the Essential Services Order in force in India. It was quite impracticable to compare wage scales and conditions of service in an international meeting so long as disparities could not be remedied because of such restraints and limitations. One of the reasons why the Ad Hoc Meeting had failed to come to any conclusions was that most of the airline operators, some of them nationalised, were not prepared to consider comparing conditions of service because of the peculiarities of the civil aviation industry.

Sir Alfred Roberts asked whether the Employers' group was prepared to answer the two important questions he had asked.
Sir Richard Snedden said that Sir Alfred Roberts' so-called questions were really allegations; one of them was certainly out of place in the Governing Body, and they both called for no reply.

Mr. Waline expressed regret at the use of the terms "sabotage" and "obstructive attitude" applied to the Employers' representatives in the communications from the International Transportworkers' Federation and the World Federation of Trade Unions with which his consent as one of the Officers had been communicated to the Governing Body.

The Chairman said that he had no doubt that the Director-General would take into account the suggestions and views which had been expressed during the discussion, and that every member of the Governing Body would take the opportunity of forwarding the educative process which seemed to be necessary in relations between the civil aviation industry and the I.L.O. He understood that there was general approval for the proposal in paragraph 13 of the Office paper, amended as suggested by Mr. Oksnes.

The Governing Body authorised the Director-General to transmit the note on the proceedings of the "Ad Hoc" Meeting on Civil Aviation to the Sixth Session of the Inland Transport Committee for information.

The Chairman said that he had received two proposals for additions to paragraph 15. The first proposal, submitted by Mr. Oksnes, would add the following phrase to the form of words suggested in paragraph 15 of the Office paper: "and to forward to the Director-General their own observations together with any observations received from the employers' and workers' organisations in question."

Mr. Arutiunian proposed a further addition as follows: "and requests the Director-General to submit to the Governing Body proposals as to how the problems of working conditions in civil aviation should be considered in the International Labour Organisation."

The Chairman said that he had understood that if Mr. Arutiunian was satisfied with the proposal put forward by the Workers' group he would not pursue his own. Before coming to the Workers' proposal, however, he would submit to the Governing Body for approval the suggestion in paragraph 15 of the Office paper as amended by Mr. Oksnes.

The Governing Body authorised the Director-General to transmit the note on the proceedings of the "Ad Hoc" Meeting on Civil Aviation to governments, inviting them to communicate it to the employers' and workers' organisations concerned and to forward to the Director-General their own observations, together with any observations received from the employers' and workers' organisations in question.

The Chairman said that the additional proposal submitted by the Workers' group read as follows: "The Governing Body requests the Director-General to study the possibility of convening as soon as possible a tripartite meeting on civil aviation and to report thereon to the Governing Body."

Mr. Arutiunian said that he would be satisfied by that proposal if it were adopted and would withdraw his own.

Sir Richard Snedden said that he would vote against the proposal; it would be premature for the Director-General to consider any such steps until he had received the replies envisaged in paragraph 15 as already approved.

The Chairman asked whether it would be possible to reconcile the views of Sir Richard Snedden with those of the Workers' group by regarding paragraph 15, as adopted, as the first subparagraph of a comprehensive paragraph, the second subparagraph consisting of the Workers' proposal amended as follows: "requests the Director-General thereafter to study the possibility of convening as soon as possible . . . ."

Sir Alfred Roberts said that the Workers' group was unable to accept the form of words suggested by the Chairman in view of the length of time that might be taken by governments to communicate observations to the Director-General. It might even result in the Governing Body having to wait four or five years before the Director-General was in a position to make proposals. It would be perfectly possible for the Director-General within the original terms of the Workers' proposal to take into account such observations from governments as he had received within a reasonable period; the words "as soon as possible" were not intended to imply that the Director-General should be required to report back to the very next session of the Governing Body.

Mr. Oksnes asked whether the Employers' group would be satisfied by a form of words such as "requests the Director-General on the basis of replies from governments which he may have received . . .".

Mr. Waline asked for an adjournment to enable the Employers' group to consider this suggestion.

The sitting was suspended at 5.50 p.m. and resumed at 6.20 p.m.

Sir Richard Snedden said that the Employers' group would be prepared to accept the second sub-paragraph of paragraph 15 worded as follows: "requests the Director-General on the basis of the replies received, to study what further action should be taken by the I.L.O. in the matter, including the desirability of convening a special meeting on civil aviation, and to report thereon to the Governing Body."

Sir Alfred Roberts said that the Workers' group was unable to accept that proposal; he had, however, submitted to the Chairman in writing a modification of the Workers' own proposal reading as follows: "requests the Director-General, on the basis of the replies received by the 137th Session of the Governing Body, to study the possibility of convening as soon as possible a tripartite meeting on civil aviation and to report thereon to the Governing Body. The Workers' group had made this proposal because it felt that it was desirable to put a limit on the length of time for which the Director-General would wait to receive replies from governments. The present proposal would allow a period of approximately eight or nine months, which should be adequate for governments and employers' and workers' organisations to formulate their observations. The Director-General would then, bearing in mind these observations, study the possibility of making proposals."
Mr. Waline said that the Employers' group had made a real effort to reach a compromise, but could not go further than the proposal which had been read out by Sir Richard Snedden.

The Chairman said that he would first put to the vote the Workers' revised proposal, and then, if it were not adopted, the Employers' proposal.

By 25 votes to 10, with 1 abstention, the Governing Body adopted the revised proposal submitted by the Workers' group.

The Governing Body took note that, as a result of the various proposals which had been adopted, its decision on paragraph 15 of the Office document read in full as follows:

The Governing Body—

(a) authorised the Director-General to transmit the note on the proceedings of the Ad Hoc Meeting on Civil Aviation to governments, inviting them to communicate this document to the employers' and workers' organisations concerned and to forward to the Director-General their own observations, together with any observations received from the employers' and workers' organisations in question;

(b) requested the Director-General, on the basis of the replies received by the 137th Session of the Governing Body, to study the possibility of convening as soon as possible a tripartite meeting on civil aviation and to report thereon to the Governing Body.

The Governing Body took note of the communications contained in the supplementary notes on this item.

The sitting closed at 6.30 p.m.

Guildhaume MYRDDIN-EVANS.
The Governing Body was composed as follows:

Chairman: Sir Guildhaume Myddin-Evans.

Mr. Aga, Mr. Aftab Ali, Mr. Arutunian, Mr. Azak, Mr. Bergenström, Mr. Bothereau, Mr. Cangas Arguedas, Mr. Campaella, Mr. Faubel, Mr. Fennema, Mr. Gemmill, Mr. Grayour, Mr. González, Mr. Hauk, Mr. Haythorne, Mr. Jawad, Mr. Merani, Mr. Migone, Mr. Nielsen, Mr. Oknes, Mr. Pastore, Mr. Pequeno, Mr. Piriz Coelho, Mr. van Rijn, Mr. Richter, Sir Alfred Roberts, Mr. Robertson, Mr. Ruppert, Mr. Saíd Salama, Mr. Sánchez Madariaga, Mr. Sauerborn, Mr. Sein Myint, Mr. Shaw, Sir Richard Snedden, Mr. Tata, Mr. Tatsuke, Mr. Thondaman, Mr. Waline, Mr. Wilkins, Mr. Yū.

Eleventh Item on the Agenda

Report of the Committee on Industrial Committees

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

The Governing Body took note of the information summarised in paragraphs 2 to 4 of the report.

II. Memoranda Adopted by Industrial Committees: Reference to Minority Views.

Mr. Fennema said that the Employers' group objected to the proposal in paragraph 16 of the report. The Employers attached great importance to the question of the expression of minority views in the conclusions of industrial and similar committees. When the Industrial Committees had first been established the possibility of their trying to develop into small international labour conferences had been realised and a committee had been appointed which had now been thoroughly discussed on several occasions in the Committee on Industrial Committees, adopted by the Governing Body in 1948. In that document it was clearly stated that it was not necessary that the views of Industrial Committees should take the form only of resolutions, and it was indicated that the discussion in Industrial Committees was more important than the final form in which the conclusions were adopted. As the Employers' group interpreted the document, it was not at all necessary for Industrial Committees to adopt memoranda, conclusions or other texts which indicated only the majority views.

Mention had been made at a previous sitting of the role of Government representatives in enabling the other two groups to reach a compromise; that compromise was not constructive, however, if the Government representatives did not understand fully the problems of the industry for which the Industrial Committee had been set up. Moreover, governments often changed their views when their representatives had left Geneva; how otherwise could the small number of ratifications of so many I.L.O. Conventions be explained? Government representatives were perhaps not always fully aware of the implications of a certain form of words. As there were some 450 separate conclusions of Industrial Committees now pigeon-holed in government departments, it was to be feared that the officials who had to refer to them would not always take the time also to refer to the report of the corresponding subcommittee in which the minority views were expressed.

For all these reasons the Employers believed that the minority view should be included in the actual conclusions of the Committees. The Document for the Guidance of Industrial Committees expressly provided that an Industrial Committee, as an alternative to presenting a unanimous view to the Governing Body, might present in an agreed report the various views expressed by the members of the Committee.

Mr. Bergenström felt strongly that the whole purpose of Industrial Committees would be lost if minority views were excluded from their conclusions, particularly in cases where these views were necessary to provide a full picture of what had happened at the meeting. Again, the practice was growing in Industrial Committees of compiling, redrafting and condensing conclusions into shorter form. When that happened the minority views expressed in the report were lost sight of, which would not happen if they were expressed in the conclusions themselves. If the proposal in paragraph 16 of the report were adopted he would have to reconsider his attitude to Industrial Committees which hitherto had been one of support.

Sir Alfred Roberts said that this was a matter which had now been thoroughly discussed on several occasions in the Committee on Industrial Committees. The adoption of the proposal in paragraph 16 of the report would not involve any fundamental change in the working of Industrial Committees; in so far as there would be a change, it would have been precipitated by the Employers themselves in insisting on a specific decision on this point.

If the Employers' position were adopted one of two things would happen: either the Employers' group and the Workers' group in the Committee would put forward their maximum demands and not make any attempt to reach a compromise, knowing that the views of both parties would be included in the Committee's conclusions, or the Workers' group would give up part of its position in an attempt to meet the Employers' views, and after a vote had been taken on the compromise proposals the Employers' group would turn round and request the inclusion of their original views in the Committee's conclusions. Both cases made it clear that the result of the procedure advocated by the Employers would be that there would be less inclination to arrive at some generally agreed compromise solution in Industrial Committees. It was because of that consideration that the Workers' group vehemently opposed the Employers' position.
The adoption of paragraph 16 of the report would not prevent the reflection of minority views in the conclusions of Industrial Committees; that was a matter for the Committee itself to decide. If the Committee, for instance, agreed at the outset that instead of trying to arrive at majority conclusions it would set out the varying views in the form of a memorandum, then its conclusions would reflect the various tendencies in the Committee. Nor was it true to say that minority views would be completely lost sight of, because whenever there had been a substantial minority vote the attention of governments was drawn to the vote in that particular case when the conclusions of the Committee were referred to them. Finally, there was in paragraph 17 of the report a suggestion to the Director-General as to the form in which the conclusions and reports of Industrial Committees should be reproduced in the Official Bulletin. If this were adopted the appropriate report would accompany the particular conclusions to which it referred, and he was convinced that civil servants had sufficient interest in their work to look beyond the conclusions to the reasons on which they had been based and form their own judgment about them.

The essential approach of Industrial Committees should be to try to arrive at general agreement, and Employers', Workers' and Government representatives should be prepared to compromise in order to arrive at unanimity. If the Employers' thesis were accepted no attempt would ever be made to reach a compromise and the Industrial Committees would be far less successful in the future than they had been in the past. For these reasons the Workers' group supported the proposals in paragraph 16 of the report.

Mr. Robertson said that the United Kingdom Government maintained the views which its representative had expressed in the Committee, as given in paragraph 12 of the report, and supported the proposal in paragraph 16.

Mr. Waline said that, while it appeared to be assumed that a minority was necessarily one of the three groups in an Industrial Committee, that was not always so. For instance, in the Chemical Industries Committee, the difference of opinion on the symbol for corrosive substances had not run along group lines but by countries. The same applied to the question of performers' rights, on which the American view was different from that of the European members. Hence it was not merely in the interest of a particular group that the division of views should be faithfully reflected; this was also necessary in order to give a true picture of the views of an Industrial Committee so that the Governing Body, and subsequently national administrations and organisations, might be able to form an opinion of the conclusions of a Committee. This was all the more important in that, unlike the International Labour Conference, the Industrial Committees represented only a selection of countries, so that the question of which countries had made up the majority was significant and should be determinable.

For all those reasons he urged the Governing Body not to take a hasty decision which might have most unfortunate consequences, particularly in view of the fact that it would give rise to endless controversy. The simplest solution was surely for the facts to be reported as clearly as possible to the people who had to make use of them.

The Chairman said that in view of the apprehensions still felt by the Employers' group he would ask the Governing Body, if it approved paragraph 16, to endorse also the suggestion made in paragraph 17.

By 29 votes to 10, with no abstentions, the Governing Body approved the proposal in paragraph 16 of the report.

The Governing Body endorsed the suggestion in paragraph 17 of the report.

III. Agenda of the Sixth Session of the Textiles Committee.

Sir Alfred Roberts drew the Governing Body's attention to paragraph 21 of the report, which recorded the voting in the Committee on the proposal of the Workers' group that one of the items for the agenda of the Textiles Committee should be hours of work. In view of the result of the Governing Body's discussion on hours of work under another item on its agenda he would do no more than express the Workers' regret at this decision, and ask that the same expression of regret be recorded in connection with paragraph 30 of the report.

The Governing Body adopted the proposal in paragraph 23 of the report.

IV. Agenda of the Fifth Session of the Chemical Industries Committee.

The Chairman drew the Governing Body's attention to the fact that Sir Alfred Roberts' observations on paragraph 23 on behalf of the Workers' group applied equally to the recommendations in paragraph 30 of the report.

The Governing Body adopted the proposals in paragraphs 30 and 31 of the report.

V. Fourth Session of the Advisory Committee on Salaried Employees and Professional Workers: Request for Representation by the International Federation of Actors.

The Governing Body adopted the recommendation in paragraph 33 of the report.

VI. Membership of the Petroleum Committee: Application by Austria.

The Governing Body adopted the proposal in paragraph 35 of the report.

VII. Sixth Session of the Inland Transport Committee: Request for Representation by the International Road Transport Union.

The Governing Body adopted the recommendation in paragraph 37 of the report.

TWELFTH ITEM ON THE AGENDA

Report of the International Organisations Committee

Issues concerning Co-ordination and Concentration of International Efforts Arising from the 22nd Session of the Economic and Social Council.

The Governing Body adopted the recommendations in paragraphs 6 and 7 of the report.

Twentieth Report of the Administrative Committee on Co-ordination.

The Governing Body adopted the recommendation in paragraph 10 of the report.

1 See above, Minutes of the Second Sitting, pp. 17-22.
Mr. Hauck said that it was unfortunate that this report had reached members of the Governing Body too late for thorough study, but that it was important that the Governing Body should give the report the attention it deserved.

In the first place the work of the Group of Experts was a good example of effective collaboration between the United Nations and the I.L.O. It was not always easy to get such joint machinery under way, and the establishment of this particular Group had been preceded by a great deal of consultation between the two organisations, but it had finally met and had arrived at extremely interesting conclusions, the first that had been formulated on family levels of living considered in all their aspects.

In the second place the conclusions adopted by the Group of Experts closely concerned the I.L.O.: family levels of living could not be studied without taking into account a number of factors which were directly within the competence of the I.L.O.—social security, employment and employment security, vocational training, wages, safety and health and the employment of women and children.

The report was now before the Governing Body; in May it would be submitted to the United Nations Social Commission and in July to the Economic and Social Council. It was important, therefore, that the I.L.O. should not seem to lack interest in the report and in the subject with which it dealt, and that endorsement of the recommendations in paragraph 12 should be understood to mean that the Governing Body was prepared to give all the importance that deserved to problems of family levels of living. It should also mean that if, as was probable, the Social Commission and the Economic and Social Council decided that studies should be continued, perhaps on a regional basis, the Director-General would be empowered to collaborate fully with the United Nations. He hoped that that would be understood if the Governing Body adopted paragraph 12 of the report.

Mr. Öksnes associated himself with Mr. Hauck’s remarks. He also drew the attention of the Governing Body to an important point omitted from the report of the Group of Experts, to which he had referred in the International Organisations Committee, as mentioned at the end of paragraph 11 of its report. It was not true that a rapid expansion of production was the only means of dealing with the population problem, as the report of the Experts seemed to indicate in the section on demographic factors (paragraph 32). A measure such as family planning should have been mentioned in a report of this kind, even if it were a controversial one. This was not, of course, the concern of the I.L.O. but rather of the United Nations and the World Health Organisation, and those two organisations already had working relations for the study of population questions; it would therefore be for them to take appropriate steps to supplement the report of the experts on that point when it was presented to them.

Mr. Walle agreed that the Director-General should be given the requisite authority to associate the Office with the work of the United Nations Social Commission, but pointed out that the report in question was to be submitted to the members of the Governing Body and not had time to study it thoroughly. Without prejudice, therefore, to pursuance of the necessary work in hand, he asked that members of the Governing Body should be given an opportunity at the next session, in connection with the report of the International Organisations Committee, to give further views on the report of the Group of Experts, since they would in any case be informed of developments in the Social Commission at that time; this was all the more necessary in that, as Mr. Robertson had indicated, the report appeared also to be somewhat doctrinaire.

He recalled that he had also asked that the Governing Body should be informed of the composition of the United Nations Social Commission and given some further particulars about the members of the Group of Experts.

The Chairman said that he would arrange for the subject to be placed on the agenda of the next meeting of the International Organisations Committee.

Mr. Arutjunian asked that when the report of the Group of Experts was submitted to the United Nations Social Commission in May the Director-General should communicate a summary of the Governing Body’s views to the Commission, in order to give emphasis attached to the report by the Governing Body and the International Labour Organisation. The report contained a number of important recommendations designed to raise the standard of living in countries which were Members of the I.L.O.; the process was only in its initial stages but he was convinced that its continuance would lead to positive results on the basis of an exchange of experience between the various countries.

There were, however, a number of shortcomings in the report which could not be passed over. Mr. Öksnes had just drawn attention to one of them and had advocated family planning as a means of dealing with the population problems in underdeveloped countries. He could not agree with this suggestion: apart from its controversial nature the proposal was based on an erroneous Malthusian interpretation of history. The report argued that the rate of increase of the population in underdeveloped countries was excessive and greater than the rate of industrial and economic development. This was an old theory which, though now applied to Africa and Asia, had been originated by Malthus in the United Kingdom, a fact which showed that the problem of the relationship between the growth of production and the growth of the population was not purely one affecting underdeveloped countries. The origin of the theory was the desire of certain circles to justify their opposition to the workers’ demands by claiming that the working class itself was responsible for its low standard of living because it expanded too rapidly. Such a philosophy was unacceptable in an organisation like the I.L.O. and he hoped that, in communicating the Governing Body’s views to the United Nations Social Commission, the Director-General would take account not only of what had been said by Mr. Öksnes but of the remarks that he himself had just made.

Secondly, the report of the Group of Experts maintained that the underdeveloped countries were not themselves capable of solving the problem of capital formation, which was essential for industrial development. This was again an old theory and was mainly advocated by people who had an interest in exporting capital from economically more developed countries. There was nothing against capital movements under normal conditions and on the normal basis of trade relations; such movements occurred not only in the relations between highly
developed and underdeveloped countries but also in those between different highly developed countries, for example, between the United States and the Federal Republic of Germany. A first deduction, therefore, was that capital movements were not a characteristic solely of relations between developed and underdeveloped countries. In the second place, it was not logical to conclude that underdeveloped countries were unable to solve the problem of capital formation on their own, since highly developed countries had on occasion been able to acquire the considerable resources necessary for their own economic development only by drawing them from the underdeveloped countries. The problem was how the national resources of the underdeveloped countries could best be used in the interests of their own economic development. What happened at present was that the wealth of the underdeveloped countries was very largely drawn off for the benefit of highly developed and capital-exporting countries. In these circumstances it was inevitable that the underdeveloped country remained in a condition of backwardness.

The third point that was wrongly made in the report of the Group of Experts was in connection with concealed unemployment, which was attributed to overpopulation. Unemployment in underdeveloped countries was to be explained by the characteristic maldistribution of the agricultural population due to the fact that ownership of vast quantities of land was concentrated in the hands of very few people, while the majority of peasants had very little land.

Having drawn attention to these instances of a wrong formulation of certain problems in the report, which gave a distorted idea of the possibility of raising family standards of living everywhere, and particularly in the underdeveloped countries, he wished briefly to draw the Governing Body's attention to the experience of certain former backward countries which showed that demographic factors did not have a negative influence on raising standards of living if there was a correct distribution of national wealth and if agriculture and industry were encouraged to develop. Experience in the People's Republic of China in the building up of standards of living was a proof of the success of such methods. Other important factors which contributed to raising family standards of living and which were not sufficiently stressed in the report of the Group of Experts were reduction of expenditure on armaments, expansion of international trade, the establishment of free health services and the institution of comprehensive educational systems not subject to the reservations mentioned by Employers' representatives, who were afraid that education would stimulate workers' class consciousness. Still other important factors were social security and unemployment insurance; economic, social and political measures along these lines would certainly, under present circumstances, contribute to raising family levels of living. He hoped that his remarks would be taken into account when the Director-General made his communication to the Social Commission of the Economic and Social Council.

The Chairman said that the Governing Body would have another opportunity of discussing this question, since, as he had already indicated, it would be placed on the agenda of the next session of the International Organisations Committee. In the meantime the remarks of the various speakers would be noted.

The Governing Body adopted the recommendations in paragraph 12 of the report of the International Organisations Committee, on the understanding that it would have a further opportunity of discussing the report of the United Nations-I.L.O. Group of Experts on Family Levels of Living at its next session.


The Governing Body took note of this section of the report.


The Governing Body took note of this section of the report.

Conference of the European Coal and Steel Community on Safety in Coal Mines.

The Governing Body approved the recommendation in paragraph 16 of the report and took note of paragraph 17.

General Information.

The Governing Body took note of this section of the report.

THIRTEENTH ITEM ON THE AGENDA

Report of the Technical Assistance Committee

The Governing Body took note of this report.

FIFTEENTH ITEM ON THE AGENDA

Composition of Committees and of Various Meetings

Committees

Correspondence Committee on Occupational Safety and Health.

The Governing Body appointed for a period of three years the new member proposed in paragraph I of the Office paper.

Correspondence Committee on Co-operation.

The Governing Body took note of paragraph 2 of the Office paper.

Mr. Wilkins said that the United States Government reserved its position with regard to the appointment of the United States citizens proposed in paragraph 3 of the Office paper; this should not be interpreted as implying any reflection on the persons concerned.

The Governing Body reappointed for a period of three years the members listed in paragraph 3 of the Office paper, subject to Mr. Wilkins' reservation.

Various Meetings


The Governing Body took note of the composition of the Working Party as set out in paragraph 5 of the Office paper.

Ninth International Conference of Labour Statisticians (Geneva, 24 April-4 May 1957): Proposed Representation by Observers of the International Statistical Institute, the International Social Security Association and the Inter-American Committee on Social Security.

The Governing Body adopted the proposal in paragraph 9 of the Office paper.
Meeting of Experts on Fires and Electricity in Coal Mines.

Mr. Robertson recalled that at the 133rd Session of the Governing Body there had not been time for the United Kingdom Government representative to put forward certain comments on matters of detail connected with the proposed meeting of experts; he would make those comments now and wished to make it clear at the outset that no government was more concerned than that of the United Kingdom with ensuring safe conditions in underground working in mines.

Since the last session of the Governing Body the Conference on Safety in Coal Mines convened by the European Coal and Steel Community had concluded its discussions and had published a very detailed report accompanied by a great deal of supporting documentation. In view of that, and also of the fact that a mass of published information on this subject was available from countries which were not in the European Coal and Steel Community, including technical information based on reports of mining inspectors, the I.L.O. Committee of Experts would be able to approach its task on the basis of a great deal of supporting documentation. In view of that, and also of the fact that a mass of published information on this subject was available from countries which were not in the European Coal and Steel Community, including technical information based on reports of mining inspectors, the I.L.O. Committee of Experts would be able to approach its task on the basis of a great deal of supporting documentation.

The Governing Body requested the Director-General, taking into account the various views expressed by members of the Governing Body, to consider the possibility of reducing the number of experts to be invited to the meeting without any change in the list of countries from which they were to be drawn.

Request of the World Federation of Trade Unions for Representation by an Observer.

Mr. Waline said that the Employers' group opposed the request of the World Federation of Trade Unions for representation at the meeting by an observer, the Governing Body having always considered it preferable that no observers should attend meetings of experts.

The Chairman said that, unless there was any other expression of views, the Governing Body would no doubt wish to follow its general principle in this case, which was in accord with the objections of the Employers' group.

Mr. Wilkins also opposed the attendance of any observers at the meeting.

Sir Alfred Roberts said that whereas it was quite correct that, generally speaking, the Governing Body had taken the view that it was not desirable for observers to attend meetings of experts, it had been made very clear when the Governing Body adopted that principle that there would be exceptions which would depend very largely on the subject which was being discussed. This might well be a case where an exception should be made. If the meeting was to be substantially smaller than originally proposed the case for attendance by observers would be strengthened, particularly in view of the very great specialised interest taken in the subjects under discussion in certain quarters. At the present stage he could not accept the proposal that there should be no observers at the meeting; whether the Workers' group would wish to press the question of attendance by observers would depend on the Director-General's revised proposals.

The Chairman said that, while the Governing Body did not in general favour the attendance of observers at experts' meetings, it was true that provision had specifically been made for exceptions to the general rule. In this particular case it was clear that the question of observers was to some extent bound up with the size of the committee and with the extent to which experts could be drawn from the ranks of employers and workers. That point would no doubt be borne in mind by the Director-General when he was considering the size of the committee; if the size and composition which he ultimately decided upon were not acceptable to any section of the Governing Body, the matter could be raised again at the next session.

The Governing Body deferred consideration of the question of the attendance of observers at the Meeting of Experts on Fires and Electricity in Coal Mines pending the final determination of the composition of the meeting; it accordingly postponed to a later session consideration of the request submitted by the World Federation of Trade Unions.

1 See Minutes of the 133rd Session of the Governing Body, Appendix XXV, First Supplementary Report of the Director-General, p. 177, paragraph 13.
FIRST SUPPLEMENTARY NOTE

Committee of Experts on the Application of Conventions and Recommendations.

The Governing Body took note of paragraph 1 of the First Supplementary Note.

The Governing Body appointed for a period of three years the new member proposed in paragraph 2 of the First Supplementary Note.

Committee of Social Security Experts.

Experts Nominated After Consultation of the Employers' Group of the Governing Body.

The Governing Body approved for a period of three years the appointment of the experts listed in paragraph 4 of the First Supplementary Note.

Representation of the International Federation of Christian Trade Unions.

Mr. Waline said that although he had the highest regard for the person concerned he must object on behalf of the Employers' group to the appointment of a permanent observer as proposed by the I.F.C.T.U.

Sir Alfred Roberts recalled that the Committee as originally appointed, including the nominees of the Workers' group, had never met. When the question of its reconstitution had to be decided, there had been representations to the effect that some regard should be had to geographical distribution in selecting its membership, but that view had not commended itself to the Workers, who believed that it was more important to have real experts than geographical distribution of places. In the circumstances they had felt that the wisest course was to ascertain from the organisations which had nominated experts in the first place whether their nominees were still available for appointment, and this had proved to be the case. As a result, some genuine experts from workers' circles had necessarily been excluded from the Workers' list, and it was since that list had been drawn up that the request from the I.F.C.T.U. for representation in an observer capacity had been received. The Workers' group had not yet solved this difficulty to its own satisfaction but wished to suggest that the number of employers' and workers' experts on the Committee should be increased from five to six. This should not be taken to mean that the Committee to a given organisation merely because it was not already represented, nor that, if the proposal to increase the membership were accepted, the Workers' group would necessarily nominate a representative of the I.F.C.T.U.; the expert nominated would not in any case be the person mentioned in the I.F.C.T.U.'s request, since that would involve the appointment of two experts from the same country, a situation which the Workers' group regarded as undesirable.

The Chairman said that the proposal made by the Workers' group would presumably have financial implications and would therefore have to be referred to the Financial and Administrative Committee before the Governing Body could come to a final decision. He suggested that in the meantime the I.F.C.T.U.'s request might be left in abeyance.

The Governing Body deferred consideration of the request of the International Federation of Christian Trade Unions for representation on the Committee of Social Security Experts by an observer, and referred to the Financial and Administrative Committee for examination and report the proposal made by Sir Alfred Roberts on behalf of the Workers' group that the number of members of the Committee of Social Security Experts to be nominated by the Employers' and Workers' groups respectively should be increased from five to six.

SECOND SUPPLEMENTARY NOTE

Asian Regional Conference.

Composition.

Mr. Merani said that the Indian Government desired that in the case of China the invitation to the Asian Regional Conference should be sent to the Government of the People's Republic of China and not to the Formosan Government, the Government of India being of the opinion that that great Asian country could properly and legally be represented only by the Government of the People's Republic of China. It was incontestable that the People's Republic of China alone was in a position to employ the resources of China and direct its people towards the fulfilment of I.L.O. objectives. The object of the Asian Regional Conference was to assemble all who were interested in Asian affairs, and who not only worked in a particular country but who could implement the decisions reached by the Conference. If an invitation were not sent to the Government of the People's Republic of China the Conference would be denied the opportunity of obtaining such information through the assistance and co-operation of that Government, and the decisions of the Conference would remain of no consequence on the mainland of China and to the vast majority of the Chinese people.

The Chairman said that Mr. Merani's proposal, which was that one government rather than another should be invited to represent a particular country at the Asian Regional Conference, was not a matter within the competence of the Governing Body.

Mr. Tata said that his efforts to understand the principle on which the composition of the Asian Regional Conference was based left him in some perplexity. He had always understood this title to mean either that the Conference was confined to Asia or that it was to consist of countries with common problems in the area. If either the first or the second criterion were applied friendly countries such as Australia and New Zealand which had an interest in the area and were welcome, but which were outside the geographical area and had different problems and different standards of living, would be excluded.

A further category of countries was also to be represented, namely those responsible for the international relations of territories in the area; these included the United Kingdom, the United States and, because of her interest in the territory of Goa, Portugal. With the addition of countries like Nepal and Laos, which were not even Members of the Organisation, and of the U.S.S.R., as now proposed, the Conference would become practically worldwide, and it was therefore hard to explain the exclusion of another series of countries—for instance Iraq, Syria, Iran, Israel, Libya and Tunisia—which had common problems with the Asian economy and which had for long requested inclusion in the Asian Regional Conference.

It had been argued on a previous occasion that it was undesirable to raise this point because of the highly explosive nature of the political considerations involved. Surely, however, the inclusion of the
U.S.S.R. and the question of China which had now been raised were themselves politically explosive. As it now stood, the proposed list of countries to be invited to the Conference could not be justified wholly in the light of any of the criteria that had been mentioned, and he was at a loss to understand the reason for the exclusion of certain countries which had a prior claim because of their common economic and other problems and because of their trade relations with Asia. His Employer colleagues from the Near and Middle Eastern countries had asked him to press for clarification, by the Governing Body or the Conference, of the principle of membership, at least in respect of future Asian regional conferences, and also to urge their claims for inclusion.

Mr. Jawad supported Mr. Tata’s remarks and urged the importance of the Governing Body giving due consideration to the question of the inclusion of the Near and Middle Eastern countries mentioned by Mr. Tata. He asked the Director-General to examine the possibility of sending invitations to those countries for the Asian Regional Conference to be held in November.

Mr. Fernandes said that if size were a criterion for attendance at the Asian Regional Conference Portugal would not perhaps have a very great interest in view of the size of Goa compared with that of the Indian Union. Size was not a criterion, however, and as a matter of principle Portugal’s right to participate in the Conference was exactly the same as that of India.

Mr. Tata explained that he had no objection to any of the countries listed in the Office paper, and he was sure that Portugal would be most welcome at the Conference. The object of his remarks had been to press for clarification of the principles of the composition of the Asian Regional Conference for the future and not to urge the exclusion of Portugal or of any other country now included.

Mr. Said Salama said that the Egyptian Government had a special interest in this question; although it was true that Egypt was not an Asian country it belonged to the Afro-Asian group. It had once been the intention of the I.L.O. to hold a Near and Middle Eastern Regional Conference, but after the convening of a regional meeting in 1947 no further action had been taken in the matter. No doubt the holding of such a conference would involve certain political problems, but he thought that the remarks so far made in the Governing Body showed quite clearly that some of the Arab countries, including Egypt, wished to take part in a regional conference. The problem of geographical representation should be solved, perhaps by setting up, for example, a North African and Arab regional conference. If this could not be done in the very near future the countries he had mentioned should, for the time being, be given the opportunity of attending the Asian Regional Conference.

Mr. Moriel pointed out that an attempt had, in fact, been made to convene a Near and Middle Eastern Regional Conference in 1951; the documents had been distributed and all the necessary preparations made by the Director-General. The fact that the conference had not been held was due to political considerations for which Israel had no responsibility; the Government, employers and workers of Israel had been prepared to participate in the conference with other Near and Middle Eastern countries in the same way as they contributed to the I.L.O.’s other economic and social activities in the area. They greatly regretted the failure of all subsequent efforts to hold the conference, which would be of great assistance to all the countries concerned. It was saddening to think that certain contradictions existed, even in the I.L.O.’s own sphere of activities, between the principle of universality, which was regarded as sacrosanct in the I.L.O., and the political principles of certain countries; universality ought not to be considered more important than the protection of the legitimate interest of the “minority” countries. The failure to hold this Near and Middle Eastern Regional Conference had been greatly regretted in Israel and had given rise to anxiety with regard to the future both of the I.L.O. and of the other international organisations in that part of the world.

The question of regional conferences was receiving ever growing attention in the I.L.O. At the present session of the Governing Body mention had been made of the desirability of an African regional conference and countries situated in Africa did indeed need a conference at which to discuss the special problems of their region. He hoped that Egypt, which, as the Government representative of his country had said, was not an Asian country, would take part in the African regional conference.

He agreed with Mr. Tata that the principles of the composition of the Asian Regional Conference should be firmly defined. It was difficult to understand why countries like Israel, Turkey, Iran and the Lebanon should be deprived of the possibility of taking part in it when it was attended by countries such as Australia and New Zealand which, although friendly and highly estimable from the economic and social standpoint, had far less connection with Asia than a country such as Israel. There should be no question in the I.L.O. of the formation of political blocs such as were sometimes formed in other international organisations; but merely of a geographical grouping for work in the economic and social spheres. He therefore associated himself with Mr. Tata’s suggestion that the composition of the Asian Regional Conference should be enlarged to include the Middle Eastern countries he had mentioned. This proposal might involve budgetary difficulties and he did not know whether the Governing Body would be able at its present session to establish a revised list of countries to be invited to the forthcoming Conference, but perhaps the Officers of the Governing Body, or a special committee of the Governing Body, might be asked to consider all the problems involved. In any case, the matter was a serious one which the Governing Body could not simply ignore. It had to be accepted, however regretfully, that political conditions were not likely to permit the convening of a Near and Middle Eastern Regional Conference in the near future and the Governing Body must therefore find some means of enabling the Asian States in that region to take part in a regional conference. He was firmly in favour of the geographical criterion, and thought that if the Governing Body were to accept Mr. Tata’s suggestions it would do much to promote the work of the I.L.O. on the Asian Continent, including the Near and Middle East.

Mr. Aftab Ali said that acceptance of the suggestions made by Mr. Tata and supported by Mr. Jawad could lead only to further complications. The inclusion of some western-type countries in the Asian Regional Conference was due to historical circum-
stances, and with the development of non-metropolitan countries towards self-government this problem would in the course of time solve itself. The inclusion of African countries in the Asian Regional Conference could merely result in a hotch-potch, and the best course was to press on with preparations for an African regional conference.

Mr. Saïd Salama said that he had raised the question of the Near and Middle Eastern Regional Conference only because it had been suggested that some Arab countries might attend the Asian Regional Conference and that it should be left to the Arab countries to decide for themselves whether they wished to attend. If the geographical principle were to be followed, it should be borne in mind that the Near and Middle Eastern Regional Conference had been projected before many Arab countries, such as Morocco, Tunisia, Libya and the Sudan, had joined the I.L.O. Historically and geographically these countries all belonged to the same region; they were all in the North African region and were Arab countries, speaking the same language and having the same traditions and cultural values.

He would not take up the political implications of some of the remarks that had been made, since the position of the Egyptian Government was a matter of common knowledge. For practical reasons, however, some way out of the difficulty should be found: either a regional conference should be called for the North African Arab countries or they should be invited to attend the Asian Regional Conference as observers.

Mr. Arutjunian said that the Asian Regional Conference was of importance to the Soviet Union, principally because the U.S.S.R. included a number of Asian republics, such as Uzbekistan, Turkmenistan and Tadjikistan which, by reason of their past history and social and economic development, had much in common with other Asian countries. During the last few decades the Asian republics had made great progress in social and economic matters inside the Soviet Union and it was certainly in the interests of the Asian Regional Conference and of the other countries attending it that they should be included.

Furthermore, there were a number of labour problems connected with the economic development of Asian countries on which an exchange of views would be most useful.

The points raised concerning the composition of the Conference by various members of the Governing Body, including Mr. Tata and Mr. Jawad, deserved attention; the basis of the composition of the Conference was geographical and it would therefore be wrong to exclude any country which lay in Asia. In this connection, he disagreed with and regretted the Chairman's ruling that the proposal made by the Indian Government representative could not be discussed, since the Asian Regional Conference was bound to be a great deal less fruitful if one of the most important Asian countries, the Chinese People's Republic, were not invited.

The Chairman reminded Mr. Arutjunian that the question was outside the competence of the Governing Body and could not be discussed.

Mr. Arutjunian said that, without contesting the Chairman's right to give his ruling, he could only record his disagreement with a situation in which other Asian countries attending the Conference would be deprived of the possibility of exchanging views on common problems with representatives of the People's Republic of China. He hoped, however, that the Asian Regional Conference would do useful work and would contribute to the success of the efforts towards industrialisation which had been initiated in the Asian countries.

Mr. Liang said that if the Governing Body did not respect the Chairman's ruling he would reserve his own right to speak on the question.

The Chairman said that this particular question was now closed.

Mr. Shaw said that the regional grouping of the various Members of the I.L.O. was inevitably somewhat arbitrary. In view of the fact that there were regional conferences in existence or projected for Europe, America, the Near and Middle East and Asia, but no South Pacific or southern hemisphere grouping, it was difficult to see where Australia would fit in if not in the Asian Regional Conference. However, the Australian Government did not merely accept being grouped in the Asian region because of lack of any alternative; it felt that it belonged to the Asian group and wished through it to develop its good relations with its neighbours. He suggested in reply to Mr. Moriel's remarks that a meeting of the Asian group without Australia would be as peculiar as a meeting of the Middle Eastern group without Israel.

Mr. Tata had raised a point relating to the difference of technical standards as between Australia and New Zealand and the rest of the Asian region. Surely the very fact that the development of Australia and New Zealand in technical matters had for historical reasons been more rapid than that of some of their neighbours made their participation in the Asian Regional Conference valuable; a meeting of countries all of the same standard and at the same level of industrial and social development might well be less helpful than a meeting of countries with varying standards. Australia sought to make its co-operation with its neighbours a two-way process. Under the Colombo Plan it endeavoured to help countries in the Asian region in technical and economic matters and willingly sent experts to nearby countries. It also received some thousands of Asian students into Australia and learned from them a great deal which was new and of value to Australia. He emphasised, therefore, that Australia valued its co-operation with its Asian neighbours and wished to maintain it through continued membership of the Asian Regional Conference.

Mr. Moriel said that whatever criteria were adopted as a basis for invitations to the Asian Regional Conference there were some which must be quite unacceptable. Mention had been made of the Arab countries, but some of these were in Asia and some in Africa, so that belonging to the Arab group could not be a suitable criterion. Nor was the Arabic language an appropriate criterion; the logical extension of such a principle would lead to complete confusion. Similarly, tradition, although important in itself, was not an appropriate criterion for the composition of a regional conference; if adopted it would necessarily lead to the invitation to the same regional conference of countries with traditional links such as Spain and Argentina or Brazil and Portugal.

Above all, the Governing Body should be wary of being influenced by the argument of common political interests. The I.L.O. should be a social and economic
organisation, but during recent years it had been more and more invaded by politics. The Governing Body should be most careful not to sanction the creation of political blocs in the I.L.O. For instance, there were clearly common political interests between Egypt and Syria; nevertheless, in spite of the differences between Israel and Syria, he believed that Syria should be invited to the Asian Regional Conference whereas Egypt should not, but should be convened to an African Regional Conference together with Morocco, the Sudan and Libya.

It was thus apparent that, if the Constitution and objectives of the I.L.O. were to be respected, the only proper basis for the composition of the Asian Regional Conference was the geographical basis. On behalf of the employers in general, as well as those of his own country, he felt bound to urge that every effort should be made to preserve the Organisation from the invasion of the political considerations which were tending to creep into it and which might in the end destroy it.

The Chairman said that as he had been concerned in discussions about the Asian Regional Conference from the outset he felt that it would be appropriate if he replied to some of the points that had been raised in the debate.

The particular grouping suggested in the Office paper was not the result of decisions or proposals by the Office but of decisions taken by the Governing Body itself. The general principles underlying the composition of the Asian Regional Conference had been decided by the Governing Body at its 98th Session in Montreal in May 1946. They were that the States to be invited should partly be chosen on a geographical basis but should also include certain countries which had international responsibilities for territories in the region concerned. That was why the United Kingdom, France and the United States had participated in Asian Regional Conferences.

In respect of Australia and New Zealand it had always been accepted that those countries should be included in that particular area for the purpose of conferences; that principle applied not only to the I.L.O. but also to regional conferences called by the United Nations.

Mr. Tata had referred to certain other countries which geographically were in the Continent of Asia but which had not been invited to Asian Regional Conferences. The reason was, as a number of speakers had mentioned, that it had been intended and was still intended that in addition to the regional conferences for America, Europe and Asia there should be a Near and Middle Eastern region for which periodical conferences would be held. A regional meeting for the Near and Middle East had, in fact, been held in Istanbul in November 1947, but for reasons which had been mentioned in the course of the debate it had been found impossible to hold a further conference for that particular group of States. He was sure that every member of the Governing Body would share his hope that the holding of a Near and Middle Eastern conference might not be long delayed. In view of that possibility, and now that the question of an African regional conference had also been raised, it might well be that the Governing Body should give some consideration to the redrawing of regional groupings. That could hardly be done before the forthcoming Asian Regional Conference, but the question might be looked into before the next one was held; and there might perhaps be developments in the meantime which would give satisfaction to many of the aspirations which had been expressed by members of the Governing Body.

In the light of the explanation he had given, he suggested that the Governing Body might approve the arrangements indicated in the Office paper for the issue of invitations to the Asian Regional Conference to be held in 1957. The Chinese Government representative had asked to speak and he would call upon him only on the understanding that he did not discuss the substance of the question of which government should be invited to represent China at the Conference.

Mr. Yü said that his Government considered that there was only one China represented in the I.L.O. and supported the Chairman's ruling that the question which had been raised was out of order in the Governing Body.

Mr. Said Salama reserved the position of the Egyptian Government in connection with the suggested redrawing of regional groupings. With regard to some of the remarks made in the course of the discussion he pointed out that, while it was true that he did not believe that strict geographical representation was appropriate and had mentioned the question of language, he had not made any reference to tradition or to political considerations but had dealt with the matter from the economic, social and cultural standpoints. The regional grouping that he had suggested was firmly rooted in history and geography alike.

The Governing Body approved the arrangements for the issue of invitations to the Asian Regional Conference as proposed in paragraphs 2 to 4 of the Second Supplementary Note.

Place and Date.

The Governing Body took note of paragraph 6 of the Second Supplementary Note.

SIXTEENTH ITEM ON THE AGENDA
Report of the Director-General (concl.)

I. Obituary.

The Governing Body took note of this section of the Report.

II. Composition of the Governing Body.

The Governing Body took note of paragraphs 7 and 8 of the Report.

Mr. Waline said that in view of the proximity of the Governing Body elections to be held at the forthcoming session of the International Labour Conference the Employers' group did not intend to fill the vacancy caused by the resignation of Mr. Pons. He could not let the occasion pass, however, without associating himself with the Chairman's timely remarks at the first sitting and without expressing regret at the retirement of a colleague and friend of great competence and ability. He was sure that his feelings were shared by the other members of the Governing Body, every one of whom could be counted among Mr. Pons' friends.

Sir Alfred Roberts associated himself with Mr. Waline's remarks.

The Chairman said that he was sure that the whole Governing Body would wish to express its regret at the retirement of Mr. Pons.

1 See above, Minutes of the First Sitting, pp. 9-10.
2 Ibid., p. 9.
The Governing Body expressed its regret at the resignation of Mr. Julio Pons and took note that the Employers' group did not intend to fill the resultant vacancy, in view of the proximity of the Governing Body elections to be held at the 40th Session of the International Labour Conference.

III. Progress of International Labour Legislation.

IV. Publications.

V. Communications to the Governing Body.

The Governing Body took note of these sections of the Report.

FIRST SUPPLEMENTARY REPORT

Participation of Non-Metropolitan Territories as Observers at the 40th (1957) Session of the International Labour Conference

Mr. Robertson said that since sending the letter reproduced in paragraph 4 of the Office paper the United Kingdom Government had been informed that the Federation of Malaya also wished to be invited to send a tripartite observer delegation to the 40th Session of the International Labour Conference.

Mr. Hauck said that the Governing Body was no doubt aware of the recent changes in French legislation relating to the Overseas Territories. A basic law had been adopted by the French Parliament and would in the coming months be applied in the various territories by government decrees. Provisions had been adopted establishing a new status for the Republic of Togo and similar measures were being prepared for the Cameroons. Consequently the French Government might in the near future wish to make a request similar to that submitted by the United Kingdom Government, but as it was not in a position to put forward proposals at the present stage of administrative reorganisation he asked the Governing Body to delegate its authority to its Officers in respect of any such request that might be received by the Director-General, so that the sending of the necessary invitations to the French Government should not be delayed. The delegations of France to the Conference had hitherto included representatives of the Overseas Territories and the French Government intended to continue this practice in the future as well as to follow the example of the United Kingdom Government.

Mr. Pequeno, on behalf of the Workers' group, warmly welcomed the example set by the United Kingdom Government in recent years in sending observer delegations from its non-metropolitan territories to the International Labour Conference. The Workers noted with satisfaction that other countries, such as France and Portugal, had on several occasions included representatives from their non-metropolitan territories in their national delegations, and appealed to all countries responsible for such territories to follow this practice on an increasing scale. The Workers' group heartily supported the request that had just been made by Mr. Hauck.

Mr. Ago recalled that at the request of the Italian Government the Italian Trust Territory of Somaliland had sent a tripartite delegation to the 39th Session of the International Labour Conference. A similar request was in preparation for the 40th Session of the Conference and he hoped that it would be possible for it to be granted.

The Chairman suggested that it would not be necessary to ask the Officers of the Governing Body to make a decision in respect of the possible applications mentioned by Mr. Hauck and Mr. Ago, and that the Governing Body might forthwith decide that in the event of such applications being received invitations might be issued for the territories concerned to send observer delegations to the Conference.

The Governing Body agreed that Barbados, Jamaica, Malta, the Federation of Nigeria, the Federation of Rhodesia and Nyasaland, Singapore, Trinidad and the Federation of Malaya should be invited to send tripartite observer delegations to the 40th Session of the International Labour Conference.

The Governing Body further agreed that, in the event of supplementary requests being received from the United Kingdom Government in respect of the Territory of Sierra Leone and from the Governments of France and Italy in respect of non-metropolitan territories for which those Governments are responsible, the territories concerned should likewise be invited to send tripartite observer delegations to the 40th Session of the International Labour Conference.

Report by the Officers of the Governing Body concerning Requests by Non-Governmental Organisations To Be Represented by Observers at the 40th (1957) Session of the International Labour Conference

The Governing Body adopted the proposal in paragraph 11 of the First Supplementary Report with regard to the International Landworkers' Federation.

SECOND SUPPLEMENTARY REPORT

Proposals for a Meeting of Experts on Radiation Protection

The Governing Body adopted the proposals in paragraph 10 of the Second Supplementary Report concerning the convening of a Meeting of Experts on Radiation Protection.

THIRD SUPPLEMENTARY REPORT

Communications to the Governing Body


The Governing Body took note of the communications submitted in the Third Supplementary Report.

SEVENTEENTH ITEM ON THE AGENDA

Programme of Meetings

Iron and Steel Committee (Sixth Session).

Mr. Calderón Puig, on behalf of the Mexican Government, cordially invited the Governing Body to hold the Sixth Session of the Iron and Steel Committee in Mexico. Mexico, as a country which thought of itself as neither highly industrialised nor as underdeveloped but in process of industrialisation, and which was seeking to build a better country for all its citizens, was happy to welcome the International Labour Organisation.

In 1957 Mexico was celebrating three anniversaries, including the 100th anniversary of the 1857 Constitution and the 40th anniversary of the 1917 Constitution, both of which had originated in the minds of great men inspired by a movement which had made possible a social policy of which the Mexican people were proud. In this connection he
recalled the text of article 123 of the present Mexican Constitution, together with the text of Part XIII of the Treaty of Versailles. Mexico would be glad to welcome the I.L.O. in order to show it a flourishing industry in full expansion, and the way in which full freedom of association was practised in respect of both workers' and employers' organisations. The class struggle in Mexico was being overcome by class co-operation inspired by the highest ideals, and that policy had produced industrial peace based on justice.

The third anniversary to which he had referred was the silver wedding of Mexico with the International Labour Organisation. His country's record of co-operation with the I.L.O. was a matter of common knowledge; its devotion to the cause of social justice was a constant encouragement for it to work for the I.L.O.'s own objectives, and it would continue to contribute its best endeavours to the work of the Organisation. Mexicans firmly believed in the cause of human rights and freedom in all its forms and in the words of Benito Juárez that "Peace lies in respect of human rights and freedom in all its forms and in justice.

Mr. Yllanes Ramos said that, when the Government of Mexico had been considering the possibility of issuing its invitation, it had consulted the employers' and workers' organisations. On behalf of the employers' organisations and more particularly of the employers in the industry concerned he promised a cordial welcome to the I.L.O. in Mexico, and hoped that those attending the Iron and Steel Committee would carry away the best possible impression and leave behind them something of the experience which Mexico itself so greatly needed for its own progress.

Mr. Sánchez Madariaga said that the Mexican workers warmly welcomed the invitation which had just been extended by the Government for the holding of the Sixth Session of the Iron and Steel Committee in Mexico and hoped that it would be accepted. That invitation reflected both the Mexican Government's interest in the work of the I.L.O. and the programme of economic and social development which was being carried out in Mexico.

The Governing Body gratefully accepted the invitation of the Government of Mexico and decided that the Sixth Session of the Iron and Steel Committee should be held in Mexico from 7 to 19 October 1957.

The Chairman asked Mr. Calderón Puig to convey to his Government the appreciation and thanks of the Governing Body for the invitation.

Asian Advisory Committee (Eighth Session).

The Governing Body adopted the proposal in paragraph 2 of the Office paper.

Fourth Asian Regional Conference.

The Governing Body adopted the proposal in paragraph 3 of the Office paper.

The Chairman asked Mr. Merani to convey to the Indian Government the grateful thanks of the Governing Body for the hospitality offered to the Organisation in inviting the Asian Regional Conference and the Asian Advisory Committee to meet in New Delhi.

Tripartite Meeting on Mines Other Than Coal Mines.

The Governing Body adopted the proposal in paragraph 4 of the Office paper.

Other Meetings.

Sir Alfred Roberts noted from the draft programme of meetings that it was proposed that the Fifth Session of the Committee of Experts on Social Policy in Non-Metropolitan Territories should be held in the last quarter of 1957 in Geneva. He recalled that at the last session of the Governing Body he had expressed the keen desire of the Workers' group that the Committee should if possible meet in Africa itself, and hoped that the suggestion that the meeting should be held in Geneva was only tentative.

The Chairman said that the point raised by Sir Alfred Roberts would be borne in mind.

The Governing Body approved the draft programme of meetings appended to the Office paper.

NINETEENTH ITEM ON THE AGENDA

Date and Place of the 135th Session of the Governing Body

Mr. Waline said that the Employers' members of the Committee on Freedom of Association had agreed to request that meetings of that Committee should not in future be held so close to the meetings of the Governing Body session itself, and should if possible be held outside the periods of sessions of the Governing Body. Replies from governments very often reached the Office at the last moment before the Committee met, thus placing a heavy burden of work on the Office immediately before the session and also making it difficult for the Committee to prepare its reports in time for other members of the Governing Body to study them.

The arrangement he had suggested might not be possible in respect of the next session of the Governing Body, but he hoped that in connection with future sessions due consideration would be given to his request, which would not appear to involve heavy additional expenditure.

Mr. Merani said that if the meeting of the Committee on Freedom of Association conflicted with another meeting it was very difficult for members to give it the proper attention, and that difficulty should be borne in mind as far as possible when fixing the programme of meetings. Furthermore, he suggested that the Governing Body should agree that, unless there was special urgency, cases should be held over unless members of the Committee received the papers sufficiently in advance of the date of the meeting, since otherwise it was impossible for them to be considered with the necessary care.

Mr. Hauck was in entire agreement with the remarks made by Mr. Waline and Mr. Merani, but suggested that it might be preferable for these points to be considered when the Governing Body and the Committee on Freedom of Association met again in the autumn after the Governing Body elections.

In respect of the dates of 27 and 28 May proposed for the next meeting of the Committee on Freedom of Association, he would prefer these to be regarded as tentative rather than definite since he personally would find it very difficult to be in Geneva on 27 May.

1 This programme of meetings is not reproduced in Appendix XVII.
Mr. WaUne asked that if a change were made the meeting of the Committee be put forward rather than back. He supported Mr. Merani's observations about the papers, which should be taken into account in respect of the May meeting of the Committee; it was most desirable that the papers should be despatched to members of the Committee as soon as they were ready so that they could be studied beforehand.

The Chairman suggested that the Governing Body might adopt the programme of meetings for the 135th Session of the Governing Body on the understanding that the matters referred to by Mr. WaUne, Mr. Merani and Mr. Hauck would be taken into account by the Director-General in considering the programme of meetings for future sessions of the Governing Body. The Director-General would look into the matter of the circulation of the papers in connection with the forthcoming meeting of the Committee on Freedom of Association.

The Governing Body adopted the proposals in paragraph 1 of the Office paper and approved the draft programme of meetings for the 135th Session of the Governing Body and its committees as appended. It was agreed that in fixing the programme of meetings for future sessions of the Governing Body the Director-General would bear in mind the desirability of arranging for the sessions of the Committee on Freedom of Association to be held outside the period of the meetings of the Governing Body and its other committees, and of distributing the documents of that Committee well in advance of its meetings.

Provisional Dates for the 136th and 137th Sessions.


The session was declared closed at 12.35 p.m.

Guildhaume Myrddin-Evans.

1 This programme of meetings is not reproduced in Appendix XIX.
APPENDICES
APPENDIX I

Agenda

1. Approval of the Minutes of the 133rd Session.
2. Future Action in the Field of Labour-Management Relations.
3. Future Action concerning the Question of Hours of Work.
4. Proposed Meeting of Experts on Workers' Education.
8. Reports of the Meetings of Experts on Safety and Health in Dock Work:
   A. Meeting of Experts on the Standardisation of Certificates and Registers relating to the Test and Examination of Lifting Machinery and Gear Used in the Loading and Unloading of Ships (Geneva, 27 November-1 December 1956);
   B. Meeting of Experts on Safety and Health in Dock Work (Geneva, 3-21 December 1956).
15. Composition of Committees and of Various Meetings.
17. Programme of Meetings.
18. Appointment of Governing Body Representatives on Various Bodies.
19. Date and Place of the 135th Session of the Governing Body.
APPENDIX II

Second Item on the Agenda: Future Action in the Field of Labour-Management Relations

1. At its 133rd Session (Geneva, November 1956) the Governing Body took note of the report of the Meeting of Experts on Industrial and Human Relations, held in Geneva from 2 to 11 July 1956.1 At that session the Governing Body also had before it the record of the Sixth Regional Conference of American States Members of the International Labour Organisation, which had had labour-management relations as one of the items on its agenda, and it requested the Director-General to take due account, in preparing future proposals for the programme of work of the Office, of resolutions concerning, inter alia, the future programme of action of the I.L.O. in the field of labour-management relations, and the holding of a seminar in America on labour-management relations. The Governing Body also noted that the Director-General would submit definite proposals for future action in the field of labour-management relations to the Governing Body at its 134th Session.

2. In preparing the following programme proposals for consideration by the Governing Body, the Director-General has taken into account suggestions and comments made by delegates to the International Labour Conference at its 38th Session in 1955 in connection with the Director-General’s Report; the resolution adopted by that session of the International Labour Conference on this subject; various resolutions adopted at regional conferences and meetings of Industrial Committees; the report prepared by Mr. David L. Cole at the Director-General’s request in 1955;2 and the report of the Meeting of Experts on Industrial and Human Relations held in Geneva from 2 to 11 July 1956.

3. The Governing Body should note that the following programme includes only those proposals which apply directly to labour-management problems. At the same time, the entire Office has been contributing, and will continue to contribute indirectly, to the objectives of this programme as a part of its regular activities. For instance, when the Office assists countries to improve the collection and publication of adequate labour statistics and economic data, it helps to provide employers and workers with a more objective factual basis for collective bargaining. Vocational training, linked with fair and effective promotional policies, contributes to better worker-employer relations. The training of management, supervisors and foremen in dealing with workers as human beings is an essential item in the programme. Workers’ education, increased productivity, safety and health, better working conditions, welfare facilities—all these contribute to improved labour-management relations.

4. It should be noted that the following is a long-range programme which it is proposed to initiate in 1957, but that the timing of the various steps will depend upon several factors, including available resources, requests from member States and ability to recruit qualified consultants and experts to implement the plans. It should also be said that this is not so much a new programme as a new emphasis and an attempt to come to grips with many of the day-to-day issues of industrial practice with which labour-management relations are concerned.

5. The Governing Body is now asked to consider the programme proposals under three main headings, viz.: Research, Studies and Reports; Technical Assistance; Other Activities.

Research, Studies and Reports

6. The report of the Meeting of Experts on Industrial and Human Relations (paragraph 45) contains the following recommendation:

As there is a limit to the extent to which the recommended programme of research can be undertaken at any one time, early steps should be taken to ascertain the direction in which and the urgency with which assistance or guidance is needed by various countries, in order to determine the relative priorities of the various items listed above.

In accordance with this recommendation the Governing Body is asked to authorise the Director-General to transmit to governments and to the appropriate international organisations the report of the Meeting of Experts on Industrial and Human Relations, accompanied by an inquiry regarding the subjects which should be most urgently treated in order to contribute to better labour-management relations in the member States. The Governing Body may further wish to authorise the Director-General to request the governments, in preparing their reply to the inquiry, to consult with appropriate employer and worker organisations regarding the priorities they would wish to see followed in carrying out the labour-management relations research programme.

7. Although the determination of the subjects to be treated and of the order in which they will be undertaken should await the results of the consultations with governments referred to above, the following broad lines of action may be indicated:

(a) At least two major research projects will be initiated during 1957. Other projects will be undertaken in succeeding years on a scale commensurate with available staff and other resources.

(b) A series of practical and simplified manuals will be prepared for the guidance of governments, or of worker or employer groups in countries now beginning to industrialise, describing the practices and results achieved in countries of wide experience in such matters as the following:

(i) collective bargaining;
(ii) mediation, conciliation and arbitration;
(iii) grievance procedures;
(iv) joint consultation at the level of the undertaking;
(v) in-plant communication;
(vi) recruitment, promotion and upgrading of workers;
(vii) dismissal procedures;
(viii) personnel practices which promote better relations;
(ix) management training techniques;
(x) other subjects in accordance with needs expressed by the various countries.

(c) A series of individual plant studies covering a wide range of industries both in countries of advanced industrial development and in those now beginning.
to develop, the aim being to describe the methods used and the results achieved in establishing and maintaining good labour-management relations.  

8. In producing materials in this field care will be taken to avoid duplicating work already done or in process on a national basis by governments, universities, research organisations and private individuals. It is therefore proposed that the I.L.O.'s research and studies should serve as a comparison of different regions and countries and should furnish to those who will use the material current information regarding laws, practices and procedures and results achieved in various parts of the world.

9. In carrying out research and study projects the Office will bear in mind the recommendation of Mr. David L. Cole and of the Meeting of Experts that nationals of the various countries be used to the extent possible, and to this end it will endeavour to make co-operative arrangements with universities and research groups in countries where studies are being conducted.

10. The Governing Body is invited to comment on and to make further suggestions with respect to the proposed programme of research and study in the field of labour-management relations, as proposed in the preceding paragraphs.

Technical Assistance

11. It must be borne in mind that the ability of the Office to furnish technical assistance depends in the first instance upon requests from governments for such assistance. In order that governments may be fully informed regarding the types of assistance which it is believed will contribute to improved labour-management relations, an informative document has been prepared and distributed to Field Offices, Branch Offices and Correspondents, to be used by representatives of these offices in discussions with governments and with worker and employer representatives on this subject.

12. As a further means of both obtaining and disseminating information it is proposed that Headquarters Office staff members of the Labour-Management Relations Division should undertake a few missions to selected regions of the world to determine, through discussion, study and observation on the spot, the major problems and the steps being taken to solve them. At the same time these officials would provide information on methods being used successfully in other parts of the world and advise on the types of assistance which the I.L.O. might be prepared to offer at the request of the governments.

13. The following types of assistance may be made available to governments on request:

(a) experts to assist governments in drafting legislation to provide for freedom of association, collective bargaining, conciliation and arbitration of disputes and any other matters which may contribute to sound and orderly labour-management relations;

(b) experts to assist in setting up the administrative machinery for establishing labour-management relations programmes;

(c) fellowships to government administrators for study of law and practice in this field in other countries;

(d) sending teams of management and trade union leaders from countries with wide experience in labour-management relations on short-term missions (four to five weeks) to discuss with management and labour leaders in countries with less experience their labour-management relations problems and to help them work out suitable approaches to them;

(e) the reverse of the procedure in (d) above by granting fellowships to teams of top management and top grade union leaders from the countries with less experience to study the approaches to labour-management relations in countries where the basis for sound relations has been established for some time;

(f) by encouraging, organising and conducting or assisting governments in conducting regional or national seminars, workshops or conferences to convey information and exchange views on trends, developments and successful practices in the field of labour-management relations.

14. The Governing Body is invited to comment on and to make further suggestions with respect to the proposed programme of technical assistance in the field of labour-management relations as proposed in preceding paragraphs.

Other Activities

15. The Governing Body will recall that the report of the Meeting of Experts on Industrial and Human Relations recommended that "the International Labour Office should make a collection of the most important collective agreements and awards of industrial courts fixing terms and conditions of employment in the major branches of economic activity in various countries, in order to be in a position to supply the text of the agreements and awards on request."

The Governing Body may wish to note that this project is now being undertaken and, although it is a long-term and time-consuming activity, in due course the information will become available.

16. The Meeting of Experts also recommended that the Office act as a clearing house for various bodies throughout the world which are at present engaged in research and investigation in the sphere of labour-management relations and publish an international directory, brought up to date from time to time, describing in summary form the work of existing institutions on research projects already carried out or in progress. Although there is no doubt that such a directory would be useful, it is felt that its compilation would require several years of work. It is therefore proposed that the Office should immediately begin collecting information in accordance with the recommendation and issue the data in periodic instalments as it becomes available.

17. An effort will be made to furnish more information than in the past on trends in labour-management relations through articles in Industry and Labour. The Meeting of Experts suggested that consideration be given to launching a special publication to convey information and exchange views on trends, developments and successful practices in the field of labour-management relations. It is further proposed that the release on this subject should consist not only of a list of the subjects under study but should also briefly describe the scope of the projects, the methods by which the research was or is being carried out and, where possible, should summarise the results achieved. Each issue would also include an index by organisation, country and subject-matter covering current and past releases. In this manner, in the course of time, the index would become the international directory envisaged by the Meeting of Experts.

18. An effort is also being made through frequent news releases to keep the trade union and employer press and house organs or magazines of major industrial enterprises informed of articles appearing in I.L.O. publications and of other activities in the field of labour-management relations.

19. The Governing Body is invited to comment on and to make further suggestions with respect to other activities in which the Office might engage in order to achieve the objectives of the labour-management relations programme.

20. The Governing Body is asked to authorise the Director-General to proceed along the lines indicated above, taking into consideration comments and suggestions arising out of the discussion of this paper.
Historical Background

2. The report on reduction of hours of work submitted to the Governing Body at its 131st Session outlined the history of I.L.O. action on hours of work since the adoption of the first Convention in 1919. That review showed how, throughout its history, the Organisation has been compelled by circumstances to seek a variety of different approaches to this important question at successive periods of time. It may be useful to recapitulate very briefly some of this historical background.

3. At the outset, the emphasis was on the I.L.O. as an international standard-setting agency in the labour field, and it was most natural that it should begin its work by adopting a Convention on the eight-hour day. From 1933 to 1939 the question remained almost continuously on the agenda of the Conference, and it was most natural that it should begin its work by adopting a Convention on the eight-hour day. From 1933 to 1939 the question remained almost continuously on the agenda of the Conference, and not merely in connection with unemployment. There were sharp differences of opinion on the subject; nevertheless, in 1932 the Conference urged the Governing Body to investigate the establishment of a 40-hour week standard as a remedy for unemployment. From 1933 to 1939 the question remained almost continuously on the agenda of the Conference, and not merely in connection with unemployment. The demand for a 40-hour week was again formulated as a social objective. The first efforts were directed towards general Conventions similar in scope to those already in force. When this proved unsuccessful an attempt was made to tackle the question industry by industry. Some slight progress was made, but the process was obviously going to be an extremely lengthy one before even all the major industries could be covered.

4. A combined approach was then tried—a general Convention on the principle of the 40-hour week and an industry-by-industry approach for the application of the principle. But the same difficulties of irreconcilable views and technical problems of application persisted, and the procedure was still bound to be a very slow one. The attempt was then made to deal separately with the main branches of economic activity: industry; commerce and offices; transport; mines. There the matter rested when war intervened. Up to that time, then, although a number of different approaches had been tried, they were all attempts at setting standards by means of international instruments—based, of course, on the normal research and study activities which were always one of the basic functions of the Office.

5. In the post-war period the more flexible machinery of the I.L.O. permitted other approaches. From 1945 onwards several of the Industrial Committees discussed the reduction of hours at work, and various forms of reducing a day to the 40-hour week level. Regional conferences also occasionally discussed the question, although not as a separate technical item on the agenda. Later the matter was taken up more generally from another angle, in connection with productivity, and this aspect of the subject was debated by the Conference in 1954.

6. In the last few years the demand for a 40-hour week, or sometimes for even shorter hours, has become increasingly insistent. The question is being raised as a result of technological progress and rising production and productivity, which are opening up new perspectives for social well-being. As a result of this progress the workers feel they have a legitimate claim to more leisure. In 1954 the Conference, as a result of this situation, adopted a resolution inviting the Governing Body to consider what further action might be taken in the matter. At the request of the Governing Body, the Director-General submitted to the 131st Session a report outlining the present position throughout the world as regards hours of work and attempting to assess the possible repercussions of a reduction in hours. Discussions in a Committee of the Governing Body and in the Governing Body itself did not lead to any agreement on a course of action. Hence the request to the Director-General to prepare a further document outlining a programme of work in this field.

7. It may be pointed out that in the world today there is a very great diversity in hours of work, not only from country to country but also from industry to industry. Moreover, the situation is far from static; during the past few years there has been a very marked tendency to reduce hours of work in many countries, often on an industrial basis. To quote only two examples: in Belgium a number of agreements have been signed providing for the reduction of hours in various branches by stages to a 45-hour-five-day week, while in the Federal Republic of Germany agreement has been reached on a plan under which, by early in 1957, some 5 million workers will have had their hours of work reduced from 48 to 45 in the week. It is therefore within the context of a movement which has already begun in some countries and which may well spread that a course of action must be sought which will enable the I.L.O. to make its due contribution to this developing trend.

8. The discussions in the Governing Body and its Committee on Reduction of Hours of Work have tended to centre round the desirability or otherwise of attempting legislative action on hours of work by means of an international instrument. The decision not to place the item on the agenda of the 1958 Session of the Conference has postponed further consideration of this possibility for the time being.

Possible Future Programme

9. The problem for the immediate future is therefore to find an alternative approach which would enable the I.L.O. to continue to play its proper part of giving a lead to the world in this as in other fields of social pro-

APPENDIX III

Third Item on the Agenda: Future Action concerning the Question of Hours of Work

1. At its 133rd Session the Governing Body, after deciding not to place the question of reduction of hours of work on the agenda of the 1958 Session of the Conference, requested the Director-General to submit to the present session proposals for the future programme of work of the I.L.O. in this field and for measures to carry it out. The Director-General was asked to indicate a complete programme of studies and inquiries to be undertaken and the methods he proposed should be employed, taking account of the various points of view put forward during the discussion at the 133rd Session.

1 See Minutes of the 133rd Session of the Governing Body, Seventh Sitting, p. 71.
2 See Minutes of the 131st Session of the Governing Body, Appendix III, pp. 75-110.
The history of the last ten years in the Organisation has been one of development, of increased flexibility in working methods and of attempts to give greater relative importance to new forms of international action in respect of social problems. The question now is whether, in the present situation, a further step in this direction can be taken in connection with hours of work. A variety of possibilities suggest themselves, most of which have already been referred to in the course of the recent debates in the Governing Body.

10. The question of hours of work could, for example, be debated by the Conference (as was done in 1932) without any intention of attempting to set international standards. It is proposed below that a committee be set up to report to the Governing Body from time to time on the situation in different areas. If the proposal is accepted, the Governing Body might later refer the committee's reports to the Conference as a basis for its discussion. The purpose of the debate would be mainly to spread information as to the present position, and views of governments, employers and workers in different parts of the world as to the desirability and possibility of reducing hours, and the possible consequences of any reduction. Again, the question could be discussed at Regional Conferences, particularly in any area where there was a marked interest in the question of national policy, and probably also promote a greater degree of uniformity in the trends in different countries than could otherwise be achieved.

13. At the last session of the Governing Body several members were apparently thinking along these lines, since they emphasised the need for studies both to provide a full picture of the facts and to elucidate the economic and social consequences of a reduction of hours. To this end they suggested that a committee of experts (presumably of the Governing Body) or a committee of experts could be set up to report to the Governing Body not to reflect too clearly certain attitudes already taken by the various groups, even if its task was merely to report on the factual situation. Moreover, for the committee to do useful work on a continuing basis it would have to meet perhaps twice a year, sometimes for a substantial period. It may be doubted whether many members of the Governing Body could spare the time for such meetings, which would be essential if the proposed committee is to do its work with the thoroughness which the subject deserves. Consequently, it is suggested that there might be some advantage in having a committee of independent persons, provided they were of sufficient standing to satisfy the Governing Body that they would express authoritative and unbiased views. A committee of experts, or a group of experts selected by the Governing Body, might be appointed to report on the economic possibilities and working conditions of an area where there was a marked interest in the question of national policy, and probably also promote a greater degree of uniformity in the trends in different countries than could otherwise be achieved.

14. It is therefore suggested that the Governing Body authorise the Director-General, in agreement with the Officers of the Governing Body, to appoint a committee of five experts, the terms of reference of which are outlined in the following paragraph.

15. The terms of reference of the proposed committee might be on the following lines. The committee would be a fact-finding body, which would report at intervals of perhaps six months to the Governing Body on the existing situation as regards hours of work throughout the world, where necessary on an industry basis, and in particular on the hours actually worked. The committee would further report on demands for a reduction of hours, the case presented for and against such demands and any action taken to shorten hours. It would provide the Governing Body with all available information on the social, economic and financial consequences resulting from any reductions in hours which might take place.
The appointment of a committee may not appear to be an entirely new approach to the question. But what is new is the idea of having within the framework of the I.L.O. some continuing machinery to keep the developments concerning hours of work under constant review, so that the trends in different regions, countries or industries would be constantly known and an authoritative opinion available as to the economic and social consequences of any changes which took place. In the past few years there has been a definite movement towards shorter hours in a number of countries, but these come to notice sporadically. What is being suggested is a mechanism for providing a comprehensive continuing film of what is taking place everywhere. The Office would continue to collect the information in the ordinary way, and it may prove necessary to find some means of strengthening the services concerned in the light of the requirements of the committee if it is set up. But it would be for the committee itself to sift, analyse and make a synthesis of the information so as to give the Governing Body an authoritative picture of the developing situation. It is suggested that by providing objective and carefully weighed information, backed by the authority both of a small group of first-class experts and of the Governing Body itself, the I.L.O. would be making a real contribution towards the most orderly and realistic progress in this important field.

Financial Implications.

17. If this proposal is approved in principle, detailed financial proposals will be prepared and submitted to the next meeting of the Financial and Administrative Committee.

SUPPLEMENTARY NOTE

Communications from the International Confederation of Free Trade Unions and Other Trade Union Organisations concerning the Exclusion from the Agenda of the 1958 Session of the Conference of the Question of Hours of Work

1. The Director-General has received a communication from the International Confederation of Free Trade Unions, dated 21 December 1956, protesting against the action of the Governing Body in excluding the question of the reduction of hours of work from the items for the agenda of the 1958 Session of the International Labour Conference.

2. Letters of protest have also been received from the following national and international trade union organisations:
   2. Canadian Labour Congress.
   3. Norwegian Confederation of Trade Unions.
   5. All-Japan Seamen’s Union.
   7. Austrian Federation of Trade Unions.
   8. Italian Confederation of Trade Unions.
   9. Greek General Confederation of Labour.
   11. German Trade Union Federation, Düsseldorf.
   15. International Federation of Free Teachers’ Unions.
   17. Postal Telegraph and Telephone International.
   18. New Zealand Federation of Labour.
   19. General Confederation of Labour, Luxembourg.
   20. Confederation of Danish Trade Unions.

3. With the agreement of the Officers of the Governing Body the text of the communication from the General Secretary of the International Confederation of Free Trade Unions to the Director-General of the I.L.O., together with the above list, is circulated for information.

Sir,

Reduction of Hours of Work

I wish to give expression to the deep disappointment in the ranks of the free trade unions caused by the decision of the Governing Body to eliminate the question of the reduction of hours of work from the items to be placed on the agenda of the 42nd International Labour Conference. This decision means not only a disavowal of the position taken by the Ad Hoc Committee on this question appointed by the Governing Body itself, but also a self-elimination of the International Labour Organisation from a social evolution which has been taking place in many countries. Encouraged by the I.C.F.T.U. and the International Trade Secretariats, the process of a gradual reduction of hours of work has been going on in a number of countries for quite some time. It would doubtless have been desirable and in accordance with the best traditions of the I.L.O. if it had exerted its counselling, guiding and legislative functions in this process.

From its very inception, it has been the principal function of the I.L.O. to place itself in the centre of social progress and to foster and guide it. The Workers’ group of the Governing Body, with the full support of the I.C.F.T.U., has for two years made all efforts to induce the I.L.O. to assume this function also in the field of hours of work; by refusing to do so, the Governing Body has put a brake on the most fundamental activities of the I.L.O. The I.L.O. loses its meaning if it no longer has the whole-hearted support of the workers. This support has been reflected in the intense interest which the Workers’ group on the one hand and the I.C.F.T.U. and the International Trade Secretariats on the other have always taken in its work. The self-elimination of the I.L.O. from a vital field of the workers’ aspirations would considerably affect the interest of the trade union movement in its work.

I should appreciate it if you would inform the Governing Body of the views expressed in this letter. I add the hope that, even if in so doing it deviates from customary procedure, the Governing Body will reverse its decision—especially since it was made by a one-vote majority—and place the reduction of hours of work on the agenda of the 42nd Session of the International Labour Conference.

Yours faithfully,

(Signed) J. H. Oldenbroek,
General Secretary.
Fourth Item on the Agenda: Proposed Meeting of Experts on Workers’ Education

1. The budget of the International Labour Organisation for 1957, adopted by the International Labour Conference at its 39th Session (Geneva, June 1956), includes provision for a meeting on workers’ education and recreation, to be held in the course of 1957.

2. The objectives of the proposed meeting, as set out in the budgetary proposal, are based on the constitutional responsibility of the International Labour Organisation for furthering among the nations of the world programmes directed towards ensuring equality of educational opportunity, and on the resolution adopted by the International Labour Conference at its 33rd Session in 1950 calling on the Organisation to take all appropriate measures to promote opportunities for workers to be educated in order to enable them to fulfil more adequately their functions in the social and economic life of their respective countries. To that end and in view of the growth of the activities of the International Labour Organisation in the field of workers’ education, the terms of reference of the proposed meeting would be to examine practical problems of workers’ education, including the scope, contents and methods of workers’ education, and to review the Organisation’s activities in this field, for the purpose of making recommendations for future action.

3. In view of the limited funds and time available for the proposed meeting it would be necessary to confine the subjects to be discussed to problems of workers’ education. In this way the question of the proposed meeting is distinct from and independent of the question of the reconstitution of the existing Correspondence Committee on Recreation as a Committee on Workers’ Education and Recreation, as suggested in a separate paper submitted to the Committee to Make a Review of I.L.O. Conferences and Meetings; an ad hoc meeting of experts in 1957 is considered necessary for the purpose of examining the most pressing problems of workers’ education which are of current importance.

Agenda of the Meeting

4. On the basis of the foregoing considerations it is suggested that the agenda of the meeting should be as follows:

- Practical problems of workers’ education—
  1. scope and content of workers’ education programmes;
  2. methods and techniques of workers’ education;
  3. review of the past activities of the International Labour Organisation in this field and recommendations for future action.

5. If the proposed agenda is approved the Office will prepare preliminary reports on these items to assist the experts in their discussion. The reports on the first two studies of workers’ education in various countries and regions, with a view to suggesting principles and procedures that might be considered as relevant and practicable on a wider scale. The report on the scope and content of workers’ education programmes might also bring out for discussion such questions as the categories of persons whose need for workers’ education is most acute (e.g. workers or their representatives on joint consultation bodies, manual or non-manual workers and, in connection with educational techniques and methods, trade unionists or other persons engaged in workers’ educational activities); the subjects that should be taught to the different categories of workers concerned (e.g. emphasis on labour legislation and industrial safety and health for members of safety committees, emphasis on labour economics, work study and industrial relations for members of production committees); the various concepts of workers’ education in different countries and under different social systems; the scope of workers’ education in areas where the standard of literacy is low and where public education is still in the early stage of development; and the relative value of different elements of workers’ education, especially social and economic education, and their relation to more general education in the cultural and related fields.

6. The report on methods and techniques of workers’ education might raise questions such as the adaptation of methods and techniques to suit the varying categories of workers concerned; the merits and disadvantages of individual methods and techniques, such as seminars, lectures, study groups, films and exhibitions; the differences in methods and techniques that might be most appropriately used in the countries where workers’ education is more advanced and those where it is less developed; and various ways in which general educational facilities might be used in furthering the education of workers.

7. The report on I.L.O. activities in the field of workers’ education might contain an account of action taken in the past by the I.L.O. in defining principles relating to educational activities during the worker’s leisure time, in providing information and preparing studies and in assisting or participating in workers’ educational programmes. This will enable the experts to consider such questions as the areas where the common formulas in this field might be applicable; the priorities that might be suggested for I.L.O. action; the relations of the I.L.O. with other intergovernmental agencies working in this field; the relations of the I.L.O. with voluntary organisations (e.g. International Federation of Workers’ Educational Associations and the Workers’ Educational Associations in various countries) and with the education departments of workers’ organisations; and the methods and procedures of collaboration with these organisations (e.g. exchange of information, assistance in planning programmes, preparation of teaching material on labour subjects, provision of experts and lectures).

Composition of the Meeting

8. The ad hoc meeting would be composed of 12 to 15 experts chosen on the basis of their individual merits and experience in the field of workers’ education and, as far as possible, broadly representative of various geographical regions and of the major bodies engaged in workers’ education, including, for example, workers’ educational associations and trade union education departments. The names of the experts whom it is proposed to invite to the meeting would be submitted to the Governing Body at its next session.

APPENDIX IV

**Duration, Date and Place of the Meeting**

9. It is proposed that the meeting should be held for one week in Geneva towards the end of 1957. The Governing Body will be asked to decide on the precise dates in connection with the general programme of meetings.

**Financial Implications**

10. Provision for this meeting exists in the 1957 budget in the form of a lump-sum credit of $10,000.

II. The Governing Body is invited—

(a) to approve the convening in Geneva towards the end of 1957, for the duration of one week, of a Meeting of Experts on Workers' Education;

(b) to decide that the agenda of the meeting shall be as follows:

1. Practical problems of workers' education:
2. Scope and content of workers' education programmes;
3. Methods and techniques of workers' education;
4. Review of the past activities of the International Labour Organisation in this field and recommendations for future action;

(c) to authorise the Director-General to submit to the next session of the Governing Body the names of the experts to be invited.
APPENDIX V

Fifth Item on the Agenda: Report of the Meeting of Experts on Dangerous Substances

1. At its 133rd Session (Geneva, November 1956) the Governing Body had before it the report of the Meeting of Experts on Dangerous Substances held in Geneva from 13 to 24 August 1956 and, after some preliminary remarks had been made, decided at the request of certain members to defer consideration of the report until its 134th Session. The report of the meeting is accordingly resubmitted herewith, together with the covering note presenting the Director-General's proposals concerning action to be taken on the recommendations of the experts.

2. The Governing Body further requested the Director-General in the meantime to continue his consultations with the Secretary-General of the United Nations with a view to securing the adoption of an agreed symbol for corrosive substances. The letter sent to the Secretary-General of the United Nations by the Director-General of the I.L.O., and the reply of the Secretary-General to this letter are appended for the information of the Governing Body.


4. The Governing Body will no doubt recall the discussions which took place on the subject of the classification and labelling of dangerous substances at the Third and Fourth Sessions of the Chemical Industries Committee in 1952 and 1955 and, more particularly, the decision which it took in this respect at its 129th Session. In the light of this decision, of the discussions which took place in August 1956 at the Meeting of Experts on Dangerous Substances and of his consultations with the Secretary-General of the United Nations, the Director-General does not feel that he is in a position to modify the recommendations which he had previously submitted to the Governing Body (paragraph 31 of the covering note below). He still believes that uniformity in labelling is highly desirable, and he will continue to seek every opportunity of promoting such uniformity. He does not consider, however, that the symbol recommended by the United Nations Committee of Experts, which appears to be descriptive chiefly of the danger from corrosive substances to material, is such as to constitute an adequate warning against the potential danger of corrosive substances to workers, including those of the transport industry. He feels that in order not to impede the work of the I.L.O. in the field of dangerous substances the I.L.O. labelling scheme should be complete, and he would therefore like to recommend to the Governing Body that it should take, in respect of the symbol for corrosive substances and pending agreement on this point with the United Nations, the same action as that already authorised in respect of the other danger symbols.

5. The Governing Body is therefore requested to authorise the Director-General, without prejudice to further consideration of the matter at a later stage as the result of continuing consultation with the United Nations:

(a) to add to the set of five danger symbols already adopted the modified flame for the identification of oxidising agents;

(b) to continue to collect information on dangerous substances;

(c) with the help of experts (i) to keep the I.L.O. list of corrosive substances up to date, and (ii) to prepare data sheets on dangerous substances;

(d) to take for the time being, in respect of the symbol for corrosive substances, the same action as that already authorised in respect of the other symbols, and to continue to seize every opportunity of promoting the greatest possible uniformity in the field of classification and labelling.

ANNEX A

Note Submitted to the Governing Body at Its 133rd Session

1. A Meeting of Experts on Dangerous Substances was held at Geneva from 13 to 24 August 1956, in accordance with a decision taken by the Governing Body at its 131st Session (Geneva, March 1956).1

2. The terms of reference of the Meeting were as follows:

I. Definition of the various groups of dangerous substances.

II. Preparation of a basic list of dangerous substances to which I.L.O. danger symbols should be affixed.

III. Method to be followed for keeping the list up to date.

IV. Consideration of various aspects of warning labels (colour, size, method of application, etc.).

V. Preparation of basic texts setting out the chief precautions to be taken in handling dangerous substances.


3. A summary of the principal conclusions reached by the Meeting on each of the items on its agenda is given below.

Definition of the Various Groups of Dangerous Substances

4. The Meeting established the principal criteria for defining the various groups of dangerous substances.

5. A small working party was set up to consider, in the light of these criteria, the usefulness of definitions for the work of the Office on dangerous substances.
6. The Meeting agreed with the finding of the working party that definitions were not an essential requirement and decided not to pursue the matter.

**Preparation of a Basic List of Dangerous Substances to Which the I.L.O. Symbols Should Be Affixed**

7. The Meeting was guided in the preparation of the list of dangerous substances by criteria established by the I.L.O. Chemical Industries Committee (Third and Fourth Sessions), which had recommended that consideration should be given first to substances which were the most dangerous and which were most commonly in use.

8. It was agreed that the list should include only substances which were known to present a serious hazard to workers (including those in agricultural and transport activities). A basic list had been prepared by the Office as a working paper for the Meeting.

9. The Meeting examined each substance proposed for inclusion in the list and assigned it to the category of hazard to which it belonged. In some cases, when a substance was known to present two major hazards, it was assigned to two categories of hazard.

10. The Meeting agreed that oxidising agents, generally considered as a subgroup of flammable substances, presented a special problem from the point of view of labelling. After considering several methods of labelling them the meeting proposed a flame symbol of a somewhat different design to identify them.

11. The Meeting proposed a first list, in alphabetical order, of 160 substances or groups of substances (including mixtures or solutions of chemicals) and indicated the danger symbol or symbols which should be affixed to each. It further proposed that the list should be rearranged at a later date according to chemical symbols and chemical characteristics, and that as soon as common names for compounds such as pesticides were adopted at the international level they should be added to the list.

12. The Director-General proposes that the Governing Body should authorise the addition to the five danger symbols already adopted of the modified flame for the identification of oxidising agents.¹

**Method To Be Followed for Keeping the List Up to Date**

13. The Meeting agreed with the conclusion of the Chemical Industries Committee (Fourth Session, Geneva, February 1955) that the assistance of experts would be needed for keeping the list of dangerous substances up to date.

14. The Meeting considered that, in view of the increase in the production, trade and use of dangerous substances, there was need for a system of collecting and disseminating information concerning these substances. This work should be carried out in part by the Office, which should continue to follow attentively the work of national and international organisations in this field, and in part by correspondence and personal contacts between the Office and members of a small panel of experts which should be set up with a view to keeping the basic list up to date in respect of new chemicals.

15. The Director-General proposes that the Office should continue to collect information on dangerous substances with a view to keeping the list up to date, and that for this purpose the Governing Body should authorise him to enlist the assistance of experts selected, so far as possible, from the group of persons who participated in the meeting. Proposals concerning a further meeting of experts on dangerous substances may be submitted to the Governing Body at a later date.

¹This symbol was adopted by the United Nations Committee of Experts on the Transport of Dangerous Goods (Geneva, 16 August - 12 September 1956).

**Preparation of a Guide for the Marking of Dangerous Substances**

16. The Meeting agreed that there was need for a fully comprehensive system of labelling dangerous substances for international use, and concluded, inter alia, that in national trade it was necessary to have basic texts setting out the essential precautions to be taken in handling the dangerous substances mentioned in the international list.

17. The Meeting established a number of basic principles concerning the shape, size and colour of warning labels with a view to providing practical guidance in the preparation of a uniform system of marking dangerous substances.

18. The Office will be guided by these principles in its future work on the labelling of dangerous substances.

**Preparation of Basic Texts Setting Out the Chief Precautions To Be Taken in Handling Dangerous Substances**

19. The Meeting agreed that appropriate warning information should be given to workers by means of texts appearing on labels or contained in documents such as data sheets. It prepared a number of specimen texts for substances belonging to the various classes of risk.

20. The Meeting discussed the need for the preparation and dissemination in several languages of basic safety and health information concerning dangerous substances, and proposed that the Office should prepare and keep up to date, with the assistance of chemical manufacturers and other specialists, data sheets which would be useful to carriers, distributors and users of dangerous substances and which could also be used by organisations that intended to set up a system of labelling dangerous substances incorporating written statements.

21. The Director-General suggests that the Governing Body should authorise the Office to prepare, in consultation with experts, data sheets on the various substances contained in the international list.

**Preparation of a Guide for the Marking of Dangerous Substances**

22. The Meeting established a number of principles which should be adhered to in the marking of dangerous substances, and recommended the procedure to be followed in establishing and applying a labelling scheme. It agreed that the primary responsibility for the correct marking of packages and containers of dangerous substances should normally fall on the manufacturer.

23. The Meeting recommended that the Office should prepare, in co-operation with experts having practical experience in the matter, an illustrated Guide for the Marking of Dangerous Substances with a view to promoting the application of the proposed labelling scheme.

24. The Director-General considers that such a guide would serve a useful purpose and will examine the best means of giving effect to this recommendation.


25. The I.L.O. experts held three joint sitting with the United Nations Committee of Experts on the Transport of Dangerous Goods. A general exchange of views took place at the first sitting on a number of subjects of common interest.

26. The I.L.O. experts explained their views on the question of the labelling of oxidising agents and presented to the United Nations experts the modified flame symbol which they proposed for identifying such agents.

27. Two joint sittings were devoted to the discussion of the danger symbol for corrosive substances, on which...
agreement had not yet been reached between the United Nations and the I.L.O. It should be recalled in this connection that the Governing Body had authorised the Director-General to urge that the United Nations Committee of Experts reconsider the matter and adopt the symbol proposed by the Chemical Industries Committee, and to promote such further collaboration as would advance agreement between the United Nations and the I.L.O. on the matter.

28. In view of the nature and importance of the subject the Director-General does not consider it advisable to summarise the joint discussion, but invites the Governing Body to examine this part in particular detail.

29. The Director-General has recently been informed that the United Nations Committee of Experts decided to include, among its final recommendations concerning the listing of dangerous goods, the I.A.T.A. (International Air Transport Association) symbol for corrosive substances.

30. The Director-General proposes that the Office, while continuing to seek the greatest possible uniformity between labelling schemes used in the various branches of industrial activity, should be authorised to take, in respect of the symbol for corrosive substances, the action as that authorised by the Governing Body at its 130th Session with respect to the four danger symbols on which there is agreement with the United Nations.

31. The Governing Body is requested to authorise the Director-General:

(a) to add to the set of five danger symbols already adopted the label reflection flame for the identification of oxidising agents;

(b) to continue to collect information on dangerous substances;

(c) with the help of experts (i) to keep the I.L.O. list of dangerous substances up to date, and (ii) to prepare data sheets on dangerous substances;

(d) to take, in respect of the symbol for corrosive substances, the same action as that already authorised in respect of the other danger symbols and to continue to seize every opportunity of promoting the greatest possible uniformity in the field of classification and labelling.

ANNEX B

Letter from the Director-General of the International Labour Office to the Secretary-General of the United Nations

On 9 January 1957 the Director-General of the I.L.O. sent the following letter to the Secretary-General of the United Nations:


Sir,

I have the honour to communicate to you the report of a recent meeting of Experts on Dangerous Substances and to inform you that the Governing Body, which was called to consider the report at its November session, postponed its examination to its 134th Session to be held in February-March 1957. The report contains in section 7, pages 26 to 30, a summary of the discussions held in response to the report of the Committee of Experts on the Transport of Dangerous Goods set up by the United Nations Transport and Communications Commission (Second Session, Geneva, August-September 1956).

In the light of the summary of the joint discussions, the Governing Body, in deciding to postpone the examination of the report, requested me to undertake further consultations with you in a view to clarifying the situation which has arisen following the adoption by the I.L.O. and by the United Nations Committee of Experts on the Transport of Dangerous Goods of a different danger symbol for the pictorial representation of the risk associated with the handling of corrosive substances.

The Governing Body also expressed the hope that further consultations on this matter would result in an agreement on a uniform danger symbol to avoid the confusion that two different symbols would undoubtedly cause.

As you may know, the two symbols in question are in the withered hand, adopted by the I.L.O. following the work undertaken in 1953 and 1955 by its Chemical Industries Committee, and the symbol (acid splashing and attacking a metal) recently recommended for adoption by the United Nations Committee of Experts on the Transport of Dangerous Goods, the report of which is to be submitted to the United Nations Transport and Communications Commission at its Eighth Session to be held in New York early in 1957.

It should be recalled that the joint sitting between the United Nations and the I.L.O. Committee of Experts on Dangerous Substances, held at its 132nd Session, had requested that discussions should be held with the United Nations Committee of Experts on the Transport of Dangerous Goods with a view to ensuring co-ordination of the work of the United Nations and the I.L.O. in the field of classification and labelling of dangerous substances. Joint discussions had been considered advisable in view especially of the fact that, following the First Session of the United Nations Committee of Experts (Geneva, August-September 1954), no agreement had been reached between this Committee and the I.L.O. on the symbol for corrosive substances, the United Nations Committee having recommended, for this category of substance, a carboy motive which in the opinion of the I.L.O. did not appear to be representative of the potential danger associated with the handling of corrosive substances. The I.L.O. considered that, since the primary aim of danger symbols is to give adequate warning without possibility of confusion in their interpretation, the symbols selected should be such as to make the nature of the risks as easy as identifiable; moreover, greater importance should be attached to the possible danger to persons than to materials and equipment. The withered hand appeared to be preferable to the carboy to achieve these purposes.

These views were confirmed by the I.L.O. Chemical Industries Committee at its Fourth Session (Geneva, February 1955) and, in considering the conclusions of this Committee, the Governing Body of the I.L.O. had requested the Director-General to consider the possibility of arriving at the adoption of a uniform set of danger symbols for use in all industrial activities, including transport, and to authorise the following:

(a) to respond to the request of the United Nations for comments on the symbols recommended by the Committee of Experts on the Transport of Dangerous Goods, explaining the consideration given to the symbol relating to the danger of corrosion and giving the reasons for which the Chemical Industries Committee approved the symbol which it considered to be superior;

(b) to urge that the United Nations Committee of Experts reconsider the matter and adopt the symbols proposed by the Chemical Industries Committee and to indicate that further collaboration as will advance agreement between the United Nations and the I.L.O. on the matter;

(c) to draw the attention of governments to the symbols recommended by the Chemical Industries Committee and to indicate the reasons for which it selected the symbol relating to the danger of corrosion;

(d) to take the other steps proposed in resolution No. 23 with respect to the four symbols on which there is agreement.

The action referred to in paragraph (a) of the above-mentioned resolution was taken in response to the request of No. 567/E(XIX) on the transport of dangerous goods, adopted by the Economic and Social Council on 20 May 1955, which, amongst other things, requested the views and comments of governments, specialised agencies, etc., concerning the work of the Chemical Industries Committee on the Transport of Dangerous Goods. The views of the International Labour Organisation were set out in documents E/CN.2/143 and Cor. I.
These views were further emphasised in the course of the joint sittings between the United Nations and the I.L.O. groups of experts, and particularly from the representatives of the I.A.T.A. [International Air Transport Association], that the withered hand was not acceptable on the grounds, first, that it was too horrifying and, secondly, that it did not represent the type of risk that was of primary concern to persons engaged in the transport of corrosive substances explained that, while they were fully aware of the risk of corrosion of materials, they were more particularly concerned with the potential danger of corrosive substances. They also stressed that this was the view expressed by all workers’ organisations which, when consulted on the matter, confirmed that the withered-hand symbol for corrosive substances was not more alarming than, for instance, skull and crossbones symbol used in connection with toxic substances and that, in any case, it was the most effective that could be devised for the purpose in view. Since dangerous substances are mostly handled by workers, and since workers themselves expressed their preference for this symbol, their views could not be ignored.

During the joint sittings the work of the United Nations Committee of Experts was described, stressing being laid on the responsibility placed on this Committee for developing a system of labelling which would provide for protection of persons and property and which would, at the same time, be acceptable to many countries now employing widely diversified schemes in the transport field.

It will be seen from the above that the views held on the question by the experts of the United Nations and by the I.L.O. group of experts differed widely, although an I.L.O. expert put it that it would not be impossible to devise a compound symbol, perhaps with a combination of drawings, that would satisfy the dual requirement that a “corrosive” symbol should draw attention to the risk of corrosion to both materials and human beings were exposed. In fact, a United Nations expert submitted a proposal in this sense but it did not appear acceptable to the United Nations Committee in the circumstances.

There is no need to emphasise here the importance attached by the I.L.O. to the need for the greatest possible degree of uniformity in the labelling schemes used in all branches of industrial activity. Uniformity in labelling would greatly assist in spreading the use of the schemes at the world-wide level. It should certainly be possible to agree with the view that a prerequisite of an adequate danger symbol for corrosives is that it should constitute a reasonable warning against the potential danger of corrosive substances to human beings. It is with this consideration in mind that the I.L.O. symbol was adopted, and this in the interest of transport workers as well as that of workers in other industries.

In view of the fact that the Governing Body has reiterated its request that further efforts should be made to arrive at a uniform symbol for corrosive substances, I should be glad if you would examine the matter and give immediate consideration to the indication of the directions in which it could be further explored in the interest of achieving complete uniformity between the United Nations and the I.L.O. 'danger symbols.'

I have the honour to be, etc.,

For the Director-General:
(Luis Alvarado, Assistant Director-General).

ANNEX C

Letter from the Secretary-General of the United Nations to the Director-General of the International Labour Office of 28 January 1957

The following letter, dated 28 January 1957, was sent by the Secretary-General of the United Nations to the Director-General of the I.L.O.:

New York, 28 January 1957.

Dear Mr. Morse,

I write to acknowledge receipt of your letter of 9 January requesting that you inform me whether the Secretary-General that the Governing Body of the International Labour Organisation has postponed the examination of the report of a recent I.L.O. Meeting of Experts on Dangerous Substances to its 134th Session to be held in February-March 1957. You added that the Governing Body requested the Director-General to undertake further consultations with the Secretary-General with a view to clarifying the situation which has arisen following the adoption of the I.L.O. group of experts and by the United Nations Committee of Experts on the Transport of Dangerous Goods of different danger symbols for corrosive substances. You conveyed the Governing Body’s hope that further consultations on this matter would result in an agreement on a uniform danger symbol and added a full background description of the developments in this connexion.

I should like to inform you in reply that the report of the United Nations Committee of Experts (E/CN.2/165, copy attached), which contained a detailed account of the results of consultations with the I.L.O. group of experts, was examined by the Transport and Communications Commission at its Eighth Session, which has just concluded. The particular aspect concerning the co-ordination of this work with the parallel activities of the I.L.O. was extensively discussed on this occasion, and this Commission’s and the Secretary-General’s views were submitted to the attention of the Commission both by the Representative of the Secretary-General and by your own representative at that session. I attach the report of the Commission to the Economic and Social Council (document E/CN.3/L.37/Rev.1) in which the matter has been dealt with at some length (Chapter VIII). You will note in the report that the Commission adopted a resolution (Resolution 8) which, inter alia, recommends that the Council urge “Governments, regional economic commissions, and international organisations concerned to take note of the recommendations of the United Nations Committee of Experts ... and to keep the Secretary-General currently informed to the extent to which they are carrying their own practices into general conformity with them.”

While the definitive views of this expert committee have accordingly been given and are with the governments for consideration, the Secretary-General fully shares the Director-General’s concern that the greatest possible degree of uniformity in labelling should be achieved. He would be only too glad to associate himself with the Director-General of the I.L.O. in expressing the hope that the problem at issue when such an example appeared appropriate and useful. He will not fail, moreover, to draw the attention of the Economic and Social Council to the problem when the Commission’s report comes before that body.

Yours sincerely,

(Signed) Martin Hiltebeitel, Deputy Under-Secretary for Economic and Social Affairs.

ANNEX D

Extract from Report of the Eighth Session of the Transport and Communications Commission

The following is an extract from the report of the Eighth Session of the Transport and Communications Commission of the United Nations, respecting a proposal to be submitted to the Economic and Social Council on the transport of dangerous goods:

Resolution To Be Submitted to the Economic and Social Council on the Transport of Dangerous Goods:

The Economic and Social Council, having noted the statement of the Transport and Communications Commission that there is a large and increasing proportion of goods in international trade which have inherently dangerous properties, and the opinion of the Commission that the recommendations of the United Nations Committee of Experts on the Transport of Dangerous Goods in the report on its second session (E/CN.2/165, E/CN.2/CONF.4/l), and the recommendations concerning the classification, listing, and labelling of dangerous goods and shipping papers for such goods (E/CN.2/170, ST/TECA/43), prepared by the Committee, form a basis for further work towards overcoming the disarray among regional and national regulations and codes of practice on the transport of dangerous goods relating to individual modes of transport, which presently hampers the development of this important trade,

1. Requests the Secretary-General:

(a) To set up a committee consisting of not more than nine qualified experts from countries interested in the international transport of dangerous goods to—

(i) revise as may be necessary, and keep up to date, the list of goods and shipping papers for such goods (E/CN.2/170, ST/TECA/43) prepared by the Committee, taking into account existing practices in the fields of transportation and the extent of their usage;

(ii) allot to each substance a number for ready identification;

(iii) study further the problem of packing;

(iv) study related matters; and

(v) report progress to the Transport and Communications Commission.

1 See below, Annex D.
(b) To invite governments of countries interested in the international transport of dangerous goods to make available at his request experts to serve on the above committee provided that he be authorized, if he finds that this expense can be covered under budgetary appropriations, to cover some or all of the expense involved out of the regular budget of the United Nations.

c) To arrange for a consultant to make a comparative study of the systems of regulations on packing on which he has already received information, so as to make it possible for the Committee of Experts to pursue the work on packing as provided under (iii) above.

2. Urges governments, regional economic commissions and international organisations concerned to take note of the recommendations of the United Nations Committee of Experts and of any further recommendations by the Committee referred to in (a) above and to keep the Secretary-General currently informed of the extent to which they can bring their own practices into general conformity with them.

3. Invites the Secretary-General to continue his consultation with the Director-General of the International Labour Office on the best means of avoiding any overlap of the work of the above committee with any work being undertaken in this field by the International Labour Organisation.
APPENDIX VI

Sixth Item on the Agenda: Report of the Meeting of Experts on Women's Employment

1. The report of the Meeting of Experts on Women's Employment, held in Geneva from 5 to 10 November 1956, was submitted to the Governing Body at its 133rd Session (November 1955). After some preliminary observations the Governing Body decided to defer to the 134th Session its consideration of and further decisions on the report, but authorised the Director-General meanwhile to communicate it to the governments of States Members, informing them that the Governing Body had not yet expressed any views on the contents of the report or on the recommendations contained in the appendix thereto.

2. The report of the Meeting of Experts is accordingly reproduced below.

3. The Governing Body is requested to take note of the report of the Meeting of Experts on Women's Employment and to instruct the Director-General to take into consideration, as may be appropriate, the proposals made by the Meeting of Experts for further study and action by the Office.

ANNEX

Report of the Meeting of Experts on Women's Employment (Geneva, 5-10 November 1956)

I. In pursuance of a decision taken by the Governing Body of the International Labour Office at its 130th Session (Geneva, November 1955) a Meeting of Experts on Women's Employment was held in Geneva from 5 to 10 November 1956. It was attended by the following experts:

- Mrs. Maitreyee Bose (Indian), Vice-President, Indian Women's and Young Workers' Bureau, Ministry of Labour and Social Welfare, Mexico City.
- Miss Marjorie Hayward (United Kingdom), Principal in the Employment Services Department, Ministry of Labour and National Service, London.
- Mrs. Maria Jakubowicz (Polish), Chief of Section, Ministry of Labour and Social Welfare, Warsaw.
- Mrs. Alice Leopold (United States), Assistant to the Secretary of Labor, Women's Affairs, Department of Labor, Washington, D.C.
- Mrs. Natalia Nikolaevna Motova (U.S.S.R.), Secretary of the Moscow Regional Council of Trade Unions, Moscow.
- Miss Josefa Pizarro Zevallos (Peruvian), Chief of Women's and Young Workers' Department, Ministry of Labour, Lima.
- Mrs. Svea Starrin-Reindahl (Swedish), Secretary, Division of Employment Service, Labour Board, Stockholm.
- Mrs. Muhaddere Tascioglu (Turkish), Chief of Section, Research Division, Ministry of Labour, Ankara.
- Mrs. Thaung Tin (Burmese), Chief of Women's Bureau, Inspectorate of Factories, Ministry of Labour, Rangoon.
- Mrs. Maria Tritz (German, Federal Republic), Counselor in the Federal Ministry of Labour, Bonn.

2. Mrs. Islah El Shereini, First Inspector of the Inspection Division, Labour Administration, Cairo, sent a cable informing the Office that it was impossible for her to attend the meeting.

3. Mrs. Agda V. Rössel, of the Labour Board, Stockholm, and Mr. Maurice Milhaud, of the European Office of the United Nations, were present as observers for the United Nations; Mrs. Simone Trosigros, President of the Women's Commission of the International Federation of Christian Trade Unions, attended as an observer for that Federation.

Election of Officers

4. The Meeting elected Mrs. Alice Leopold (United States) as Chairman and Mrs. Svea Starrin-Reindahl (Swedish) as Vice-Chairman, with Mrs. Maitreyee Bose (Indian), as Reporter.

5. On the proposal of Mrs. Tritz (German, Federal Republic) the Meeting agreed to set up a Drafting Committee composed of the Chairman, the Vice-Chairman, the Reporter and the representative of the Director-General.

Agenda

6. The agenda of the Meeting, as fixed by the Governing Body of the International Labour Office, was as follows:

I. Part-time employment.
II. Employment of older women workers.
III. Vocational guidance and training of women (including apprenticeship).
IV. Technical assistance in underdeveloped countries to improve conditions of work and employment of women workers.

7. Reports had been prepared by the Office to serve as a basis for the discussion on the various items on the agenda.

8. Mr. Luis Alvarado, Assistant Director-General of the I.L.O. and representative of the Director-General, welcomed the experts attending the Meeting. He referred to the deep interest of the I.L.O. in the problems of women workers within the framework of labour problems as a whole, and drew attention to the various activities on behalf of women workers which had been carried out at different stages by the Organisation. He pointed out the value of the conclusions reached at previous I.L.O. meetings on women's work in guiding the future policy of the Organisation in this field.

1. Part-Time Employment.

9. The first three sittings of the Meeting were devoted to a general discussion of part-time employment of women. Two main points emerged from this discussion: one that the problem of part-time employment was much more important in the highly industrialised countries than in the less developed ones, and the other that there was a wide variety of reasons for the existence of and demand for part-time employment.

10. In times of manpower shortage employers were prepared to engage part-time workers on what would in other circumstances be full-time occupations; on the other hand, there were jobs which, by their nature, could only be part-time. Measures were required to publicise...
the opportunities for part-time work available to women for whom full-time work was not suitable because of their family responsibilities. This could best be done by effective employment services fully aware of the state of the labour market. At the same time concisely information should be provided on the part-time occupations available.

11. Some experts from industrialised countries drew attention to the rapidly increasing number of married women entering the employment market. They sought part-time work at different stages of life. They might be full-time workers until they married and had children; they might leave the employment market while their children were still too young to go to school and seek part-time employment once their children reached school age, and part-time work or full-time work once their children were grown up. Considerable success had been achieved in finding part-time openings for such women in what had formerly been considered only as full-time occupations—for instance as nurses and in the teaching profession—but it was rather more difficult to place them in industry.

12. One expert, while in favour of the principle of part-time work, stated, in order not to create further difficulties for the women who were really in want of part-time work to provide for substantial family needs, such work should not be excessively encouraged by employment services and other institutions in the case of women with family responsibilities for whom it was not an economic necessity but a means of earning additional income.

13. Some other experts were concerned with the question of proper social protection for part-time as well as full-time women workers, and stated that it was for the trade unions to see to it that collective agreements were concluded providing for social security, holidays with pay, and other working conditions for part-time workers equal to those of full-time workers. The importance of legislative measures was also mentioned. Equal pay for equal work was also most important for part-time workers, and the ratification of the Equal Remuneration Convention, 1951, was advocated. Another measure to meet the problems of married women workers at present seeking part-time employment would be to reduce full-time work schedules, without reduction of pay.

14. Certain experts, while not immediately concerned with the problem of part-time work in their own regions, were interested in the arrangements concerning such work in the more industrialised countries, as for instance the rate of remuneration and the principal occupational fields in which part-time work was available. It was explained that in one of these countries women workers could work shorter hours—about five-and-a-half to six—in the medical, educational and cultural fields. In another country surveys carried out had shown increasing opportunities for part-time work in the civil service, with salaries and holidays in proportion to the number of hours worked; there was also increased part-time employment in industry, due to the labour shortage, but it met with resistance on the part of employers.

15. Another expert stated that part-time women workers in her country were mainly employed in non-industrial occupations, for the most part in the distributive trades, catering, entertainment and laundry work. The industrial occupations in which women were employed included the food, drink and tobacco industries, in particular in the weaving. In any case, in the case of the clerical and operative groups of occupations and the professions provided the main outlet for women workers. Part-time workers were mainly employed in domestic work, sales work, social organisations, libraries, insurance, and were employed in cover peak periods in stores and banks, in hospitals and in establishments with extended hours such as theatres.

16. One expert described legislative measures that had been introduced to facilitate the employment of women with family responsibilities. Such measures included, in addition to equal social security rights with full-time workers, the provision of day nurseries where women could leave their children during their working hours, and other social services. It was pointed out that, in some cases, where there was a labour shortage as a result of rapid industrialisation, such measures had been introduced to encourage women workers to seek employment in occupations open to both sexes and thus liberate the men for employment in coal mines, agriculture and heavy industry. There were considerable openings for part-time women workers in the medical field.

17. It was suggested that country by country surveys might be useful in providing the answers to a number of questions raised by part-time work. Such surveys might be carried out by the I.L.O. alone or by the I.L.O. working in co-operation with the United Nations Commission on the Status of Women.

18. Considerable attention was paid to the definition of part-time employment, the nature of the work involved and the category of workers considered as part-time workers. The definition of "regular work carried on for less than normal hours of work by mutual agreement between the employer and worker" was generally acceptable. Involuntary "short-time" work in periods of economic recession, seasonal and casual work were therefore excluded from these considerations. Moreover, the Office study of part-time work dealt only with women workers with family responsibilities.

19. The experts were agreed that, while the problem was of varying degree in the different regions of the world, the part-time workers in most urgent need of protection were women who had dependants to support. A frequent difficulty for such women in finding employment was their lack of training in a particular field. Efforts should be made, therefore, in consultation with management, to place them in jobs which did not require special skills or to provide them with vocational training. It was also felt by several of the experts that in many countries day nurseries and other such arrangements were not sufficiently developed in numbers and quality. Therefore it was essential, where women were obliged to go out to work for economic reasons, to find them jobs which did not require their presence all day long. It was pointed out that in certain cases it was necessary for married women with children to work full-time in order to provide a minimum level of subsistence for their families.

20. Some experts pointed out that there were cases where, while it was not a permanent economic necessity for married women to go out to work, it might be necessary for them to employ part-time work for a limited period, for instance in order to provide money for their children's education or on account of sickness in the family. Such women were often prepared to take on the so-called "dead-end" jobs which had to be done but which employers might have difficulty in filling on a permanent basis.

21. The Meeting made a number of recommendations concerning part-time employment. These recommendations are reproduced in the appendix to the present report.

II. Employment of Older Women Workers.

22. The employment of older women workers was the subject of a general discussion by the experts at their fourth and fifth sittings.

23. The exchange of views on this question brought out the great importance attached by the experts to the older woman's right to work, to the need for vocational guidance and for vocational training for older women workers entering the labour market for the first time, and to the need for retraining for older women workers returning to the labour market after a prolonged absence. Training was considered to be essential from...
the point of view both of enabling older women to earn an adequate income for their economic security and of making available to them a wider range of occupations. While most of the experts believed that training for older women should be provided through the regular training programmes, some of the experts considered that special facilities should be provided and that these women should possibly be afforded such training free or at a reduced cost. It was suggested that where there were age barriers to entry into training institutions, these barriers should be removed to enable older women to become eligible for training.

24. Most of the experts were of the opinion that, while the main initiative in respect of the training and placing of older women workers rested with the employment offices, there was a great deal to be done in the counselling field, particularly in advising older women on how to apply for jobs and on how to adapt themselves to their fellow workers and working conditions; women of organisational capacity in this field. Older women required considerably greater encouragement to apply for jobs than younger workers. Some of the experts believed that publicity campaigns might be useful in doing away with the prejudices of employers against older women workers.

25. The trade unions could play an active role in this field and it was essential for the women concerned to join the trade unions to enable these bodies to defend their interests.

26. The experts described the situation and the measures taken on behalf of older women workers in their respective countries.

27. In the United Kingdom, where manpower was in short supply, the Government had consulted with employers and workers on this matter and had appealed to older workers to continue in employment because of the needs of the economy. A National Advisory Committee on the Employment of Older Men and Women had been set up, consisting of representatives of employers and workers, research and medical services, interested voluntary agencies and government departments. The Committee had evolved two important principles, namely that the test for engagement should be capacity for the job and not age, and that all men and women who could give effective service should be permitted to continue to work, irrespective of their age, provided they wished to do so.

28. Measures taken in Sweden to assist older women who have no vocational training included: (1) placing them in jobs which did not require special skills; (2) finding employers willing to engage such women by splitting the duties of the jobs available (thus, because of the manpower shortage an employer who would normally employ only one worker might be persuaded to employ an untrained older worker for the first two functions, while allocating the typing to another worker skilled for the job); (3) giving them vocational training, either on the job or in special workshops; or (4) a combination of (2) and (3).

29. In the U.S.S.R., women of 35 years and over constituted a considerable part of all women workers. Such workers were employed as the most experienced and highly qualified supervisory and staff. Training over a considerable period in industry enabled women to obtain the most highly specialised and otherwise qualified posts. For instance, in the food and textiles industries nearly all the most important posts were occupied by women with wide occupational experience.

30. In the Federal Republic of Germany the statutory provisions protecting employees with long service against discharge and those entitling all women with independent homes to one day’s paid leave per month for household duties were an obstacle to the employment of older women workers. Legislative measures granting subsidies or tax relief to industries which employed older women workers had been considered but rejected for fear that they would result in discrimination. The Government had made an appeal to employers to give preference to older women workers, and training allowances for such workers had been paid from public funds. Arrangements for individual counselling and vocational guidance were included in the functions of the employment services.

31. In Poland efforts were being made to solve the problem by restricting to women workers only some of the jobs most suitable for women, i.e. those requiring less physical effort. Supervision was exercised to ensure that industries and undertakings were in fact employing women on the jobs specified. Where discharges were necessary a special list was drawn up consisting of older employees, particularly women. Home industries and handicrafts were now being developed and the employment of older women in these fields was particularly encouraged.

32. In the United States the employment of older women workers had engaged top-level government attention. As a result of the Government’s interest and of the efforts of employment offices and voluntary agencies employers now tended to be more favourable to the idea of engaging older women workers. Training programmes for older women workers had been set up which were considered as the result of initiatives by the Department of Labor with the co-operation of the Department of Education, the trade unions and manufacturers. These programmes had led to increased employment of older women, particularly in restaurants, beauty establishments, etc. By the teaching of efficiency it had been found that older women learned quickly and easily adapted themselves to new techniques in fields in which they had previously shown ability.

33. In the countries where there was serious unemployment, for example in India, older workers did not receive special attention other than retiring benefits, etc. It was recognised by the experts from those countries, however, that changes in the structure of the economy and consequently in the employment situation would make this question more urgent; in some cases consideration was already being given to the possibility of employing older women in certain industries the establishment of which was being considered, such as match factories, where suitable employment could be found for these workers.

34. The Meeting paid considerable attention to the question of the minimum pensionable age for women in its relationship to the problem of the employment of older women workers. One point of view put forward was that it was desirable that women should have the necessary a retirement earlier than men, though there should be no compulsion for them to do so. Older women often overworked themselves in order to convince employers of their efficiency and avoid dismissal in favour of younger women. On top of this many of them had family responsibilities which represented additional hours of work. In the light of these factors some of the experts believed that women workers had been considered but rejected for fear that they would result in discrimination. The Government had made an appeal to employers to give preference to older women workers, and training allowances for such workers had been paid from public funds. Arrangements for individual counselling and vocational guidance were included in the functions of the employment services.

35. On the other hand it was pointed out that if the pensionable age was lower for women than for men this might lead to discrimination, inasmuch as employers or institutions would hesitate to accept the cost involved in training or retraining older women where it was likely, or at all events possible, that afterwards they would remain in employment for a shorter time than men. The long working life of a woman was usually to work the more incentive there was for an employer to engage her. Moreover, the fact that infant mortality among boys was greater than among girls and that the life expectancy of women was greater than that of men tended to speak in favour of the same retirement age. Some experts therefore believed that the pensionable age should not vary only according to the arduousness of the occupation of the person concerned and not according to the sex.
36. All of the experts were agreed, however, that, irrespective of the basis for fixing the minimum pensionable age, women who wished to continue working after reaching that age should be permitted to do so.

37. Some of the experts, while they considered that a lower pensionable age for women was a very important benefit which might be granted either on account of the arduous nature of their employment or in view of their lower pensionable age for women was a very important consideration at its eighth and ninth sittings. It was apparent to their pension plus an adequate remuneration for their work.

38. Other experts referred to the system of proportionate pensions. In this case it was for the persons concerned to decide whether they wished to retire earlier at a reduced pension rate or wait longer in order to get the higher rate. With this system women who went on working after the pensionable age were entitled to receive their pension and remuneration but the total amount received could not be more than the maximum pension to which they would have been entitled.

39. The Meeting made a number of recommendations concerning the employment of older women workers. These recommendations are reproduced in the appendix to the present report.

III. Vocational Guidance and Training of Women (Including Apprenticeship).

40. The Meeting held a general discussion on this question at its eighth and ninth sittings. It was apparent from the discussion that, while there had been progress everywhere in this field in recent years, there was a considerable variation in the programmes of the highly industrialised countries and those of the less developed regions. Whereas, in the former there was a wide variety of methods of providing vocational training and guidance already in use, in most of the latter vocational training programmes were still in the planning stage, and in some cases vocational guidance was practically nonexistent. Although there was compulsory primary education in a number of countries, access to girls to higher education was much less widespread. Where parents had children of both sexes and could not afford to give them all a higher education, there was a tendency to sacrifice the girls in favour of the boys; sometimes they withdrew the girls from school to help in the home.

41. It was the experience of most of the experts that there was still a notable disproportion between the number of women employed in skilled occupations and those in less skilled or unskilled jobs. The experts pointed out that more facilities for training and promotion should be offered. To a certain extent there was a lack of interest on the part of the women themselves. Many of them wanted only the minimum training that would enable them to obtain a job until marriage. Once in employment they did not take advantage of further training opportunities, where they existed, which would give them a chance to improve their qualifications and possibilities of promotion. This, in turn, made employers feel that it was not worth while to invest in the training of women since they were unlikely to remain in their employment long enough.

42. On the other hand the experts found that, as a result of the development of vocational training for women, the pattern of women's employment had considerably changed and there were now many more women to be found in a much wider range of occupations.

43. In describing training measures mention was made of the good results that had been achieved where employers, in addition to providing training on the job, released young people during part of their working hours to attend technical training courses outside the undertaking.

44. In one country, due to the manpower shortage, girls were now being engaged as apprentices in trades formerly considered traditionally for men, such as men's hairdressing and tailoring, because the young men who would normally be employed in these trades had been absorbed in occupations that were more vital to the economy.

45. Strong emphasis was placed on the importance of vocational guidance for young persons. This was provided in some countries through the regular employment services and in others through special youth employment services. Attention was drawn to the advantages of co-ordinating vocational guidance with placement opportunities. In one country attention was drawn to occupations in need of manpower by means of radio programmes, newspapers, films, trade union exhibitions, and other such media. Educational and professional societies were mentioned as a source of private interest in advancing vocational opportunities.

46. The Meeting made a number of recommendations concerning vocational guidance and training of women. These recommendations are reproduced in the appendix to the present report.

IV. Technical Assistance in Underdeveloped Countries to Improve Conditions of Work and Employment of Women Workers.

47. Owing to lack of time the experts were unable to hold more than a brief discussion on this question at their tenth sitting.

48. Nevertheless, the Meeting made a recommendation on this matter, the text of which is reproduced in the appendix to the present report.

49. Following suggestions and references made on various occasions by different experts as to the desirability of setting up a tripartite committee which would meet regularly and study the problems on the agenda of the present Meeting, as well as various other problems concerning women workers, a proposal embodying these suggestions was put to the Meeting.

50. The various members of the Meeting expressed their full agreement as to the importance of dealing with the problems of women workers and the necessity of giving them continued and regular consideration within a body where the three elements constituting the tripartite structure of the I.L.O. would be represented.

51. A recommendation to this effect was made by the Meeting. This recommendation is reproduced in the appendix to the present report.

52. The Meeting of Experts adopted the report unanimously.

Alice K. LEOPOLD, MAITREYEE BOSE, Maitreyee Bose, Reporter.

Appendix

RECOMMENDATIONS ADOPTED BY THE MEETING OF EXPERTS ON WOMEN'S EMPLOYMENT

Having considered certain problems concerning women workers and conscious of the important role the I.L.O. can play in helping to solve these problems and the kind of action its special tripartite structure enables it to take, the Meeting of Experts on Women's Employment makes the following recommendations:

I. Part-Time Employment

The Meeting of Experts recognises the importance of developing programmes of full employment and of equality of opportunities for full-time employment for all workers, men and women;

1 See below, p. 80.
2 See below, pp. 80-82.
3 See below, p. 82.
Nevertheless, considering that, either in the interest of women workers themselves, or because of the needs of the national economy in times of manpower shortage, part-time work may be necessary;

Considering also that the problems relating to part-time employment are not the same in the different countries at present, and recognising that measures now necessary in the industrially developed countries may become equally applicable to the industrially less developed countries when the situation of their labour markets calls for such organisation of part-time employment:

Recommends the following:

1. Part-time women workers, i.e. women carrying out work regularly for part of a day or part of a week which is substantially less than the normal hours of work and which is voluntary on the part of the worker and the employer, should be considered as having a status similar to that enjoyed by women workers in full-time employment and by their working contemporaries, be they men or women.

2. When there is a demand for part-time work, vocational guidance and employment services in collaboration with workers’ and employers’ organisations, as well as the government in respect of public undertakings and the civil service, should investigate the possibilities for part-time employment and make the results available to the persons looking for such employment.

3. Such investigation should direct the attention of both employers and job seekers primarily towards the manifold non-industrial occupations which by their nature allow of the employment of part-time workers, such as in the retail trade and service industries (hotels, restaurants, etc.), domestic work, certain professions (teaching, nursing, etc.), work in the community welfare services, etc.

4. Part-time employment, though less frequently found in industrial production work, may be sought by women in such work and may become indispensable in times of full employment and shortage of manpower because of the needs of the national economy. In these cases organisation of part-time schedules should be emphasised.

5. In no case should inferior wage rates and other inferior conditions of employment apply to part-time workers; they should be entitled to equality with full-time workers with regard to the length of holidays with pay, sick leave, maternity leave, etc. To this end, employers, in the same way as in full-time employment, should also receive social security benefits subject to the national provisions concerning such benefits.

6. Whenever possible the conditions under which part-time employment operates should be fixed in consultation with trade unions and works councils and/or by collective agreements.

7. In order to increase suitable job opportunities for part-time women workers, the possibilities should be investigated of providing adequate vocational training and retraining, especially for those women who enter the labour market at a later age for the first time or after a prolonged interruption of gainful employment.

8. Provisions for social services already recommended for full-time women workers such as day care services for the children of working mothers, school meals, canteens, home-aid services, etc., should be made available to the fullest possible extent to part-time workers and, if necessary, be adapted to their work schedules. The financing of such services should, whenever possible, be in accordance with the recommendations of the I.L.O. on this matter.

9. The Meeting of Experts wishes to draw the attention of the Governing Body to the following proposals which request action by the Governing Body:

(a) that the Office be instructed to carry on further study of the problems of part-time employment of women;

(b) that the question of part-time employment be included in the near future in the agenda of the International Labour Conference or of Regional Conferences, with special reference to older women workers;

(c) more emphasis should be placed on science and mathematics in the education of girls and to this end curricula for girls should be encouraged and studies on the various aspects of the employment of older women workers should be carried out in the different countries.

Recommends the following:

1. Investigations and studies on the various aspects of the employment of older workers, and of older women in particular should be carried out in the different countries.

(a) The effects of ageing on efficiency, adaptability, trainability, accident proneness, absenteeism and sickness rates should be objectively studied and results of such studies be widely publicised and reach employers, the appropriate authorities and the general public.

(b) Studies of pensions schemes should be undertaken with a view to minimising the difficulties of older people as regards their employment.

2. All workers who can give effective service should be given the opportunity, without regard to age, to continue a work if they so wish. Where workers are liable to be dismissed on account of age special attention should be given to measures to ensure that as far as possible such adjustments of job, transfer to a less exacting job, etc., are in consultation with the persons concerned.

3. Special attention to the problems of older women workers should be given within the framework of the employment service viz.:

(a) Placement. Older women workers should have an equal opportunity with other workers for consideration for any vacancy for which they are suitable. Separate placement services should be avoided in order to prevent the segregation of older women workers into a special category, and the provision of expert advice as to suitability and availability of jobs should be made.

(b) Vocational guidance and counselling. The fullest possible development should be given to counselling services, with specially trained staff to provide intensified and individual counselling to older women seeking employment.

(c) Vocational training and retraining. Older women seeking employment for the first time or after a long absence from the labour market are handicapped by blunted skills or lack of experience. Increased opportunities for training or retraining should be made available to these workers. Age limits for admission to training and retraining facilities should be made flexible. Surveys of the education and training facilities open to older women should be undertaken. Insufficient or inadequate vocational training for girls and the entering of overcrowded professions aggravate the employment problems of women workers in later life. Systematic vocational guidance and training for girls at the beginning of their working life should be increased.

4. It would be desirable for governments to give consideration to the removal of age barriers of recruitment for civil and local government servants.

5. The Meeting of Experts wishes to draw the attention of the Governing Body to the following proposals which request action by the Governing Body:

(a) that the Office be instructed to carry on further study of the employment problems of older women workers;

(b) that the question of the employment of older workers be considered for inclusion in the near future in the agenda of the International Labour Conference or of Regional Conferences, with special reference to older women workers.

(c) that the question of the provision of free and equal facilities for boys and girls be considered in accordance with the request contained in the resolution concerning part-time employment of women and the employment of older women adopted by the International Labour Conference at its 38th Session.

III. Vocational Guidance and Training

The Meeting of Experts attaches great importance to the subjects of general education and vocational guidance and to the removal from the mind of all those who work, to the individual men and women concerned but also of the importance to the economic development of the country.

1. General Education.

The Meeting recognises that an adequate education is the foundation on which vocational guidance and training must rest.

It considers that—

(a) at the primary school level expenditure on education should be allotted equally to the education of girls and boys and equal education for children of both sexes should be provided;

(b) pending provision of free and equal facilities for boys and girls to continue their studies at the secondary level, the secondary education of girls should be encouraged and not undermined by the awareness of the long term disadvantages of girls;

(c) that more emphasis should be placed on science and mathematics in the education of girls and to this end curricula

II. Employment of Older Women Workers

The Meeting of Experts.

Recognising the fact that the ageing population of many industrialised countries, coupled with increased life-expectancy, will result in greater numbers of older women seeking employment in the future, in the light of the fact that in certain countries problems concerning the employment of older workers exist, and

Considering the special difficulties encountered by older women in obtaining or retaining employment;
should be revised, where necessary, to ensure that courses for boys and girls are of equal duration and value;

girls as well as boys should have the benefit of programmes designed to facilitate the transition from school to economic activity outside their homes since training in home-making, however useful, may not provide a sufficient preparation for employment;

education should be facilitated where necessary by appropriate means including provision of scholarships and grants;

aptitudes for different types of study should be carefully examined at appropriate stages in their education so that suitable candidates may prepare themselves for admission to faculties of science and institutes of technology.

2. Education in Home Economics.

The Meeting of Experts attributes great importance to home economics but calls attention to the need to distinguish clearly between three types of instruction in this subject corresponding to different needs, as follows:

(a) that all young citizens should be taught to run their own future homes in an efficient manner;
(b) the need of young persons seeking a livelihood from domestic work for adequate vocational training leading, if possible, to the award of a recognised certificate;
(c) the need of persons embarking on professional studies in fields such as social work, nursing, nutrition, etc., for a sound basis of domestic knowledge.

3. Training in Handicrafts.

(a) The Meeting of Experts notes that in industrialised countries hand-made products tend to be regarded as luxury goods, the market for which is limited. It recommends as follows:

(i) that the demand for needlework and embroidery being slight, the number of girls being trained for these trades should be reduced accordingly; and

(ii) that more attention should be given to training in those manual skills which have a place in modern industry.

(b) The Meeting notes the special role of handicrafts in countries of low industrialisation in increasing the self-sufficiency and raising the living standards of low income groups, and in providing supplementary income for the underemployed through the selling of traditional craft goods for the luxury trade. It recommends, however, in these countries the institution or improvement of training so as to provide for the following:

(i) a broad training programme including not only subsistence and luxury handwork but also certain industrial or quasi-industrial processes at present largely based on the handwork of women;

(ii) the observance of standards of quality;

(iii) initiation of women into such mechanised processes as may be suitably adopted to increase productivity;

(iv) adequate instruction for women engaged in handicrafts in which they have participated for the longest period of time.

4. Training for Production Work.

The Meeting of Experts notes the relative rarity in many countries of women’s employment in career posts in production, and the consequent vulnerability to unemployment and under-employment of the majority of women production workers. It recommends the following:

(a) that attention should be given to the admission of women to training not only for production work but also for maintenance and repair work and for supervisory work in industry;

(b) that programmes should be modified where necessary to provide for extended broad-based training, calculated to provide maximum vocational and practical employment opportunities for younger workers;

(c) that surveys should be undertaken at the national level of the complete range of facilities open to girls for vocational training for industry;

(d) these surveys should include detailed studies of the training opportunities and employment prospects available by occupation, covering preparation for—

(i) skilled work and the supervisory grades;

(ii) semi-skilled work and upgrading;

(iii) retraining in accordance with alterations in the economic structure.

5. Training of Technical and Technological Staff.

The Meeting of Experts, noting the present restricted access of girls and women to technical training in many countries, which contrasts with the known manpower shortages in this field consequent upon rapid technological development, calls for an immediate expansion of training opportunities in the technical field and the admission of girls and women to such training at all levels.

6. Training for Business and Administration.

The Meeting of Experts, bearing in mind that in many countries office work is overcrowded and that automation is likely to lead to a reduction in the number of jobs available, recommends the following:

(a) that the demand for needlework and embroidery being slight, the number of girls being trained for these trades should be reduced accordingly; and

(b) that care be taken to ensure that information on occupations and employment opportunities used in vocational guidance is as comprehensive, reliable and objective as possible; that vocational guidance counsellors be fully trained in its use and presentation, and be given sufficient time for their work so that they are not forced to prejudge the type of occupation or job on which girls and women will require information.

(c) that vocational guidance counsellors should, in so far as possible, receive training and obtain experience in counselling members of both sexes; where there is any specialisation by sex there should be close co-operation and team-work between counsellors dealing with male and female clients; and
We note that in their recommendations the experts have
stated the principle that part-time women workers should be
considered as having equal status with full-time workers, and
that in no case should they suffer inferior wage rates or other
conditions of employment.

We would like to make just a few remarks on their report.

We recommend that conditions of employment should be
fixed, wherever possible, in consultation with the trade
unions and works councils and/or by collective agreement.

If this is to be made effective we would emphasise a point
raised in fact in the experts' discussions, namely the need for
women workers to join their trade unions. This, and the responsi-
bility of the trade unions to pay particular attention to the
problems of women workers, indeed formed one of the main
points of discussion and decision at the World Conference of
Women Workers convened by the W.F.T.U. last year.

Further, in this connection, it is also necessary in our opinion
to stress the key importance of achieving the practical general
application of the principle of equal pay for women workers
for equal work.

Another important measure in the interest of part-time
women workers, as of women workers in general, is the estab-
lishment, by collective agreement or by law, of guaranteed
minimum wages, equal for both men and women.

The experts have recommended further studies as concerns
old-age pensions in relation to the employment of older women
workers. In our opinion the fundamental step in this field is
to secure adequate pensions for all women workers and at a
suitably lower age than for men. These pensions should be
paid in full once the pensionable age is reached, irrespective
of whether the worker chooses to continue working or not.

In general the W.F.T.U. wishes to stress the very great import-
ance of the problems of women's work. This is very far from
being a marginal, relatively minor question. On the contrary,
women make up a very large and steadily increasing percentage
of the industrial, clerical and commercial working force. If a
modern industrial economy is impossible without the large
participation of women workers, these workers have the need
for and the right to the same conditions of work as for men.

Yet in spite of this, in the majority of countries this large
section of the working people is subjected to a very marked
discrimination as concerns pay, access to employment, etc.
These, and the other problems of women's employment, urgently
require solution.

We therefore permit ourselves to urge the Governing Body
to most strongly accept the recommendation of the experts for
the setting up of a Permanent Tripartite Committee on Women's
Work to study these problems within the I.L.O. framework,
and we would further suggest that this committee be given a
very broad representative character so as to be able to deal
adequately with its tasks.

Jan Kabourek,
W.F.T.U. Delegation.
Seventh Item on the Agenda: Report of the Ad Hoc Meeting on Civil Aviation

1. As a result of decisions taken by the Governing Body at its 127th, 130th and 131st Sessions (Rome, November 1954 and Geneva, November 1955 and March 1956) an Ad Hoc Meeting on Civil Aviation was held in Geneva from 26 November to 5 December 1956. The agenda of the meeting as determined by the Governing Body was as follows:

I. Review of conditions of employment in civil aviation.
II. Hours of work of flight personnel.
III. Income security of flight personnel after retirement or grounding.

2. In accordance with the Governing Body's decisions the Meeting was bipartite in character, and consisted of ten persons nominated by the Employers' group of the Governing Body and ten persons nominated by the Workers' group, representing employers' and workers' organisations engaged in civil aviation; these members were appointed by the Governing Body and were accompanied by advisers. The Meeting was attended by a tripartite delegation of the Governing Body consisting of Mr. S. T. Merani (India), representing the Employers' group, Mr. C. Kuntschen, representing the Employers' group, and Mr. S. de Azevedo Pequeno, representing the Workers' group. Mr. Merani also acted as Chairman of the Meeting. Representatives of the International Civil Aviation Organisation and the World Health Organisation were also present and a number of non-governmental organisations were represented by observers.

3. A review of the work of the Meeting appears in the note on its proceedings, the text of which is reproduced below.

4. During the proceedings three draft resolutions and one draft memorandum were submitted to the Meeting as follows:

(a) Draft resolution concerning subsequent action by the International Labour Organisation regarding problems of concern to the various categories of personnel in civil aviation, submitted by the Workers' group. This draft resolution invited the Governing Body to continue its work in respect of the social aspects of the problems of the industry, and made certain suggestions in regard thereto. It included a list of subjects that the Workers' group considered suitable for further consideration.

(b) Draft resolution on hours of duty of flight personnel, submitted by the Workers' group. This text set out in detail the proposals of the Workers' group in regard to the second item on the agenda of the Meeting.

(c) Draft memorandum concerning income security of flight personnel after retirement or grounding, submitted by the Workers' group. This text set out in detail the proposals of the Workers' group in regard to the third item on the agenda.

(d) Draft resolution concerning action by the International Labour Organisation regarding conditions of employment in civil aviation, hours of work of flight personnel and income security of flight personnel after retirement or grounding, submitted by the Employers' group. This draft resolution recommended to the Governing Body that there was no need for further action by the International Labour Organisation in the civil aviation industry; the statements made by the spokesmen for the Employers' group expressing the point of view of the group follow the text of the resolution.

5. It will be seen from the note on the proceedings that the Workers' group submitted detailed proposals on the technical items on the agenda and suggestions for future action, and that these were explained to the Meeting. The Workers' representatives stressed the international character of the industry and urged that any danger of competition between air transport undertakings being pursued to the detriment of civil aviation personnel should be eliminated by agreement between the operating companies.

6. On the other hand the Employers' group, stressing the high level already reached in regard to the salaries, conditions of employment, pensions, etc., of flight personnel, and considering that in respect of this category of personnel conditions of employment had been and were capable of being dealt with through existing efficient consultative machinery, or the laws and regulations of the respective countries, expressed the view that any standardisation of flight duty hours was inappropriate and impracticable. In regard to income security it seemed to the Employers' group not to be necessary, desirable or even possible to try to arrive at an international solution to this problem, either now or in the future. It would in their view be better to allow employers and employees themselves to assess, in accordance with special conditions in each country and in each air line, whether any particular arrangement is necessary and, if so, its nature.

7. Apart from making the general statements annexed to the draft resolution submitted by the Employers' group, the Employers' representatives refrained from commenting in detail on any of the proposals submitted by the Workers' group or on the explanations given by spokesmen for that group regarding these proposals.

8. A vote was taken on each of the draft resolutions and on the draft memorandum. The result was that on each occasion there were II votes for and II votes against (ten representatives and a member of the Governing Body delegation). There being an equal number of votes cast for and against, the draft resolutions and memorandum were not adopted. As a result, no conclusions were approved by the Meeting.

9. As regards future action, it will be observed from the note on the proceedings that two completely opposite views were expressed by the Employers' and Workers' groups respectively.

10. The Workers' group expressed the desire that the Governing Body should (a) continue its work in this field and provide the Office with all the necessary resources in that respect; (b) consider the possibility of regularly convening tripartite committees on civil aviation, so that the matters which are the subject of concern might be studied with a view to arriving at conclusions conducive to a solution of these problems; and (c) consider very urgently the possibility of submitting to a committee of experts the specific problem of crew complement.

1 See pp. 84-93.
2 These texts are reproduced below in Appendices I to IV, pp. 88-93.
11. The Employers' group, on the other hand, recommended to the Governing Body that there was no need for further action by the International Labour Organisation in the civil aviation industry.

12. It will be recalled that civil aviation was included within the scope of the Inland Transport Committee and that the calling of the Ad Hoc Meeting was largely the result of the adoption by the Inland Transport Committee at its Fourth Session (Nervi, Genoa, 1951) of a memorandum (No. 40) to the Governing Body of the International Labour Office on conditions of employment in civil aviation. The Inland Transport Committee will, of course, be interested in the outcome of the proposals it has made and it might therefore be appropriate to transmit the note on the proceedings of the Ad Hoc Meeting on Civil Aviation to the Sixth Session of the Inland Transport Committee, as part of the report on the effect given to the conclusions adopted at the previous sessions of the Committee.

13. The Governing Body is invited to authorise the Director-General to transmit the note on the proceedings of the Ad Hoc Meeting on Civil Aviation to the Sixth Session of the Inland Transport Committee for such observations as the latter may wish to make.

14. Further, the Governing Body may wish to consider whether the proposals made and the positions taken by the Employers' and Workers' members of the Meeting will be of interest to the civil aviation industry of the various countries on behalf of which the Meeting was acting. It is also for the Governing Body to decide whether the proceedings of the Meeting are likely to be of interest to governments which, in most countries, are closely concerned with the civil aviation industry. It will be recalled that at the 127th Session of the Governing Body (Rome, November 1954) a number of Government members expressed their desire to be associated with the Meeting and considered that it should be tripartite in character.

15. The Governing Body is invited to consider whether the Director-General should be authorised to transmit the note on the proceedings of the Ad Hoc Meeting on Civil Aviation to governments, inviting them to communicate this document to the employers' and workers' organisations concerned.

ANNEX

Note on the Proceedings of the Ad Hoc Meeting on Civil Aviation

INTRODUCTION

The Ad Hoc Meeting on Civil Aviation of the International Labour Organisation was held in Geneva from 26 November to 5 December 1956. In accordance with a decision taken by the Governing Body at its 127th Session (Rome, November 1954), the agenda of the Ad Hoc Meeting was as follows:

I. Review of conditions of employment in civil aviation.

II. Hours of work of flight personnel.

III. Income security of flight personnel after retirement or grounding.

The International Labour Office had prepared a report on each of the above items.

The Chairman of the Meeting was Mr. S. T. Merani (India), Labour Attaché, Consulate-General of India in Geneva, and Government member of the Governing Body. The Meeting elected two Vice-Chairmen: Mr. E. van Vollenhoven (Netherlands), Employers' representative; and Mr. C. Sayen (United States), Workers' representative.

In accordance with a decision taken by the Governing Body at its 127th Session the Meeting consisted of ten persons nominated by the Employers' group of the Governing Body and ten persons nominated by the Workers' group, representing employers' and workers' organisations engaged in civil aviation; these members were appointed by the Governing Body. These 20 persons were drawn from 12 different countries and were accompanied by 23 advisers—eight in the Employers' group and 15 in the Workers' group.

The Governing Body of the International Labour Office was represented as follows:

- Government group: Mr. S. T. Merani (India).
- Employers' group: Mr. C. Kuntschin (Swiss).
- Workers' group: Mr. S. de Azevedo Pequeno (Brazilian).

The International Civil Aviation Organisation was represented by Mr. J. A. Newton, Chief of the Flight Branch, and the World Health Organisation by Dr. A. L. Bravo, Chief of the Social and Occupational Health Section.

The following non-governmental organisations were represented by observers: International Organisation of Employers; World Federation of Trade Unions; International Federation of Christian Trade Unions; International Air Transport Association; International Transportworkers' Federation; International Transport Committee of the International Federation of Christian Trade Unions; International Federation of Air Line Pilots' Associations.

The two groups elected their Officers as follows:

**Employers' group:**
- Chairman: Mr. Chapa (Mexican).
- Vice-Chairmen: Mr. Fayet (French).
- Mr. Ristow (United Kingdom).
- Secretaries: Mr. Emery, Mr. Lagasse (International Organisation of Employers).

**Workers' group:**
- Chairman: Mr. Tennant (United Kingdom).
- Secretary: Mr. Becu (Belgian).
- Assistant Secretary: Mr. Godfrey (International Transportworkers' Federation).

**Procedure**

The Meeting set up a Steering Committee. No agreement was reached in the Steering Committee on the setting up of committees to discuss the separate items of the agenda; all the proceedings of the Meeting were therefore conducted in plenary sitting.

The Ad Hoc Meeting held 15 plenary sittings.

**Standing Orders**

The Office had prepared draft Standing Orders based on those in use by other I.L.O. meetings and adapted to the bipartite character of the Ad Hoc Meeting. The Workers' group indicated that the draft was acceptable to them. The Employers' group explained that the draft was unacceptable to them mainly because it assumed that committees would be set up to consider the two technical items on the agenda. The Workers' representatives advocated the setting up of committees, which they said would expedite the work of the Meeting, but this was opposed by the Employers' representatives who stated that they wished to participate in all the discussions, which they thought would not be possible if the two technical items were under consideration at the same time. No agreement was reached on this point. The draft Standing Orders were amended to provide that (a) the setting up of committees should be optional on the recommendation of the Standing Committee and not mandatory in the Standing Orders; (b) a delegate could appoint any adviser in the group as his substitute and not only the adviser accompanying him; and (c) the number of languages into which the proceedings would be interpreted should be extended to include Spanish and German.

With these amendments, the Standing Orders were adopted by the Meeting at its second plenary sitting.
Civil Liability of Flight Personnel.

The extent of the legal liability of flight personnel in respect of possible claims by passengers, by persons on the ground and by other members of the flight crew was not yet established. A text recently put forward with a view to amending the Warsaw Convention limits the liability of the crew to that of the carrier in certain cases; it was not yet in force. In any case, it did not go far enough to afford flight personnel the protection they deemed necessary.

Conditions of Flight Personnel Serving Outside Their Countries of Origin.

Among the problems arising for flight personnel stationed outside their own countries, attention was drawn to their position in respect of sickness and accident insurance, the provision of medical attention when needed, housing, the education of their children, and the circumstances in which the cost of their transport to a foreign station and of their repatriation might have to be borne by the crew member concerned.

Authority and Prerogative of Crew Members.

Attention was drawn by the Workers' representatives to the fact that no international convention determines the legal status of the aircraft commander; a draft convention on the subject was under consideration by the Legal Committee of the International Civil Aviation Organisation, but it was suggested that the International Labour Office might usefully tender advice on the problems raised.

Occupational Diseases.

The Workers' representatives also suggested that the problems of physical and mental health of flight personnel be studied by the International Labour Office; in particular some of the effects of working in pressurised cabins were not yet sufficiently understood.

Procedure in Case of Dismissal.

One of the Workers' representatives pointed out that a crew member dismissed by one operator stood little chance of securing employment with another and was not usually well fitted for other kinds of work. It would therefore be desirable, he thought, to provide internationally that the dismissal of employees should only take place after a proper inquiry, during which the employee should have full rights of defence.

Transferability of Flight Personnel.

The same Workers' representative drew attention to the desirability from the point of view of the employees of reducing the obstacles to a crew member transferring from the service of one operator to that of another.

Ground Staff.

The Workers' representatives also urged that the problems of the ground staff be taken into account. In the first place they emphasised that the question of the organisation of ground staff into trade unions was one for the workers concerned, without interference by the employers. Procedures should be established for the settlement of grievances for the numerous categories of personnel concerned. The problem of establishing a minimum complement for ground staff was also important in the smaller airports and it had a bearing on the safety of air operations. The general conditions of work of ground staff were referred to: methods of remuneration, methods of work, vocational training, hours of work, special ranks or work at night and on public holidays, rest periods and pensions, including the transfer of acquired pension rights. Another question brought up was that of protection of the workers in case of merger of air companies or cessation of business by a company, and the measures to be taken by way of transfer or remaining in cases of redundancy arising out of automation. Ground staff stationed outside their own country also had to face problems, such as housing...
and the education of their children, which were in many respects similar to flight personnel stationed abroad, to which references had already been made.

**Employers' Views**

Two Employers' representatives spoke on this item of the agenda. The considered views of the Employers' group were included verbatim and follow the text of the draft resolution submitted by the Employers' group.1

**Conclusion**

The Workers' group submitted a draft resolution concerning subsequent action by the International Labour Organisation regarding problems of concern to the various categories of personnel in civil aviation.2

The voting on this draft resolution was 11 votes for and 11 against; there being an equal number of votes cast for and against, the draft resolution was not adopted.

**HOURS OF WORK OF FLIGHT PERSONNEL**

**Workers' Views**

The Workers' representatives emphasised the importance they attached to the establishment of international standards for the limitation of flight time, flight duty time and total hours of duty of flight personnel and the establishment of minimum rest periods which are included verbatim and follows the text of the draft resolution submitted by the Employers' group.3

**Conclusion**

The Workers' representatives then submitted for the consideration of the Meeting a draft resolution on hours of duty of flight personnel, which reflected their carefully considered views on the subject.4

Nine of the Workers' spokesman explained the 37 points set out in the draft resolution subject by subject, with illustrations of the problems which had arisen in actual practice.

**Employers' Views**

The Employers' group made two contributions to the discussion of this item of the agenda. The first speaker suggested that there were many other groups of workers in the world more in need of the assistance of the I.L.O. than the workers in civil aviation. In regard to hours of work of flight personnel, he said that there was no doubt that it was desirable to establish standards on hours of work and/or flight time of flight personnel, but he claimed that this had already been done by the operators or by the governments concerned. As there was no evidence of non-compliance with the standards laid down by the Employers' group was strongly convinced that it was neither necessary nor desirable to seek to establish a uniform standard as proposed by the Workers' group through a meeting such as the present one.

The other spokesman from the Employers' group read a prepared statement which was subsequently reproduced verbatim and follows the text of the draft resolution submitted by the Employers' group.5

**Conclusion**

The voting on the draft resolution submitted by the Employers' group on hours of duty of flight personnel was 11 votes for and 11 against; there being an equal number of votes cast for and against, the draft resolution was not adopted.

**INCOME SECURITY OF FLIGHT PERSONNEL AFTER RETIREMENT OR GROUNDING**

**Workers' Views**

The Workers' representatives pointed out that the problem of income security for flight personnel after retirement or grounding was a serious one for them, particularly as they were exposed to the risk of having to give up flying duties when relatively young if they were unable to meet the high medical standards required. It was therefore desirable, in their view, that any system of income security should take into account the following principles:

(a) flight personnel should be assured cash benefits after retirement from flying duties at the normal age of retirement or after grounding, which would ensure them a standard of living corresponding to the one they had enjoyed when they were in flight service;

(b) such benefits should be provided at an age lower than that prescribed for benefits under general social security schemes;

(c) in the case of the death of a member of the flight personnel his survivors should be entitled to benefits;

(d) consideration should be given to the re-employment of grounded flight personnel;

(e) the age limit for flight service for hostesses should be abolished and measures should be taken to provide training facilities for them and to re-employ them in ground employment;

(f) the funds for supplementary or special income security schemes should be constituted by employer and employee contributions.

The Workers' representatives submitted for the consideration of the Meeting a draft memorandum concerning income security for flight personnel after retirement or grounding, setting forth their views on the subject.6

Seven Workers' representatives or advisers then explained and amplified the 27 points set out in the draft memorandum, paragraph by paragraph.

**Employers' Views**

The Employers' group indicated that they considered that this item of the agenda was unsuited to international regulation and that it was a subject which should be left for discussion and decision within the respective countries. The draft memorandum submitted by the Workers' group was a statement of their wishes which went beyond the objectives desired by the Employers. This was the meaning which should be given to the vote which would be cast by the Employers' group and it was not to be interpreted as indicating that the Employers' group was necessarily opposed to the content of each individual paragraph of the draft memorandum.

The reply of the Employers' group to the points made in the draft memorandum submitted by the Workers' group and to the explanations on the memorandum given by the speakers from the Workers' group was contained in a prepared statement which was included verbatim and follows the text of the draft resolution submitted by the Employers' group.7

**Conclusion**

The voting on the draft memorandum concerning income security for flight personnel after retirement or grounding, submitted by the Workers' group, was 11 votes for and 11 against; there being an equal number of votes cast for and against, the draft memorandum was not adopted.

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1 See below, Appendix IV, p. 97.
2 See below, Appendix I, pp. 88-89.
3 See below, Appendix II, pp. 89-90.
4 See above, Appendix III, p. 91.
5 See below, Appendix IV, p. 97.
6 See below, Appendix IV, p. 91.
DRAFT RESOLUTION SUBMITTED BY THE EMPLOYERS' GROUP

Employers' Views

The Employers' group submitted a draft resolution concerning action by the International Labour Organisation regarding employers' meetings in the civil aviation industry. The text of the draft resolution is reproduced as Appendix IV below; it is followed by the text of the general statements made on behalf of the Employers' group.

The Employers' spokesman stated that the draft resolution was self-explanatory and needed no further comment from him.

Workers' Views

Before the draft resolution was put to the vote a Workers' adviser made a general statement on behalf of the Workers.

He said that the fact that the draft resolution submitted by the Employers' group had been submitted without any comment from the Employers was in conformity with the attitude they had adopted throughout the whole Meeting. He added that the Employers had used here a form of obstruction on vital problems produced very little results. Notwithstanding this preference, the Workers had informed the Employers' group of the Governing Body that they would accept the idea of a tripartite meeting, trusting that the Employers would join them in an open and frank discussion. The Employers had been utterly deceived in their hopes and aspirations. He considered the attitude of the Employers to have been deplorable. There was no doubt that, though they had decided to attend this Meeting, they had come with the intention of obstructing the proceedings. In this they had been successful to the greatest possible extent.

This behaviour was in great contrast to the attitude of the Workers who had proved that they had a conciliatory spirit and had shown to the extreme their restraint and patience.

There had been a little hope at the beginning of the Meeting when the spokesman for the Employers had stated that the fact that they had not participated in the discussion on the first item of the agenda was not intended to be exhaustive studies of the situation in each country. The report on conditions of employment in civil aviation had in fact been used as material for discussion at the Meeting to a greater extent than was usual in the case of the General Reports submitted to Industrial Committees.

The Employers had used here a form of obstruction unparalleled in the history of the I.L.O. Never before had Workers' proposals been received in silence. Never had a body of Workers been so insulted and seen their carefully prepared proposals treated with such contempt. The silence with which the Employers had received the proposals of the Workers could, indeed, only be interpreted as an insult to the men and women who served the civil aviation industry.

The Employers had claimed that the conditions in the industry were on the whole good, a claim which the Workers did not deny, for they recognised that there were good employers also in the civil aviation industry. Why then had the Employers refused to give advice to the industry as a whole based on the practices of the good employers? Was it because they considered themselves above conforming to normal practices of decent behaviour in international gatherings of this kind?

It was not good enough within the framework of the International Labour Organisation to declare that in each country there was legislation, governmental decree or governmental approval laying down a standard which all operators within each country were obliged to observe, and also to contend that consultative and negotiating machinery was available within each country. This in no way altered the need for a uniform approach to the problem. The fact was that vast differences existed between one country and another regarding flight time, duty time and total duty hours. The main objective of the proposals submitted by the Workers' group, which were essentially reasonable, was to lay down broad principles and to arrive at a greater uniformity in working conditions, particularly regarding hours of work, and to remove the possibility of competition between air lines at the expense of the workers. He asked whether that was not the task of the I.L.O. and of a Meeting such as this. The speaker asked in what other industry would employees be found working 20 consecutive hours under terrific strain without a proper rest, as frequently occurred with flight crews.

The Employers' performance at this Meeting was viewed by the Workers not only as a challenge to the I.L.O. and to its high principles of peace through social justice but also as a challenge to the Employers themselves. The Workers were strongly organised internationally and they intended with all their might to see international social standards established, based on the principles of social justice, human rights and human dignity.

The speaker declared in conclusion that the responsibility for what had happened at this Meeting must rest squarely with the Employers.

Conclusion

Following this statement, the draft resolution was put to the vote. The result was 11 votes for and 11 against; there being an equal number of votes cast for and against, the draft resolution was not adopted.

Final Sitting

Reply of the Assistant Secretary-General

The Assistant Secretary-General replied to the discussion. He explained that the purpose of the reports prepared by the Office was to provide information and to stimulate debate on the agenda items; these reports were not intended to be exhaustive studies of the situation in each country. The report on conditions of employment in civil aviation had in fact been used as material for discussion at the Meeting to a greater extent than was usual in the case of the General Reports submitted to Industrial Committees.

He commented on the respective parts of the I.L.O., the International Civil Aviation Organisation and the International Air Transport Association should play in dealing with the social problems of the industry. He emphasised that the purpose of the I.L.O. was concerned, the question was not whether it had a part to play but what part it had to play in this field. It was clear from the Constitution of the I.L.O. and the Declaration of Philadelphia that the I.L.O. was responsible for action concerned with the conditions of employment of workers in any industry whatsoever.

In due course the Governing Body of the I.L.O., which controlled the programme of work and determined the priorities, would be considering the situation which had arisen at the Meeting. The Office would have been happier if the Meeting had adopted on every item of the agenda a substantial body of agreed conclusions for the guidance of governments and of organisations of employers and workers.

One positive result of the Meeting was the fact that those who participated now knew the Office better and had a clearer appreciation of its work. The Office...
Closing Speeches

The Chairman of the Employers' group thanked the Chairman of the Meeting on behalf of the group for the impartiality in which he had conducted the work of the Meeting.

The Workers' Vice-Chairman of the Meeting stated that the outcome of the Meeting was very disappointing to the Workers and that they had hoped for better results. However, the Workers' group appreciated the credit which the International Labour Organisation had gained in this particular field, including that of civil aviation. The Workers' group hoped that this would not be the last meeting of this kind to be held at the international level. The Workers' group desired to express its appreciation of the objective and impartial way in which the Chairman had conducted the Meeting.

The representative of the Employers' group of the Governing Body regretted a tendency to dramatise the developments which had taken place at the Meeting. In the opinion of the Employers it was better to take up a clear and distinct attitude rather than to effect a compromise which would hardly conceal fundamental differences or to reach an agreement based on misunderstanding. In the present case the report which the Office would prepare on the Meeting would be submitted to the Governing Body, which would take a decision on the basis of the facts and the arguments placed before it. That decision might be, that the participants at the Meeting could not have expected that the Governing Body would take its decision only after having carefully examined all the aspects of the question.

The representative of the Workers' group of the Governing Body said that in his experience as a member of the Workers' group of the Governing Body extending over more than eight years it had always been possible to arrive at concrete results in meetings held by the I.L.O. The International Labour Organisation had the duty of safeguarding the interests and the welfare of all workers at the international level. This was the first occasion when a meeting of a body of the I.L.O. had not given positive results. The Governing Body at its 127th Session (Rome, November 1954) had decided that the convening of the present Meeting was necessary, and fixed its agenda after a long discussion in which the representatives of the three groups took part. Some representatives of the Government group who took part in the discussion expressed the view that a tripartite meeting could achieve satisfactory results. However, the Employers' and Workers' groups agreed that the Meeting might be bipartite. In the circumstances the work of the present Meeting could only be considered as absolutely negative. In the light of what had happened the Employers' group was now convinced that a bipartite meeting could give satisfactory results only if all the participants showed a spirit of understanding and co-operation. The responsibility for the failure of this Meeting rested entirely with the Employers' group. The Workers' group would never again agree to participate in a tripartite meeting. In spite of the negative results achieved by this Meeting the Workers' group were convinced that their efforts to reach an agreement with the Employers had not been in vain and that this would result in the near future in the improvement of the conditions of work of the personnel in the civil aviation industry.

The Chairman of the Meeting thanked the participants for co-operating with him in conducting the business in an atmosphere in which there had been willingness to listen as also to speak generally without undue heat, in spite of the peculiar circumstances in which the Meeting was held. There could be no doubt that the attention given by all present to dwell on the extent of the discussions, the conclusions reached and the success of the Meeting, since his comments on these could more appropriately be made when the proceedings of the Meeting were submitted to the Governing Body. It had not been possible for the Meeting to secure agreement on the formation of any subcommittees or technical committees or working parties. All that had happened was that the Workers' group had been able to do some collective thinking on the problems and to submit certain guiding principles and specific suggestions in respect of the three items on the agenda. These proposals had been elaborated in the Meeting and voted upon without being carried. The Employers' group also had made certain specific statements from time to time on the different items on the agenda and had referred in these statements to some of the observations made by the Workers' representatives. The Employers had also presented a resolution which after a brief discussion had been voted upon without being carried. The attitude of the two groups was thus clear. It was for the Governing Body as well as for the two sides to judge whether this clarity was the result of a meeting of this type.

The Governing Body of the I.L.O. had decided that consideration of social problems in the civil aviation industry at an international level was necessary. The Workers' group had also urged at the Meeting that this was necessary, while the Employers had expressed the view that it was not necessary and that the matter could best be left to be dealt with at the national level. The Governing Body would, no doubt, take these views into consideration when deciding about the future line of action. There were Government delegates on the Governing Body who would be particularly interested in the consideration of the national and the international aspects of the question.

At one of the sittings the Secretary-General had dealt with the question whether the conclusions of the Meeting would be binding on the industry or on the countries concerned. He had made it clear that all that was intended at this stage was that the conclusions of the Meeting should be submitted to the Governing Body. It was necessary to draw attention to this fact as it had considerable bearing on what the Meeting had been doing and the manner in which the business of the Meeting had reached its point of termination. The Employers and Workers had participated in this Meeting, which was the first of its kind in the civil aviation industry. Even if agreed conclusions had not been reached and there were differences about the line of approach in the future, he hoped that the Meeting had shown to the two sides what might still be possible in a spirit of understanding and co-operation.

Appendix I

DRAFT RESOLUTION CONCERNING SUBSEQUENT ACTION BY THE INTERNATIONAL LABOUR ORGANISATION REGARDING PROBLEMS OF CONCERN TO THE VARIOUS CATEGORIES OF PERSONNEL IN CIVIL AVIATION, SUBMITTED BY THE WORKERS' GROUP

The Ad Hoc Meeting on Civil Aviation of the International Labour Organisation now concludes its sessions.

Having been Convened by the Governing Body of the International Labour Office, and

Having met at Geneva from 26 November to 2 December 1956.

Adopts this day of December 1956 the following resolution:

1. The Governing Body of the International Labour Office is invited to continue its work in respect of the social aspects of the problems in the air transport industry and to provide the Office with all necessary resources in that respect.

2. The Governing Body is invited to take into consideration in particular the following problems:
   (a) establishment of an international code of minimum conditions of employment;
   (b) crew complement;
   (c) adequate working and rest facilities in aircraft for all crew members;
   (d) responsibilities of crew members in respect of civil liability;
   (e) problem of personnel serving outside their countries of origin with particular reference to sickness and accident compensation;
   (f) authority and prerogatives of crew members; and
   (g) study of the occupational diseases.

3. The Governing Body is invited, taking into account the important interest which governments have in the civil aviation
industry and their responsibility in the implementation of social measures relating to civil aviation personnel, to consider the possibility of regularly convening tripartite committees composed of government employers' and workers' delegates, so that the matters which are the subject of concern may be studied with a view to arriving at conclusions conducive to a solution of these problems.

4. The Governing Body is invited to consider very urgently the possibility of submitting to a committee of experts the specific problem of crew complement.

Appendix II
DRAFT RESOLUTION ON HOURS OF DUTY OF FLIGHT PERSONNEL, SUBMITTED BY THE WORKERS' GROUP

The Ad Hoc Meeting on Civil Aviation of the International Labour Organisation,
Having been convened by the Governing Body of the International Labour Office, and
Having met at Geneva from 26 November to December 1956,
Adopts this day of December 1956 the following resolution:

Desirability of Limiting Hours of Duty and of Establishing Rest Periods

1. There should be limitations on the flight, flight duty time and the total hours of duty of flight personnel engaged in civil aviation.

2. Minimum rest periods should be laid down to be taken before a flight, during a flight when intermediate stops are necessary and on the conclusion of a flight or a series of flights.

3. Minimum uninterrupted periods free of all duty should be granted to flight personnel at their home base after a series of flights or a long tour of duty.

4. The limits of hours or minimum rest periods should be such—
   (a) as to ensure that fatigue does not endanger the flight;
   (b) as to ensure the total hours of duty of flight personnel, calculated as an average, are no greater than those current in the majority of other occupations in the country concerned; and
   (c) as to ensure that flight personnel may enjoy periods of leisure and social conditions as normal as the circumstances of their occupation permit.

5. It would be desirable to seek to achieve a greater uniformity in standards relating to hours of duty and rest periods of flight personnel with a view to preventing competition between air transport undertakings seeking to take advantage of a lowering of conditions of employment.

Methods of Regulation

6. Where limits of flight time and minimum rest periods are established primarily in the interests of safety, they should be applied through legislation or regulations having the force of law.

7. The employers' and workers' organisations concerned, or, where no such organisations exist, the employers and workers concerned, should be consulted in the preparation of such legislation.

8. In other cases the limitations should be applied as a result of collective agreements, arbitration awards or national laws and regulations according to the practices customary in respect of any particular matter in the country concerned.

Scope

9. The standards suggested in this resolution should apply to all crew members whose normal duties include assignment aboard aircraft for the purpose of flight, such as pilots, flight engineers, flight navigators, flight radio officers and cabin personnel.

10. The standards suggested in this resolution should apply to international and domestic operations, to scheduled services and non-scheduled air transport for remuneration or hire, and to other aerial activities carried out for reward.

Definitions

Flight Time.

11. Flight time is the total time from the moment when an aircraft first moves under its own power for the purpose of taking off until the moment it comes to rest at the end of the flight. Flight time is synonymous with the term "block to block" time, "chok to chok" time, or "mooring point to mooring point" time.

Hours of Duty.

12. (a) Flight duty time is the time necessary to prepare, execute and terminate administratively a flight or series of flights. Flight duty time should be considered as continuous unless broken by a period adequate to provide at least eight hours' rest.

   (b) Total hours of duty are the time during which a crew member is at the disposal of the operator or is performing any other function associated with his employment, including those involving the performance of a flight.

Rest Periods.

13. A rest period means a period during which the crew member is relieved of all duties associated with the employer. Time spent in the air travelling as a passenger to and from a duty assignment is not considered as part of the rest period.

Forms of Limitation

14. Limitations in respect of flight time, flight duty time and total hours of duty should be established on the basis of a consecutive flight duty time, a tour of duty, a month, a quarter, or a year, as appropriate.

Factors To Be Taken into Account in Planning Duty Rosters

15. So far as practicable duty rosters should be planned in consultation with the representatives of the flight personnel concerned.

16. In planning duty rosters it is desirable to take factors such as the following into account:

   (a) the probability of operational delays, the duty roster being therefore planned in such a manner that, if these delays are not out of the ordinary, it should be possible to comply with the provisions relating to flight time and flight duty time and rest periods without excessive disturbance to scheduled flights and undue inconvenience to passengers;
   (b) the extent to which the route traverses regions in which difficult flying conditions are likely to be encountered;
   (c) the proportion of night flying involved;
   (d) the extent to which the accommodation at lay-overs is such as to permit crews to secure real rest; and
   (e) the number of landings and take-offs.

Flight Time and Associated Rest Periods

17. (a) A member of a crew, as required for a particular flight operation, who is not relieved during flight, should not be scheduled for flight time in excess of eight hours during any consecutive 24 hours without a rest period on the ground after such eight hours or any part thereof.

   (b) If such a crew member is scheduled for flight time in excess of eight continuous hours, the route traversing any consecutive 24 hours should be given an intervening rest period on the ground at or before the termination of eight scheduled hours of flight time.

   (c) Any rest period should equal at least twice the number of hours flown since the last preceding rest period and in no case should such rest period be less than eight hours.

18. The flight time of a crew member should not exceed 100 hours in any calendar month.

19. The flight time of a crew member should not exceed 255 hours in any calendar quarter.

20. The flight time of a crew member should not exceed 900 hours in any calendar year.

21. In the event that a flight or series of flights is scheduled in excess of eight continuous hours of flight time, sufficient qualified crew members should be assigned for each crew position so that no crew member should exceed eight hours at his station during the flight time. Any crew member assigned as part of the required crew should serve only in the capacity to which he is assigned for the particular flight.

Flight Duty Time

22. A crew member who is not relieved during flight should not be scheduled to exceed 11 hours of consecutive flight duty time in any 24-hour period.

23. The flight duty time of a crew member should not be scheduled to exceed 24 hours.
Total Duty Time

24. The total duty time of a crew member should not exceed 200 hours in any calendar month.

Rest Periods

25. A rest period should be such as to provide a crew member with at least eight hours' rest.

26. A rest period should be granted prior to undertaking a period of duty included in which is a period of flight duty.

27. A rest period on the ground of at least eight hours, or equal to twice the number of hours flown, should be granted at or before the termination of the eighth scheduled hours of flight time to a crew member who is not relieved during flight and who is scheduled for flight time in excess of eight hours during any 24 consecutive hours.

28. A rest period normally comprising 24 consecutive hours, but not less than 16 consecutive hours, should be granted to a crew member who is scheduled for flight time in excess of eight hours during one flight duty period.

29. A rest period equal to twice the number of hours flown since the last rest period at home base should be granted to a crew member at the home base on return from a long tour of duty.

30. Four separate rest periods of at least 48 consecutive hours each should be granted to a crew member at home base during any month. These periods may be aggregated to the extent rendered necessary by long tours of duty.

Rest Facilities on the Aircraft

31. Adequate seating accommodation should be provided for relief members of the crew. Where the flight time exceeds 12 hours adequate and comfortable facilities for horizontal rest should be provided.

Extensions of Hours of Duty

32. Hours of duty and flight time of flight personnel may be extended in the case of search and rescue activities arising out of an accident, and for the purposes of providing relief in cases of distress.

33. When, as a result of any authorized exceptions, a crew member has exceeded the prescribed limits of flight time or of flight duty time for a month or a quarter, the crew member should not be authorised to undertake revenue flights until that crew member is again within the prescribed limits referred to in this paragraph.

Prohibition on Undertaking Duties in Excess of the Limits Permitted

34. Flight personnel should not undertake duties for more than one employer which, in the aggregate, would result in the limitation of hours of duty specified in this resolution being exceeded, and/or in a diminution of the specified rest periods.

Safeguarding Clause

35. None of the provisions embodied in this resolution should be used to seek the amendment or review of any law, regulation, custom or agreement between employers and workers concerned which ensures more favourable conditions to the workers.

Enforcement

36. The duty of enforcing any laws or regulations made by governments to implement the provisions of this resolution shall rest upon the government of the State in which the employer is registered.

37. Any procedure for enforcement should provide for the following:

(a) Scheduled flights. Flight schedules should be filed with the State of registry in advance of the date they come into operation and it should be required that the operator filing the schedules certifies that none of the scheduled services, or any part of them, will require flight personnel to exceed the maximum permitted hours of duty and that they are so compiled as to enable the defined periods of rest to be taken.

(b) Non-scheduled flights. For non-scheduled flights, where it would be impracticable for flight schedules to be filed in advance, it should be required that the captain of the aircraft should incorporate in the detailed flight plan to be filed before departure particulars of the hours of duty and rest periods of the flight personnel, together with a certificate that the flight crew would not be required to exceed the permitted periods of duty and that they would be afforded the required rest periods.

(c) Penalties. The penalties to be imposed for non-compliance with any laws or regulations should be fixed by governments at a scale sufficiently high to act as a real deterrent in cases of wilful and/or repeated violations.

(d) Inspection. Governments should institute a system of supervision to ensure that laws and regulations are being observed.

Appendix III

DRAFT MEMORANDUM CONCERNING INCOME SECURITY FOR FLIGHT PERSONNEL AFTER RETIREMENT OR GROUNDING, SUBMITTED BY THE WORKERS' GROUP

1. The standards included in this memorandum are submitted for the guidance of government authorities and of the employers' and of the workers' organisations which may be concerned, in accordance with practices customary in their country, in the provision, whether by national laws, regulations, collective agreements or collective agreements, of income security for flight personnel after retirement or grounding where they are not protected in these contingencies by a general social security scheme, or where it is desirable to supplement the provisions of the general social security scheme in order to take account of the special circumstances of the employment of such personnel.

2. It is desirable that, in so far as is practicable, facilities for retraining and opportunities for suitable alternative employment in the industry or undertaking where they have served should be available to flight personnel who have been retired or prematurely grounded.

3. Cash benefits in cases of retirement should preferably take the form of pensions, but in the case of premature grounding there should be a lump-sum payment in addition to a pension.

4. The cash benefits should be provided through supplementary or, where there is no general social security scheme, special pension schemes for flight personnel, which may appropriately cover a number of the long-term contingencies entailing loss of income.

5. Where it is not practicable to establish supplementary or special pension schemes for flight personnel, provident funds, based on the principle of compulsory saving, to which both the employer and the employee contribute, might be maintained to provide lump-sum benefits for flight personnel when they cease service in the industry or undertaking in which the fund is based. While a savings scheme that provides lump-sum benefits may be attractive to certain beneficiaries, it does not afford as comprehensive protection for all flight personnel as a pension scheme, which guarantees a regular income throughout the contingency or contingencies covered. It should be noted that a provident fund provides only limited protection in the long-term contingencies other than retirement, for example, in cases of invalidity, since the amount in the member's account may be quite small when the contingency occurs.

6. The lump-sum payments in cases of premature grounding referred to in paragraph 4 might appropriately be provided by means of group insurance against loss of licence to fly, whatever the cause.

Retirement from Flying Duties at the Normal Age of Retirement in the Occupation Concerned

8. Under supplementary or special pension schemes for flight personnel the normal pensionable age should coincide with the normal age of retirement from flying duties for the particular category of personnel concerned.

9. The qualifying period for a pension at the normal age of retirement should not exceed 10 years.

10. The amount of the retirement pension payable under a special pension scheme or the amount payable under a supplementary scheme, at the age specified in paragraph 8, after
The provisions to preserve accrued pension rights (vesting) of supplementary or special schemes for flight personnel after retirement should be sufficiently liberal as to prevent the position of members who transfer to some new occupation before they attain the minimum pensionable age. For example, the accrued rights of a member might appropriately be preserved by entitling him, subject to a reasonable qualifying period of service, to a pension deferred to the normal age of retirement, or by the transfer of his actuarial reserve in the scheme he is leaving to the scheme associated with his new employment, where it would be used to purchase back service credits. Where a member leaves a scheme before he is entitled to a deferred pension he should be entitled to have at least his own contributions returned to him plus accrued interest.

General Invalidity

Special measures may be desirable to provide supplementary or special cash benefits, preferably in the form of pensions, to ensure adequate incomes to flight personnel who are grounded as a result of general invalidity rendering them permanently incapacitated for gainful activity, whether or not the invalidity is due to an employment injury (industrial accident or occupational disease).

In cases of permanent incapacity not due to an employment injury entitlement to an invalidity cash benefit may be made conditional on the fulfilment of a prescribed qualifying period.

In cases of permanent incapacity (or death) due to an employment injury, entitlement to a cash benefit should not be made conditional on the fulfilment of a qualifying period.

The amount of the pension provided in cases of general invalidity, together with any pension payable to the beneficiary under a general social security or employment injury compensation scheme, should be made sure the member maintains an income bearing a reasonable relationship to his previous remuneration.

Premature Grounding

Where a member of the flight personnel is prematurely grounded as the result of an employment injury but is not incapacitated for gainful activity, in addition to cash benefits, facilities for retraining should be provided for him, and he should be ensured suitable ground employment in the industry or undertaking where he has served.

Where a member of the flight personnel is prematurely grounded as the result of failure to maintain the prescribed medical standards, or provision of facilities and opportunities for suitable alternative employment in the industry or undertaking where he has served should be made available to him.

Grounding of Stewardesses

Undertakings whose policy it is to take stewardesses off flying duties at a relatively early age (e.g. before attainment of 40 years) should take measures to provide women who are thus obliged to give up their occupation as stewardesses with cash compensation, which might appropriately vary in amount with length of service in flying duties, and to provide them with facilities for retraining and with suitable alternative employment.

Organisation of Supplementary or Special Income Maintenance Schemes for Flight Personnel

Supplementary pension schemes for flight personnel should be closely co-ordinated with the general social security scheme.

It is desirable that special or supplementary protection should be provided for dependants of flight personnel in the case of the death of the beneficiary.

The employers should participate in financing the supplementary or special income security schemes for flight personnel.

Both employees and employers should participate in the administration of the supplementary or special security schemes for flight personnel mentioned in the preceding paragraph.

Appropriate measures should be taken to guarantee the benefits to be paid under the schemes.

It is desirable that appropriate measures should be taken to maintain the real value of the benefits.

Alternative Employment

The measures taken to provide members of the flight personnel who are obliged to cease flying duties at an early or relatively early age with posts on the ground establishment of the industry or undertaking concerned should be planned on a long-term basis. They should be so conceived and applied as to safeguard the rights of employment of ground personnel and to obviate in so far as possible feelings among such personnel that their normal prospects of promotion have thus been impaired. Post-retirement employment for certain grounded flight personnel should be pre-determined and, where possible, certain posts on the establishment might be earmarked for such persons.

Where separate special or supplementary income security schemes exist for flight and for ground personnel, arrangements should be made to transfer flight personnel who take up ground employment in the industry or undertaking on which the schemes are based to the scheme for ground personnel without loss of their acquired rights or rights in the course of acquisition under the scheme for flight personnel to which they belonged.

Possible Revision of the Medical Standards Now Being Applied to Flight Personnel

A further examination of the medical standards now being applied to flight personnel should be made at the international level with a view to determining whether, in the light of the experience acquired and of recent technological advances in civil aviation, it might be desirable to institute changes in medical standards, always having regard to safety in flight.

Appendix IV

Draft Resolution Concerning Action by the International Labour Organisation Regarding Conditions of Employment in Civil Aviation, Hours of Work of Flight Personnel and Income Security of Flight Personnel after Retirement or Grounding, Submitted by the Employers' Group

The Ad Hoc Meeting on Civil Aviation of the International Labour Organisation, Having been convened by the Governing Body of the International Labour Office, and Having met at Geneva from 26 November to December 1956, Considering that the aims and purposes as expressed in the Constitution of the I.L.O. and the annex thereto have already been fulfilled in the civil aviation industry, Considering that, in respect of ground personnel in the civil aviation industry, social aspects as concern conditions of employment are already dealt with through appropriate consultative machinery and are common to the same and similar occupations in industry generally, and are therefore already covered by the existing standards of the I.L.O., Considering that, in respect of flight personnel in the civil aviation industry, salaries, conditions of employment, pensions, etc., have been and are capable of being dealt with through existing efficient consultative machinery, or the laws and regulations of the respective countries,

The Ad Hoc Meeting has therefore decided to adopt the following resolution:

A. This Meeting, for the aforementioned reasons and those contained in the annexes to this resolution, recommends to the Governing Body of the I.L.O. that there is no need for further action by the I.L.O. in the civil aviation industry.

General Statement Made on Behalf of the Employers' Group

On behalf of the Employers' group I would express our thanks to the Chairman for his most generous words of welcome, to the Employers' and Workers' members of the Governing Body for their assistance, and to the Secretary-General and Mr. Price and the Office staff for the courtesy they have shown us and for the efficiency of the arrangements made.

The comments which I am about to make on agenda item No. 1 are those of the entire Employers' group.

The Workers' group has asked us to approach our task with goodwill. At the outset we desire to say that we extend the utmost goodwill to the Workers' representatives. We acknowledge their place in the civil aviation industry and we look...
forward to their continued co-operation in the development of civil aviation.

The Chairman of the Workers' group extended his congratulations to the Office on the preparation of the reports for this Meeting. The Employers' group endorsed that statement and now conveys its appreciation of the reports as a useful bringing together of existing facts. However, we would express two broad qualifications to this statement.

Firstly, the reports at best could only be a summary and it follows therefore that much material has been omitted. It also follows that the report on conditions of employment in civil aviation has been reached through well-documented procedures, and although we have included all the relevant material or given due weight to some of the material included. The Employers' group therefore cannot accept the documents as an authoritative or conclusive report on conditions of employment in civil aviation.

Secondly, the report, when read by those people who do not know the industry, must give the impression that social justice has not been done. The Employers' group holds the view that the high level reached in regard to salaries and conditions of employment in the airline industry offers as great a security of employment as any other industries and, of course, must continue to have a high level of salaries and conditions of employment which have been attained for personnel employed in the industry. To illustrate this point in general terms, it should be pointed out that in the whole world there are few, if any, other industries which, having regard to size, attract so many people desirous of making their careers within it. This not only applies to aircrews, but to ground personnel.

Further, when dealing with flight crew we must remember that we are not dealing with a downtrodden, oppressed group of workers; we are dealing with a privileged group, the social status and conditions of whose work are very high indeed. The airline industry offers as great a security of employment as most other industries and, as far as salaries and other conditions of employment go, offers substantially more than most other industries.

The Employers' group therefore rejects the implications of the prepared reports and the speeches of the Workers' representatives that social justice has not been done.

We desire to put particular reference to ground personnel. In the Employers' view there can be no justification for a separate discussion of conditions of employment of such people in civil aviation. They are already receiving conditions equal to and better than the ground personnel in their respective countries, and such conditions have been and, of course, must continue to be, patterned upon those for the same or similar occupations within other industries. The position therefore is, and this was perfectly stated by the Workers' representatives, that the problems which may arise affecting ground personnel are not isolated and limited to them, but are problems which are common to employees in similar occupations in general industry, and therefore do not call for separate discussion.

The high level reached in regard to salaries and conditions of employment in civil aviation has been reached through well-documented procedures and its success has been acknowledged by this Meeting. Co-operation in industrial relations already exists and consequently it is not necessary for the I.L.O. to enter into this field. All of the matters raised by the Workers' representatives and any other concerns which they have expressed have been discussed and adjusted within their own national machinery. The Workers' representatives have tried to create an atmosphere of international co-operation in the I.L.O. Co-operation already exists in the world-wide machinery of the I.C.A.O. Co-operation in industrial relations already exists and consequently it is not necessary for the I.L.O. to enter into this field. All of the matters raised by the Workers' representatives and any other concerns which they have expressed have been discussed and adjusted within their own national machinery. The Workers' representatives have tried to create an atmosphere of international co-operation in the I.L.O. Co-operation already exists in the world-wide machinery of the I.C.A.O.

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The impression created by the Workers' representatives is that there are no such relations and that there is no opportunity to discuss and adjust within their own national machinery. The Workers' representatives have tried to create an atmosphere of international co-operation in the I.L.O. Co-operation already exists in the world-wide machinery of the I.C.A.O.
Yet even these factors vary between operators and the routes they operate and consequently the flight and duty hours must vary accordingly.

Furthermore, there is absolutely no evidence in current airline practices to support a contention that flight crew are exposed to mental and physical stress or strain beyond that encountered by comparable groups engaged in professional practices and, the expression "fatigue" is therefore frequently misunderstood and misinterpreted when used in conjunction with flight or duty time for flight crews. While, because of the peculiarities of their duties at the crew must generally spend considerable time away from home, and occasionally work more irregular and sometimes work longer periods of duty than those normally encountered in other occupations, this is adequately compensated by the provision of extended periods of time off at home in between flights. As a general rule flight crew members have more free time at home than the average employee.

Although employed by operators are adequate to meet the technical and social aspects of flight and duty hours, we firmly believe that any standardisation of flight and duty hours is inappropriate and impracticable.

### III. Income Security of Flight Personnel After Retirement or Grounding

Before expressing the Employers' point of view on this important topic we should like, on their behalf to thank the International Labour Organisation and the International Labour Office for their valuable assistance in the organisation of this Meeting and particularly for preparing reports, the third of which can be obtained from the Office, illustrating the provisions of a number of existing schemes to ensure income security for flight personnel.

The view is frequently held that the useful years of flight crew members are less than those of other occupations. In our opinion this is not necessary, nor even possible—any more than it is possible for any particular arrangement to allow flight personnel to have a normal useful span of life.

It can therefore be safely assumed that, in considering the useful years of flight crews, the age of no more importance in the flying side of the airline industry than it is in any other occupation. Flight crew members—subject as they are to constant medical supervision, where any sign of illness is promptly discovered—have the original useful span of life equal in length to that of other employees.

However, as statistics on the subject presently cover only a relatively short period of time, employers have given flying crews little doubt and have taken special measures of income security in favour of that personnel.

There immediately arises a second problem: is it necessary, desirable and possible for such special measures to be undertaken on a nationally regulated basis? In other words is it necessary, desirable and possible that identical schemes should be adopted to ensure the same problems of the uncertainty and relative short duration of the careers of flight personnel. In many other cases the supplementary income security scheme established by law and/or by the employer is less comprehensive, but flight personnel receive remuneration which may be more than twice as high as the remuneration to which their qualifications would have entitled them if in government employment. In this last case one can take the view that much of the tremendous difference between the remuneration of flight personnel and that of other employees with comparable qualifications is in fact paid by the employer in order to enable flight personnel to make provision against income security which might be inherent in their type of employment.

It should be recognised, on the other hand, that the cost of existing income security schemes is met by employers to a much greater extent than is the case for other categories of workers. While the desired objective is therefore generally attainable, this is generally done by very different means, the diversity of which seems to us to be inevitable and which have led to the accumulation of acquired rights some of which employees would have to give up if a uniform scheme were to be introduced.

It therefore seems to us not to be necessary, desirable, or even possible to try to arrive at an international solution to this problem, either now or in the future. It would be better to allow employers and employees themselves to assess, in accordance with special conditions in each country and in each airline whether any particular arrangement is necessary and, if its nature.

Experience has shown that very effective and well-proven machinery exists in the respective countries for the solution of problems of this nature.

### FIRST SUPPLEMENTARY NOTE

**Communications from the International Transportworkers' Federation and the World Federation of Trade Unions**

With the agreement of the Officers the following communications received by the Director-General are circulated to the Governing Body for information:

**Letter from the General Secretary of the International Transportworkers' Federation to the Director-General of the International Labour Office.**


Dear Mr. Morse,

I enclose herewith a resolution unanimously adopted by the I.T.F. Executive Committee at its recent meeting in London regarding the I.L.O. Ad Hoc Meeting on Civil Aviation (Geneva, 26 November to 5 December 1956).

You will note that our Executive Committee was seriously concerned at the negative results of this conference, and I shall be grateful if you will please place this resolution before the next meeting of the I.L.O. Governing Body.

With many thanks and kind regards,

Yours sincerely,

(Signed) O. Baccu,

General Secretary.
The text of the resolution referred to in the above communication is as follows:

The Executive Committee of the International Transport-workers' Federation,

Meeting in London from 7 to 9 January 1957,

Having heard a report on the I.L.O. Ad Hoc Meeting on Civil Aviation held in Geneva from 26 November to 5 December 1956, and having learned of the negative nature of that meeting;

Protests emphatically against the attitude of the Employers' group which, throughout the ten-day proceedings, systematically sabotaged all attempts by the Workers' representatives to promote free and frank discussion of the many urgent problems affecting the social conditions of civil aviation employees;

Wholesomely condemns this policy adopted by the Employers which, if allowed to pass unchallenged, would undermine the purposes of the International Labour Organisation;

Expresses astonishment that employers in the civil aviation industry could display so little comprehension of the need for permanent international standards to regulate the industry's social problems;

Realising the futility of further I.L.O. bipartite civil aviation meetings, the Executive Committee of the I.T.F. consequently requests the Governing Body of the I.L.O.:

(a) to convene at the earliest possible opportunity a conference based on representation by workers, employers and governments in order that real progress may be achieved;

(b) to consider the urgent need for submitting the specific problem of flight crew complement to a Committee of Experts; and

(c) to place the question of the hours of work of flight personnel on the agenda of an early International Labour Conference.

Letter from the General Secretaries of the World Federation of Trade Unions and of the Trade Union International of Transport and Fishery Workers to the Director-General of the International Labour Office.

(Translation)

Prague, 20 February 1957.

Sir,

The representatives of the W.F.T.U. and its Transport Workers' Trade Union International who attended the Ad Hoc Meeting on Civil Aviation held in Geneva from 26 November to 5 December 1956 have informed us of the situation which arose at that meeting and of the fact that no decisions were adopted at it.

We wish to register a strong protest against the obstructive attitude adopted by the Employers' representatives who were responsible for this failure.

We are, however, still convinced that special problems arise in respect of civil aviation workers and that consideration of these problems is fully within the competence of the International Labour Organisation. For this reason we venture to propose to the Governing Body of the I.L.O. that it should convene in the near future a new and tripartite meeting to consider these problems and should ensure that this meeting is fully representative in character.

We request you to be good enough to bring this letter to the attention of the forthcoming session of the Governing Body.

We are, Sir, etc.

(Signed) R. Avila
General Secretary of the Trade Union International of Transport and Fishery Workers.

(Signed) L. Saillant
General Secretary of the W.F.T.U.

SECOND SUPPLEMENTARY NOTE

Communication from the General Secretary of the Merchant Navy and Air Line Officers' Association, London, to the Director-General of the International Labour Office

With the agreement of the Officers the following communication received by the Director-General is circulated to the Governing Body for information:


Dear Mr. Morse,

I.L.O. Civil Aviation "Ad Hoc" Committee
Geneva, 26 November-5 December 1956

I am attaching hereto a resolution which was unanimously adopted by our Council at its meeting held on 18 January 1957. The resolution, I consider, adequately expresses our feelings regarding the Ad Hoc Meeting, and it is perhaps not necessary, therefore, for me to further elaborate.

With kind regards,

Yours sincerely,

(Signed) Douglas Tennant
General Secretary.

The text of the resolution referred to in the above communication is as follows:

I.L.O. Civil Aviation "Ad Hoc" Committee:
Resolution Adopted by the Council of the Merchant Navy and Air Line Officers' Association at Its Meeting on 18 January 1957

Resolved that, having studied the report on the I.L.O. Civil Aviation Ad Hoc Committee held in Geneva 26 November 1956 until 5 December 1956, this Council records its condemnation of the policy pursued by the Employers' group which was clearly designed to obstruct the work of the meeting by their refusal to discuss problems affecting conditions of employment for flight personnel, realising that if such policies are allowed to continue unchallenged the work of the I.L.O. in civil aviation would be seriously undermined. Appreciating the highly competitive international character of civil aviation the Council expresses surprise that civil aviation employers could adopt such a negative approach to the necessity for the introduction of permanent international minimum standards in basic conditions of employment for flight personnel. The Council furthermore realises the futility of further bipartite civil aviation meetings and urges the Governing Body of the I.L.O. to convene at an early date a tripartite conference of Government, Employers' and Workers' representatives so as to ensure that the pressing social problems of flight crews can be dealt with on an adequate basis and positive results achieved.
APPENDIX VIII

Eighth Item on the Agenda: Reports of the Meetings of Experts on Safety and Health in Dock Work

The documents concerning the Meeting of Experts on the Standardisation of Certificates and Registers relating to the Test and Examination of Lifting Machinery and Gear Used in the Loading and Unloading of Ships (Geneva, 27 November-1 December 1956), and to the Meeting of Experts on Safety and Health in Dock Work (Geneva, 3-21 December 1956) are not reproduced here, the Governing Body having deferred consideration of both reports to its 135th Session.¹

¹ See above, Minutes of the Third Sitting, pp. 30-31.
APPENDIX IX

Ninth Item on the Agenda: Report of the Committee on Freedom of Association

Twenty-fifth Report

This report, which was adopted by the Governing Body at its fourth sitting, is not reproduced here. The text will be found in Official Bulletin (Geneva, I.L.O.), Vol. XL, No. 2, pp. 43-137.

First Supplementary Note

Communication from the Government of the U.S.S.R. relating to Case No. III (U.S.S.R.)

This note contained a communication from the Government of the U.S.S.R. to the Director-General setting forth its observations on Case No. III (U.S.S.R.), which was examined by the Committee on Freedom of Association in its 23rd Report. This communication is not reproduced here, the Governing Body having decided to refer its contents to its Committee on Freedom of Association for examination and report.

Second Supplementary Note

Communication from the United Nations relating to Case No. 19 (Hungary)

With reference to Case No. 19 (Hungary), examined by the Committee on Freedom of Association in its 21st Report which was approved by the Governing Body at its 133rd Session (Geneva, November 1956) and was, in accordance with the decision of the Governing Body, communicated by the Director-General to the Secretary-General of the United Nations on 23 November 1956, the following communication from the United Nations has been received in reply:

New York, 6 December 1956.

Dear Mr. Morse,

Thank you for your letter of 23 November confirming your telegram of 22 November which contained the resolution adopted on that date by the Governing Body of the International Labour Organisation concerning freedom of association in Hungary. The Secretary-General, in accordance with your request, has already (in document A/3390, a copy of which is enclosed) brought the contents of this telegram to the attention of the General Assembly.

In accordance with the second paragraph of your letter I have informed the Secretary-General that you would be personally available to participate, if appropriate, in any inquiry in Hungary that might be instituted as resolved by the General Assembly, with a view to ascertaining the facts of the present situation and contributing to the establishment of freedom of association in Hungary.

Yours sincerely,

(Signed) Philippe De Seynes,
Under-Secretary for Relief to the Hungarian People.

2 See above, Minutes of the Fourth Sitting, p. 35.
STANDING ORDERS

Questions relating to Record Votes in the International Labour Conference

This section of the report, reproduced from the report of the Committee on Standing Orders and the Application of Conventions and Recommendations to the 133rd Session of the Governing Body, is not printed here.

APPLICATION OF CONVENTIONS AND RECOMMENDATIONS

1. The Committee on Standing Orders and the Application of Conventions and Recommendations met on Thursday, 28 February 1957, under the chairmanship of Mr. Oksnes.

Choice of Conventions and Recommendations on Which Reports Under Article 19 of the Constitution Are To Be Requested in 1958

2. As in previous years the Committee was called upon to decide on its proposals to the Governing Body concerning the choice of Conventions and Recommendations on which governments should be requested to supply in 1958 reports under article 19, paragraphs 5 (e), 6 (d) and 7 (b), of the Constitution. Under these provisions States Members are required to report "at appropriate intervals as requested by the Governing Body on the effect given to or to be given to certain unratified Conventions and to certain Recommendations.

In deciding on its proposals as set out below, the Committee was conscious of the preponderant place which the Conference and of the Governing Body. Thus the Conference and the Governing Body were at first intended to enable the Conference to super-

3. In these circumstances the Committee considers it advisable to recommend the Governing Body to request States Members to submit for 1958 under article 19 of the Constitution reports on the following five instruments:

Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87);
Right to Organise and Collective Bargaining Convention, 1949 (No. 98);
Right of Association (Non-Metropolitan Territories) Convention, 1947 (No. 84);
Collective Agreements Recommendation, 1951 (No. 91);
Co-operation at the Level of the Undertaking Recommendation, 1952 (No. 94).

4. One member of the Committee expressed the view that in requesting reports under article 19 on subsequent occasions the Governing Body's long-term policy should not be one of merely concentrating on instruments of immediate interest, and the Committee agreed that this consideration should be kept in mind. The Committee also agreed that its present proposal of selecting more than four instruments as the subject of article 19 reports in 1958 should not prejudice the number of instruments to be selected in future years.

Presentation of Summary of Reports on Ratified Conventions (Articles 22 and 35 of the Constitution)

5. As was indicated in its report to the 133rd Session of the Governing Body, the Committee held at that time an initial exchange of views on this question and agreed to make specific recommendations to the Governing Body on the basis of precise proposals submitted by the Office in the light of the preliminary discussions.

6. As the Governing Body is aware, the steady increase in the number of ratifications has led over the years to a corresponding expansion in the size of the Summary of Annual Reports, despite all efforts to keep this document within reasonable proportions. Thus the total number of ratifications has more than doubled since 1938, the year when the Governing Body laid down new rules governing the form of presentation of the Summary. The increase in ratifications has moreover been greatly exceeded by the increase in the total number of reports received in recent years: for the reporting period 1954-55 the number reached almost 4,000, i.e. six or seven times more than for 1938. It is not surprising therefore that the Summary of Annual Reports has grown, and may be expected to grow in size, thus becoming automatically more and more bulky and costly, as well as less and less manageable, while at the same time the practical value of the information has tended to decrease unless the data given are read in conjunction with the corresponding data summarised in previous years.

7. The Office note which served as a basis for the Committee's preliminary exchange of views in November 1956 had described several alternative systems designed to make the Summary more intelligible and more serviceable, and had pointed out that any final choice of method would necessarily depend on a decision of principle concerning the fundamental purpose which the Summary is designed to serve. Historically, the annual reports were at first intended to enable the Conference to supervise the application of ratified Conventions, but, with the rapid increase in the number of ratifications and of reports, the Conference decided in 1927 to entrust this supervisory function in part to a Committee of Experts and in part to a Conference Committee on the Application of Conventions. The existence of this machinery, which has on the whole functioned satisfactorily over the years, has led to a shift in the nature of the Summary which has gradually become a descriptive document designed to provide the Conference with a succinct picture of all the new information on the application of ratified Conventions received from governments. The proposals of the Office thus concentrated on two alternative groups of systems, according to whether the Summary was in future to inform the Conference or to assist it in its task of supervision.

8. The exchange of views held in November 1956 led to general agreement that it was this latter supervisory function which should henceforth form the basis of the...
presentation of the Summary, it being understood that the constitutional obligation to report annually (articles 22 and 35) would remain intact; that no additional burden should be placed on governments and that no delay should occur in the publication of the report of the Committee of Experts. There was also general agreement that the first full report received from a government after ratification constitutes a most important element of documentation available to the Conference. On the basis of these principles a wide area of agreement emerged in the Committee in favour of a system of presentation which would be based on current practice, but would eliminate from the Summary any data having little or no practical value from the point of view of supervision.

9. The criteria to be adopted in preparing a Summary along these lines would be as follows:

(a) Although the number of first reports received each year is bound to reflect the prevailing high rate of ratifications, it appears essential to have a fairly full Summary of the information contained in them, while eliminating of course any information which is not essential to a clear picture of the basic factors having a bearing on the application of a Convention. These factors fall generally under three headings. They concern, firstly, the principal legislation and regulations giving effect to a Convention (with appropriate reference to the issue of the Official Gazette and to the Legislative Series if published therein); secondly, information on the manner in which effect is given to each of the substantive Articles of a Convention as requested in the forms of report adopted by the Governing Body; thirdly, a brief record of the steps taken in which a Convention is implemented in practice (statistics of workers covered, results of inspection, relevant decisions by courts of law, observations received from employers' or workers' organisations, etc.). As regards this information on practical application, only the barest facts need be mentioned in the Summary.

(b) New information contained in reports which are subsequent to first reports will have to be treated somewhat differently. If such information is supplied in response to a request or an observation by the Committee of Experts or by the Conference Committee, it will be given in the Summary unless adequate mention has already been made of the government's reply in the report in which a Convention is implemented in practice (statistics of workers covered, results of inspection, relevant decisions by courts of law, observations received from employers' or workers' organisations, etc.). As regards this information on practical application, only the barest facts need be mentioned in the Summary.

(c) Particulars on practical application, as described under (a) above, are so fragmentary and disparate in character that their inclusion in the Summary of Reports has little practical value. It would be preferable, therefore, to omit such information in the future, except in the case of first reports, and merely to mention in the Summary the names of the countries which have supplied this type of information which would, of course, continue to be examined by the Committee of Experts with particular care so as to gain as full a picture as possible of the day-to-day implementation of a ratified Convention.

(d) The Summary would also enumerate, as in the past, the countries which refer to or repeat information previously supplied.

(e) The Summary would, finally, continue to indicate briefly whether the reporting governments have complied with their constitutional obligation to report annually (article 22 and 35) showing, if necessary, the names of the countries which have supplied this type of information which would, of course, continue to be examined by the Committee of Experts with particular care so as to gain as full a picture as possible of the day-to-day implementation of a ratified Convention.

10. It will be noted that the proposed system does not depart radically from that followed so far but attempts to apply it more strictly so as to limit the information summarised to the essential minimum. The new criteria could be applied for the first time in connection with the information received in respect of the current reporting period (1 July 1956-30 June 1957), a summary of which is to be laid before the 42nd Session of the International Labour Conference (June 1958).

11. The Committee therefore recommends the Governing Body to approve the new criteria for the presentation of the Summary of Annual Reports, outlined in paragraph 9 above, and designed, on an experimental basis, to reduce the size of the Summary to the strictest minimum.

12. One member of the Committee pointed out at the conclusion of the discussion on this item that, while the suggested solution appeared to be both practicable and reasonable, there remained the more general problem of the steady increase in the number of annual reports due to the continuing expansion in the membership of the Organisation and in the number of ratifications communicated. The representative of the Director-General replied that the Office was aware of this broader problem and would continue to examine it carefully.

Periodical Reports on the Working of Conventions

13. The Committee had before it nine notes concerning the Periodical Reports on the working of the following Conventions:

- Workmen's Compensation (Accidents) Convention, 1925 (No. 17);
- Workmen's Compensation (Occupational Diseases) Convention, 1925 and (Revised), 1934 (Nos. 18 and 41);
- Old-Age Insurance (Industry, etc.) Convention, 1933 (No. 35);
- Old-Age Insurance (Agriculture) Convention, 1933 (No. 36);
- Invalidity Insurance (Industry, etc.) Convention, 1933 (No. 37);
- Invalidity Insurance (Agriculture) Convention, 1933 (No. 38);
- Survivors' Insurance (Industry, etc.) Convention, 1933 (No. 39);
- Underground Work (Women) Convention, 1935 (No. 45);
- Maintenance of Migrants' Pension Rights Convention, 1935 (No. 48).

14. One member of the Committee explained that these documents had been received by his Government too late for a thorough examination of the important proposals contained in them and he requested, therefore, that a decision be postponed till the next session of the Committee. It was suggested in reply that the texts of the Periodical Reports on the working of the Conventions might well be submitted to the next session of the International Labour Conference so as not to delay their publication, whereas the proposals for an examination of the steps to be taken to improve the working of some of the Conventions, either by revision or in some other way, could be explored at the Committee's next session.

15. There was agreement on this method of proceeding and the Committee therefore recommends the Governing Body to instruct the Director-General to communicate to the Conference the Periodical Reports on the working of the Conventions enumerated in paragraph 13 above, as modified to take account of the supplementary information supplied by governments concerning the terms of the Conventions. It was understood that the Committee would have an opportunity at its next session to consider the proposed solutions raised by the working of some of these Conventions.

16. On the basis of this decision two members of the Committee indicated a number of reasons which, in their view, would militate in favour of an exper...
examination of the difficulties which have prevented some of the social security Conventions adopted 20 and even 30 years ago from being ratified by a larger number of countries. They pointed out in particular that modern developments in the field of social security are rendering these pre-war instruments increasingly out of date and they suggested that the Committee of Social Security Experts examine these texts with a view to making appropriate recommendations thereon to the Governing Body. It was agreed that, pending the Committee's consideration of the matter at its next session, the Office would keep in mind the preliminary comments and suggestions made at the present session.

K. J. Øksnes,
Chairman.
APPENDIX XI

Eleventh Item on the Agenda: Report of the Committee on Industrial Committees

1. The Committee on Industrial Committees met in Geneva on 1 March 1957, under the chairmanship of Mr. Sauerborn.

2. The Committee on Industrial Committees had before it, for information, two documents outlining developments since the 133rd Session of the Governing Body with respect to the preparation of an international convention for the protection of performers, record manufacturers and broadcasting organisations.

3. The first of these documents reported that the agreement on procedure for the preparation of the proposed diplomatic conference for the adoption of the convention, which had been reached by the Executive Heads of U.N.E.S.C.O., the Berne Union and the I.L.O., and which was approved by the Governing Body of the I.L.O. at its 133rd Session, had also been endorsed by the competent bodies of the other two organisations. It also reported that, in accordance with the agreement, U.N.E.S.C.O. and the Berne Union had convened a meeting of experts to provide the two organisations with further information and advice on the protection of performers, record manufacturers and broadcasting organisations. The meeting was to be held in Monte Carlo from 4 to 13 March 1957. The Director-General had accepted an invitation to send a representative of the I.L.O. to the meeting.

4. The second document reported that a meeting had been held in Geneva from 11 to 13 February 1957 of representatives of the three international organisations of authors and of the international organisations of performers, record manufacturers and broadcasting organisations, with the object of comparing the draft convention prepared by the Committee of Experts convened by the I.L.O. in July 1956 with the principles elaborated by the authors' organisations. The joint statement issued at the close of the meeting, which was appended to the document submitted to the Committee, set out the points—some of them of major importance—on which agreement had been reached, and also indicated that divergences of view still existed on other points. The Committee noted that the meeting had unanimously expressed its preference for a European convention limited in the first place to a number of European countries and ratifiable by them, and then open to the member countries of the Berne Union for their accession.

5. The Committee on Industrial Committees recommends that the Governing Body take note of the information summarised in paragraphs 2 to 4 above.

II. Memoranda Adopted by Industrial Committees: Reference to Minority Views

6. The Committee on Industrial Committees has given further consideration to the question whether memoranda adopted by Industrial Committees should contain an expression of minority views in cases in which the memoranda are not adopted unanimously. It will be remembered that this question was raised by Mr. Fennema at one of the sittings of the Committee held during the 133rd Session of the Governing Body (Geneva, March 1956) and that a preliminary discussion took place at the meetings of the Committee held during the 133rd Session.1

7. In its report to that session the Committee recalled the practice that has been followed by the Industrial Committees. Briefly, as regards the substance, the Industrial Committees have not made any sharp distinction between memoranda on the one hand, and resolutions on the other, but have used both these forms to embody their conclusions. Further, in addition to using the terms "resolution" and "memorandum", the Committees have described their conclusions as "suggestions", "recommendations" and "proposals".

8. At the 133rd Session Mr. Fennema suggested to the Committee on Industrial Committees that, if the views of a minority were not reflected in a memorandum, the governments and the employers' and workers' organisations would not be fully informed of the discussions that had taken place and of the various opinions expressed on the subjects under discussion. On the other hand, he did not expect to see minority views expressed in a resolution. He recalled that, in the Document for the Guidance of Industrial Committees, the Governing Body had indicated that, whereas the conclusions of Industrial Committees had hitherto normally taken the form of resolutions, "there have been subjects, and there are likely to be more in future, in which real progress and practical results will be achieved by framing agreed reports or memoranda...". At the present session Mr. Fennema stated further that it could not be claimed that texts, whatever their form or title, which had been adopted by an Industrial Committee were in fact always conclusions adopted unanimously or by a majority. Minority views had, in fact, been referred to in some of the memoranda and other conclusions adopted by Industrial Committees. Moreover, the Governing Body itself has stated in the Document for the Guidance of Industrial Committees, at the end of paragraph 11 (2): "It may be that an Industrial Committee can present to the Governing Body, for transmission to the Conference, a unanimous view on the subject appearing on the agenda. Alternatively, it may present in an agreed report the various views expressed by the members of the Committee." This was precisely what the Employers asked for.

9. As for the statement that the conclusions, where they were published, were always accompanied by the report of the subcommittee which had drawn them up, Mr. Fennema said the practice had been for the Office to publish the conclusions together in one part of the Official Bulletin and then to add the reports relating to them as annexes to the conclusions. In The International Labour Code the Office had gone even further: the conclusions were quoted, but no reference was made to the reports of the subcommittees.

10. At the 133rd Session of the Governing Body the Workers' members had stated their categorical opposition to the inclusion of minority opinions in the conclusions of Industrial Committees, whatever title might be given to those conclusions, and had stated that the opinion of the minority should be given in the reports of the subcommittees. Only by adopting this procedure was it possible to give in the conclusions "the views of the people of the I.L.O.

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1 See Minutes of the 133rd Session of the Governing Body, Appendix XVII, p. 157, paragraphs 63-69.
Committee" as understood in the Document for the Guidance of Industrial Committees. At the present session Sir Alfred Roberts, using an argument already advanced by the Workers' members at the preceding session, stated that this procedure had the added advantage of stimulating members of Industrial Committees to strive for the greatest possible measure of agreement, if not unanimity. If, for example, the Employers knew from the outset that their opposition to the Workers' views would in any case be reflected in the conclusions, they would make no attempt to arrive at a compromise.

11. Mr. Bergenström, in reply to Sir Alfred Roberts, said that he could not imagine that the Employers—nor for that matter the Workers—would abuse Industrial Committee procedure to the extent of coming to a meeting with their minds fully made up in advance and with a premeditated decision not to look for a compromise. On the other hand, it was contrary to the very idea which underlay the Industrial Committees that the conclusions, even on controversial subjects, should in all cases reflect only the views of the majority, without any reference to minority views.

12. The representatives of the United Kingdom Government and the United States Government said that they were in agreement with the proposal that the conclusions adopted by an Industrial Committee should express the views of the Committee as such, whereas the report of the subcommittee which drew up the conclusions should give a summary of the opinions of delegates or delegations, together with any reservations which might have been made. They also felt that in the Official Bulletin the reports of the subcommittee might be printed first, with the conclusions at the end of each report. In addition, care should be taken to see that each report of a subcommittee contained as full a statement as possible of the views of the Committee as that Committee understood it, the standard practice was for the Industrial Committee procedure to the extent of coming to a decision with their minds fully made up in advance and with a premeditated decision not to look for a compromise.

13. The Employers' members, referring again to the question of the publication of the conclusions and the reports of the subcommittees in the Official Bulletin, said that if the Committee were in agreement with the view that the conclusions adopted by the Committee in a particular field should be "as clear as possible rather than expect the governments, persons and institutions interested to go through the large number of reports, as well as the conclusions, in order to get at the sense of the discussions. Several of the Committees had formulated combined texts, the purpose of which was to give in concentrated form the substance of the various conclusions adopted by a Committee in a particular field. When these combined texts were drawn up, it was essential that account should be taken of minority views, whether or not these minority views were mentioned in the original conclusions.

14. The representative of the Director-General recalled that difficulties had arisen in some of the meetings of the Industrial Committees in regard to this question. It would be of considerable assistance to the Office if the situation could be clarified. As the Office understood it, the standard practice was for the Industrial Committees to adopt conclusions accompanied by reports which summed up the discussions in which the conclusions had been drawn up. This practice was also followed in other meetings, for example at the Regional Conferences. The conclusions were usually in the form of resolutions but they sometimes went by other names, and a memorandum embodying conclusions was therefore regarded as equivalent to a resolution. The Governing Body, however, had wished to offer the Industrial Committees an alternative method of dealing with the items on their agenda and had therefore indicated in paragraph 13 of the Document for the Guidance of Industrial Committees that the Committees could adopt agreed reports or memoranda instead of resolutions. It would seem that if this method were followed there would first have to be a discussion of the item, and that it would then have to be agreed as a result of the discussion that the adoption of a report about the subject, rather than a resolution, was the most appropriate manner of dealing with it. This had already been seen to any Industrial Committee which wished to adopt it.

15. The Employers' members requested that the Committee should come to a decision regarding the proposal they had made at the last session, namely that the Governing Body should be asked to state "that when the conclusions of an Industrial Committee or of a similar committee are framed in a form other than that of a resolution, there is no objection to divergent views being expressed in these conclusions". When the matter was put to the vote, there were 6 votes for, 10 against, and no abstentions; the proposal was therefore not adopted.

16. The Committee on Industrial Committees decided, by 10 votes to 6, with no abstentions, to recommend that the Governing Body confirm that conclusions adopted by industrial and similar committees—whether such conclusions bear the heading resolution, memorandum, proposal, suggestion, recommendation, or any other title, and whether adopted by a majority or unanimously—should express the views of the Committee as such on a given item; and that reports of subcommittees, whether adopted with any reservations which might have been made, should be included in the agenda of the Sixth Session of the Technical Committee, followed by all the subcommittee reports, but to arrange for each report to be followed by the relevant conclusions.

III. Agenda of the Sixth Session of the Textiles Committee

18. The Committee on Industrial Committees has considered proposals regarding the two technical items to be included in the agenda of the Sixth Session of the Textiles Committee. It had already been agreed at the previous meeting to recommend that the first item on the agenda should be the usual General Report.1

19. At its Fifth Session (Geneva, September-October 1955) the Textiles Committee drew attention to five subjects from which it thought the technical items for the agenda might be chosen. After examining these proposals the Director-General had suggested that the two technical items for the agenda of the Sixth Session might be as follows:

(1) Working conditions in the textile industry.

(2) Effects of technological developments on conditions of employment in the textile industry.

20. The Committee on Industrial Committees agreed to recommend that one of the two technical items should be "Working conditions in the textile industry", on the understanding that the report to be prepared by the Office on this subject would deal with the various aspects of working conditions and that particular reference would be made to heating and humidification, ventilation, lighting, reduction of noise, sanitary facilities and plant cleanliness.

1 See Minutes of the 133rd Session of the Governing Body, Appendix XVII, p. 156, paragraph 72.
21. With regard to the second technical item reference was made to the discussion which had taken place at the previous session of the Committee on Industrial Committees. The Employers' members again expressed the view that one of the two technical subjects should be the reduction of hours of work. This was one of the subjects suggested by the Textiles Committee and the Workers attached particular importance to it. The Employers' members felt, on the other hand, that apprenticeship and vocational training—which was the subject unanimously suggested by the Textiles Committee—would be a more suitable item than the reduction of hours of work. In their opinion it was not desirable to include in the agenda an item concerning which opinions were so controversial. Following this discussion the Committee rejected, by 6 votes to 8, with 3 abstentions, the proposal made by the Workers' members concerning the reduction of hours of work. By a further vote the Committee rejected, by 6 votes to 9, with 2 abstentions, the proposal made by the Employers' members concerning apprenticeship and vocational training.

22. The United States Government representative suggested that if the effects of technological developments were to be chosen as the second technical item on the agenda the title should be broadened, as technological developments did not affect conditions of employment of the two other principal international organisations of personal artists, the International Federation of Musicians and the International Federation of Variety Artists.

23. The Committee on Industrial Committees recommends that the agenda of the Sixth Session of the Textiles Committee should be as follows:

(1) Working conditions in the textile industry.

(2) Effects of technological developments on wages and on conditions and level of employment in the textile industry.

IV. Agenda of the Fifth Session of the Chemical Industries Committee

24. The Committee on Industrial Committees resumed discussions concerning the agenda of the Fifth Session of the Chemical Industries Committee, the first item of which was fixed at its last session.

25. The Committee agreed to recommend that one of the two technical items of the agenda should deal with industrial relations in the chemical industries. There was no discussion on this point.

26. The second technical item of the agenda gave rise to some discussion. The Workers' members of the Committee proposed that the second technical item should be reduction of hours of work; the Employers' members proposed that the second item should deal with the protection of workers against occupational diseases and poisoning, subject, however, to a possible alteration of the title of this item.

27. The Committee decided not to recommend the Governing Body to include the question of reduction of hours of work in the agenda for the Fifth Session of the Chemical Industries Committee, the voting being 6 votes to 10, with 1 abstention.

28. The Committee then agreed to recommend that the second technical item of the agenda should deal with safety and hygiene in the chemical industries. The Employers' members suggested that the title of this question should read as follows: "The incidence of and protection against occupational diseases in the chemical industries."

29. After an explanation given by the representative of the Director-General, who indicated that the Office would prefer to concentrate on occupational diseases and not to cover the whole field of health risks and accident prevention, the Employers' members accepted the title suggested by the Workers' members. On the understanding that the report to be prepared by the Office on this subject would also deal with the invasion of the textile field by new industries, the Committee decided by 15 votes to 9, with 1 abstention, to recommend that the second technical item on the agenda should be concerned with the effects of technological developments on wages and on conditions and level of employment in the textile industry.

30. Accordingly, the Committee on Industrial Committees recommends that the agenda of the Fifth Session of the Chemical Industries Committee should include the following technical items:

(1) Industrial relations in the chemical industries.

(2) The protection of workers against occupational diseases and poisoning.

31. The Committee on Industrial Committees recommends that the Governing Body authorise the Director-General to undertake the other studies and inquiries requested by the Chemical Industries Committee at its Fourth Session. It would be understood that the study called for by resolution No. 22 concerning the classification of dangerous substances with a view to the establishment of a basic list of such substances should be carried out in the light of the decision to be taken by the Governing Body in connection with the report of the Meeting of Experts on Dangerous Substances.1

V. Fourth Session of the Advisory Committee on Salaried Employees and Professional Workers: Request for Representation by the International Federation of Actors

32. The Committee on Industrial Committees has had before it a request from the International Federation of Actors that, as certain of the questions on the agenda of the Fourth Session of the Advisory Committee on Salaried Employees and Professional Workers are of direct concern to actors, the Federation be authorised to be represented by an observer at the session, which is to be held in Geneva from 1 to 13 April 1957. The Federation was represented by an observer at the Third Session of the Advisory Committee in 1954 in connection with the health and safety aspects of the employment of actors, and is of the opinion that this is an area of direct concern to actors. The Committee on Industrial Committees has, therefore, recommended to the Governing Body that the International Federation of Actors be represented by an observer at the Fourth Session of the Advisory Committee on Salaried Employees and Professional Workers.

33. In these circumstances, the Committee on Industrial Committees recommends that the Governing Body authorise the Director-General to invite the International Federation of Actors to be represented by an observer at the Fourth Session of the Advisory Committee on Salaried Employees and Professional Workers.

1 See above, Appendix V, pp. 71-73.
34. The Committee on Industrial Committees has taken note of a letter dated 5 June 1956 from the Minister of Social Affairs of the Republic of Austria requesting that Austria be admitted to membership of the Petroleum Committee of the International Labour Organisation. The Committee felt that as the Sixth Session of the Petroleum Committee would not be held before 1959 it would not prejudice the position of Austria if consideration of its request for membership of the Petroleum Committee were deferred until a future session of the Committee on Industrial Committees. By that time the Committee would know whether or not a vacancy has arisen in the membership of the Petroleum Committee and it would be in a better position to consider the question of the Petroleum Committee’s composition.

35. The Committee on Industrial Committees recommends that the Governing Body postpone until a future session the examination of the request of Austria for membership of the Petroleum Committee.

36. The Committee on Industrial Committees has considered a request from the International Road Transport Union to be represented by observers at the Sixth Session of the Inland Transport Committee (Hamburg, 11-23 March 1957). This organisation, which has its headquarters in Geneva, was set up in 1948. National organisations from 16 countries are affiliated to it. The Union was authorised to be represented by observers at the Fourth and Fifth Sessions of the Inland Transport Committee.

37. The Committee on Industrial Committees recommends that the Governing Body authorise the Director-General to invite the International Road Transport Union to be represented by observers at the Sixth Session of the Inland Transport Committee.

Sauerborn,
Chairman.
APPENDIX XII

Twelfth Item on the Agenda: Report of the International Organisations Committee

I. The International Organisations Committee met on 2 March 1957 in connection with the 134th Session of the Governing Body, under the chairmanship of Sir Guildhaume Myrddin-Evans.

Issues concerning Co-ordination and Concentration of International Efforts Arising from the 22nd Session of the Economic and Social Council

2. The Governing Body will recall that the Economic and Social Council of the United Nations, at its 22nd Session (July-August 1956), adopted a resolution on co-ordination and concentration of international efforts; this resolution invited the specialised agencies, as well as the regional economic commissions and the functional commissions, "to pay special attention to further concentration of their activities on major economic, social and human rights problems, as may be appropriate, and to the more efficient co-ordination of the said activities, and to include a special section regarding these matters in their next reports to the Council."

3. At the 133rd Session of the Governing Body the International Organisations Committee made a preliminary examination of this question and decided to consider at the present session (134th) a draft reply to the Economic and Social Council taking into account the discussion at its last session.1 The Committee therefore resumed consideration of the matter at the present session of the Governing Body.

4. In the first instance the Committee considered the fact that the Co-ordination Committee of the Economic and Social Council had expressed the hope that the principle embodied in Rule 80 of the Council's Rules of Procedure would be applied in the organs of the specialised agencies.2

5. The Committee recalled that the Governing Body at its 115th Session amended its Standing Orders and the Standing Orders of the Industrial Committees, with a view to providing for prior consultation in respect of proposals for new activities relating to matters of direct concern to the United Nations or other specialised agencies.3 The Governing Body, however, decided at the same session that amendments to its Standing Orders and to the Standing Orders of the Industrial Committees should come into force as from the date of the adoption of corresponding amendments to their Rules of Procedure by the Economic and Social Council and the General Assembly of the United Nations.4

6. Having regard to the fact that Rule 80 of the Rules of Procedure of the Economic and Social Council of the United Nations corresponds to the amendments adopted by the Governing Body at its 115th Session, the International Organisations Committee recommends the Governing Body to decide that, the Economic and Social Council having made the necessary amendments to its Rules of Procedure, the amendments adopted at its 115th Session concerning the Standing Orders of the Governing Body and of the Industrial Committees should now become effective.

7. The Committee examined a draft communication to the United Nations on co-ordination and concentration of international efforts, prepared in accordance with the decision taken by the Committee at its last session. The Committee requested the Office to revise this draft with a view to making it shorter. The draft communication to the United Nations, revised in accordance with the Committee's request, is annexed to the present report.5 The Committee recommends the Governing Body to communicate to the United Nations the annexed statement of the views of the Governing Body concerning co-ordination and concentration of international efforts.

8. The Government representative of the United Kingdom drew the Committee's attention to a resolution which had been adopted by the Fifth Committee of the General Assembly of the United Nations at the Assembly's present session. This resolution requested the Economic and Social Council to study the over-all programmes to be undertaken by the United Nations and the specialised agencies in the economic and social fields over the next five or six years, the intention of the Fifth Committee being that this would permit the elimination or deferment of those programmes which are no longer of the highest importance and urgency. The International Organisations Committee considered it desirable to emphasise that, while it would no doubt be useful for the Economic and Social Council to be informed of the long-term programme of the International Labour Organisation, it was for the Organisation alone to determine the content of its own programme, and it trusted that the Director-General would not fail to make clear to the Economic and Social Council the Governing Body's views on this question.

Twentieth Report of the Administrative Committee on Co-ordination

9. The Committee noted that the 20th Report of the Administrative Committee on Co-ordination, which it had before it for consideration, did not call for any action on the part of the Governing Body. However, during the general discussion, Mr. Bergenström drew the Committee's attention to Annex II of the report, concerning the activities of the United Nations and specialised agencies in the field of the peaceful uses of atomic energy; he pointed out that it was desirable to ensure that there should not be any possibility of overlapping in the activities undertaken by international organisations in this field. The United States Government member indicated his agreement with this observation and emphasised that, when the programme of the Inter-

1 Ibid., p. 164, paragraphs 2-10.
2 Rule 80 of the Council's Rules of Procedure is as follows:

"1. Where an item proposed for the provisional agenda or the supplementary list of items for a session contains a proposal for new activities to be undertaken by the United Nations relating to matters which are of direct concern to one or more specialised agencies, the Secretary-General shall enter into consultation with the agency, or agencies concerned and report to the Council on the means of achieving co-ordinated use of the resources of the respective agencies.

2. Where a proposal put forward in the course of a meeting for new activities to be undertaken by the United Nations relating to matters which are of direct concern to one or more specialised agencies, the Secretary-General shall, after such consultation as may be possible with the representatives at the meeting of the other agency or agencies concerned, draw the attention of the meeting to these implications of the proposal."

3. Before deciding on proposals referred to above, the Council shall satisfy itself that adequate consultations have taken place with the agencies concerned."
national Atomic Energy Agency—was being established, his Government, bearing in mind the need for avoiding duplication of effort, would seek to ensure that the Agency would make the fullest use of the services in the atomic field which can be rendered by the I.L.O. He expressed the hope that, in the meantime, neither the I.L.O. nor the other international organisations concerned would draw up detailed programmes of work in this field without prior consultation with the Preparatory Commission of the Agency. He suggested that if the Preparatory Commission were to set up a committee to conclude working agreements with the I.L.O. and the other international organisations, the Governing Body should likewise consider the desirability of setting up a committee to negotiate the agreement between the I.L.O. and the Agency. Mr. Delaney pointed out that, in this event, the committee to be set up by the Governing Body should be tripartite in character. It was understood that the Director-General would bear these points in mind and seek further decisions from the Governing Body as the situation required.

10. Bearing in mind these observations, the Committee recommends the Governing Body to take note of the 20th Report of the Administrative Committee on Co-ordination.


11. During the general discussion which the Committee held on this report various members emphasised that they had not had sufficient time to examine it in detail. Some members felt that the experts had possibly been too doctrinaire; others thought that the experts had been realistic, particularly in pointing out that higher family levels of living were essentially dependent upon economic factors. The United States Government member emphasised that plans for the integration of measures to improve family levels of living should take account of voluntary action; he also pointed out that any measures taken in this field should be aimed at improving conditions of life. Other Government members indicated that the World Health Organisation and the United Nations should study the medical aspects of the problems of population growth in underdeveloped countries, including family planning.

12. Following this discussion the Committee recommends the Governing Body—

(a) to express its appreciation of the work of the experts;
(b) to take note of the experts’ report and to express the particular interest of the International Labour Organisation in this report and in its subject-matter—
(c) to state that, while agreeing on the desirability of preparing plans for the integration of measures to improve family levels of living, it considers that the preparation or implementation of such plans should not delay unduly the implementation of measures relating to individual sectors;
(d) to state further that the plans thus prepared should take account of voluntary action and should have as their objective the improvement of conditions of life.

General Information

13. The Committee decided to postpone consideration of the document submitted to it on this question until the next session of the Governing Body.

Proposed European Convention on Social and Economic Rights

14. The Committee noted the information communicated to it on the stage reached with regard to the proposed European Convention on Social and Economic Rights, and on the proposals of the International Confederation of Free Trade Unions and of the International Federation of Christian Trade Unions to the effect that the draft Convention should be examined at the appropriate stage by a tripartite conference composed of representatives from those states which are Members both of the I.L.O. and of the Council of Europe. At the same time the Committee reaffirmed the desire of the International Labour Organisation to maintain close collaboration with the Council of Europe in this connection.

Conference of the European Coal and Steel Community on Safety in Coal Mines

15. The Committee was informed of the results of the Conference on Safety in Coal Mines convened in Luxembourg by the High Authority of the European Coal and Steel Community. It noted in particular that this Conference had recommended that certain provisions of the Model Code of Safety Regulations for Underground Work in Coal Mines for the Guidance of Governments and of the Coal-Mining Industry should be amended so as to bring it abreast of recent technical developments. It also noted that the Coal Mines Committee of the International Labour Organisation, at its Sixth Session, had recommended that the Code be completed and kept up to date.

16. The Committee therefore recommends the Governing Body to endorse the desirability of amending those provisions of the Model Code that are no longer in keeping with the best practices of the present time.

17. During the discussion on this question the Committee noted that the Director-General would probably consider it necessary, at the appropriate stage and in accordance with customary procedure, to make proposals for a small meeting of experts for the purpose of considering and approving the amendments to the Model Code; the Committee thought that the Director-General, when considering this possibility, should also examine as an alternative the possibility of having the amendments considered by the Meeting of Experts on Fires and Electricity in Coal Mines, already envisaged.

Annex

Draft Communication to the United Nations concerning Co-ordination and Concentration of International Efforts

Concentration of Efforts and Co-ordination of Programmes

1. The Governing Body of the I.L.O. has given most careful consideration to the views expressed at the 22nd Session of the Economic and Social Council in connection with the general review of the development and co-ordination of economic, social and human rights programmes and activities of the United Nations and the specialised agencies as a whole, and to the decisions taken by the Council thereon.

2. The Governing Body wishes to emphasise, at the outset, that it shares with the Council the desire that international efforts and resources should be concentrated on major economic, social and human rights problems, as may be appropriate, and that it will continue to do everything in its power to achieve the fullest possible measure of concentration of the efforts and of the resources of the I.L.O. and to realise to the maximum possible extent the co-ordination of the programmes of the I.L.O. with those of the United Nations and the specialised agencies.
3. In this connection the Governing Body wishes to recall the statement which it adopted at its 115th Session and which was communicated to the Council in August 1951, in response to the resolutions concerning concentration of efforts and resources and criteria for the evaluation of priorities. In this statement the Governing Body emphasised, inter alia:

(a) Co-ordination and priorities must arise out of the concrete and changing needs of the world economic and social situation. Co-ordination is not an end in itself. It is a means of enabling the various international organisations to discharge their responsibilities in a manner which will enable them to render the maximum of service to member nations with the greatest possible measure of efficiency and economy. Its primary objects are to ensure that the general policies of the various organisations make a maximum contribution to the attainment of the common generative purposes of the United Nations and that the general scale of international effort does not outrun the possibilities of effective national implementation by member States. Priorities have no meaning when considered in the abstract. It follows that whereas broad priorities can be determined as a result of a general and comprehensive review of the world economic and social situation, which the Economic and Social Council is in a unique position to undertake by calling together authoritative members from the different countries in close touch with the over-all economic and social policies of their countries, detailed priorities within broad fields depend, as the Council itself has recognised, upon primarily technical considerations such as the particular activities which can most profitably be undertaken in a given situation taking into account the resources available and the possibilities of fruitful results, and such priorities by their very nature cannot be fixed at by the individual organisations working in each field and having at their disposal the necessary detailed knowledge and experience.

(b) Flexibility in organisation is essential to effective concentration of effort. Since priorities for international action in the economic and social fields depend at all times on a changing political and economic situation, it is necessary that the organisational arrangements designed to deal with these matters should be capable of adapting decisions of policy and programme rapidly and economically to meet changing circumstances.

4. In addition to the considerations set out in the preceding paragraphs there are a number of other factors which the Governing Body considers should be kept in mind when discussing the respective responsibilities of the United Nations and the International Labour Organisation in fields of common interest. The more important of these factors were summarised in the statement laid before the Council in August 1951, and referred to in paragraph 3 above, as follows:

(a) The existing relations between the United Nations and the International Labour Organisation represent considered decisions of high policy taken deliberately by all the members of the United Nations and endorsed by the national parliaments and legislatures when ratifying the Charter of the United Nations and the post-war amendments to the Constitution of the I.L.O. Those decisions were taken in the belief, which 30 years of experience confirm, that the International Labour Organisation can render greater service to the world on the basis of its traditional autonomy within a general framework of wholehearted co-operation with the United Nations than it could hope to do in any other manner.

(c) The problems of co-ordination confronting the I.L.O. include both its relations with the United Nations and with other specialised agencies in relationship with the United Nations and its relations with a number of other international organisations primarily of a regional character which have no organic relationship with the United Nations system.

(d) The direct representation of employers and workers as well as of governments which is the fundamental basis of the Constitution and methods of work of the I.L.O. confronts it with both problems and opportunities different in character from those of the other international organisations and thereby makes a high degree of autonomy particularly imperative. One of the main tasks of the I.L.O. is to promote the widest possible measure of reasonable and divergent economic interests with governments playing a mediating role. The successful working of the I.L.O. depends primarily on the degree of success

which it achieves in this task. All I.L.O. decisions, including decisions on priorities, work programmes, budgets and the actual conclusions reached on particular questions by the International Labour Conference, are reached by a process in which the element of negotiation between organised economic interests plays a large part. It is therefore essential that the arrangements made for effective co-ordination of the activities of the I.L.O. with those of other international organisations should be of such a character as not to disturb this delicate balance of negotiation or to deprive the employer and worker groups of the right which they enjoy to participate on an equal footing in the formulation of I.L.O. policy.

5. In the following paragraphs the Governing Body wishes to call the attention of the Council to the procedures governing the elaboration of the I.L.O. programme and the preparation of the budget, whereby all the activities of the I.L.O. are kept under constant control with a view to effectuating maximum concentration of efforts and resources.

6. The concentration in the Governing Body of effective responsibility for determining the agenda of the International Labour Conference has been of inestimable value in enabling the Conference to devote its energies at each successive session to a limited number of well-defined subjects on which it is called upon to take definite decisions.

7. The Governing Body is also responsible for convening all other meetings held under the auspices of the International Labour Organisation, fixing the dates and duration of such meetings, determining their agenda and deciding what action should be taken on the basis of reports or resolutions adopted by them.

8. In order to ensure that proposals for action in particular fields are as concrete and as practical and possible as the Governing Body has established committees of its own members to advise it on these matters in the light of existing priorities and available resources. For instance, the International organisations Committee of the Governing Body follows closely the work of other international organisations in fields of interest to the I.L.O. and makes proposals to the Governing Body for the effective co-ordination of the work of the I.L.O. as a whole within the whole complex of international and regional activities in the economic and social field. This Committee is also responsible for recommending the Governing Body, in the light of the programme and basic priorities of the I.L.O., to authorise the Director-General to undertake a particular activity requested by another international organisation. The Manpower and Employment Committee of the Governing Body keeps the development of the operational manpower programme under continuous review both within each of the main regions in which it operates and with respect to the total development of the programme. A similar function is carried out by the Technical Assistance Committee of the Governing Body in respect of operational technical assistance activities. The Asian Advisory Committee advises the Governing Body on I.L.O. activities in Asian countries, especially in connection with the preparation of Asian Regional Conferences and meetings. The Committee on Industrial Committees examines all the conclusions and recommendations of Industrial Committees and proposes, prior to any action being taken upon them, what action should be taken, bearing in mind the total programme and chief current preoccupations of the I.L.O. Finally, the Financial and Administrative Committee examines all financial and administrative questions arising from the implementation of the activities of the I.L.O. Other committees have been established by the Governing Body in order to give expert advice on particular programmes.

9. Commenting on the whole system of committees which assist the Governing Body in drawing up the work programme of the I.L.O. in their respective field of competence, the Advisory Committee on Administrative and

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4 Ibid., paragraph 5, pp. 268-269.
Budgetary Questions observed, in a recent report to the General Assembly—

Despite the administrative and financial problems inherent in such a structure, these arrangements contribute to a closer association of governments, employers and workers with the development of the programme and lead to a possible economy in secretariat costs. . . . The administrative and financial aspects of such advisory and consultative machinery are under continuous scrutiny with a view to securing a maximum advantage without uneconomical expenditure.1

10. In order to ensure the "continuous scrutiny" referred to by the Advisory Committee of the I.L.O., both the Governing Body reviews from time to time the composition and functioning of all conferences and committee meetings convened by the I.L.O. For instance, as recently as March 1956, the Governing Body established a committee of its own members to carry out a review of all aspects of these conferences and meetings (on the occasion of the Annual Conference and the Governing Body); this committee will report to the Governing Body in the near future.

**Budgetary Control**

11. In the statement which was communicated to the Economic and Social Council in August 1951, referred to in paragraph 3 above, the Governing Body emphasised that—

"(b) Concentration of effort presupposes effective budgetary control. Unless there is a close relationship between the determination of programmes in each organisation and the taking of measures necessary to give effect to such programmes, the budget process ceases to be an effective instrument of management and control. In the I.L.O. effective budgetary control exists. The Director-General assumes the fullest personal responsibility before the Governing Body for all programme and budget proposals and in the Governing Body the responsibility for approving the I.L.O.’s programme of activities and the responsibility for the financial measures necessary to give effect to such programmes, are closely co-ordinated and integrated with the programmes, are closely co-ordinated and integrated with the total volume of the publications is subject to review by the Governing Body and by the Conference on the occasion of the discussion of the budget."

Integration of Technical Assistance Activities

17. The activities of the International Labour Organisation, and in particular those of its executive organ, the International Labour Office, are not, however, all determined by the agenda of meetings convened under the auspices of the Organisation. The technical assistance rendered to States has, during the last few years, especially through the operation of the Expanded Programme of Technical Assistance of the United Nations and the specialised agencies, assumed an increasing importance in relation to the workload of the Organisation. This is why it has appeared especially necessary to ensure that the technical assistance activities of the I.L.O. under the Expanded Programme and under the regular programmes, are closely co-ordinated and integrated with the research and standard-setting activities of the Organisation.

18. This integration is being actively carried out and has been acknowledged by the Advisory Committee on Administrative and Budgetary Questions, which recently reported to the General Assembly as follows:

"The Committee is glad to find that the operational programmes of the I.L.O., including technical assistance activities, as shown by the annual Administrations and Budgetary Co-ordination between the United Nations and the International Labour Organisation with Particular Reference to the Working of the Expanded Programme of Technical Assistance (United Nations Document A/3142, 10 July 1956, paragraphs 22)."


1 United Nations Document A/3142, 10 July 1956, op. cit., paragraphs 40 and 42.

Increase in the Work Programme of the I.L.O. as the Result of Requests for Co-operation from Other International Organisations

19. Requests received from the United Nations or from other international organisations for the examination
of questions which are within the province of the I.L.O., or for co-operation in the implementation of programmes of these organisations which include aspects falling within the competence of the I.L.O., or for other important bearing on the total programme of the Organisation.

20. It will be recalled that the Economic and Social Council itself, either on its own initiative or at the suggestion of non-governmental organisations, from time to time refers to the I.L.O. for examination and questions falling within the competence of the I.L.O. Thus, for instance, the I.L.O., in agreement with the Economic and Social Council, has established a procedure designed to examine allegations of infringements of the exercise of trade union rights, in accordance with which complaints submitted by the United Nations are referred by it to the I.L.O. Similarly, in 1951, in accordance with a resolution of the Economic and Social Council, the Secretary-General of the United Nations and the Director-General of the I.L.O. jointly established an Ad Hoc Committee on Forced Labour, whose report was submitted to the Council and to the Governing Body in 1953, and, at its 21st Session (April-May 1956) the Council, recognising the special responsibilities of the I.L.O. in this field, requested the Secretary-General to transmit to the I.L.O. any information which he may receive relating to forced labour. The Economic and Social Council also referred to the I.L.O. the question of protection of migrant workers and, as a result, the recommendations of the revision of the Convention and Recommendations of 1930 concerning migration for employment, which culminated in the adoption by the International Labour Conference in 1949 of the revised Convention and Recommendation concerning migration for employment. Similarly, in 1949, the Economic and Social Council referred to the I.L.O. the question of equal remuneration for equal work for men and women workers, and this question, to which the I.L.O. had already devoted some attention, was later the subject of the Equal Remuneration Convention, 1951 (No. 100) and the Equal Remuneration Recommendation, 1951 (No. 90), adopted by the International Labour Conference at its 34th Session, in June 1951. Again, in 1954, the Economic and Social Council referred to the I.L.O. the question of discrimination in the field of employment and occupation, and this topic has been included in the agenda of the 1957 Session of the International Labour Conference with a view to the adoption of an international instrument on the subject.

21. The International Labour Office has also dealt with many requests for the supply of information on technical workers for meetings of the United Nations or other international organisations dealing with problems certain aspects of which fell within the competence of the I.L.O.\(^1\) Over the past year, for instance, the I.L.O. prepared for the United Nations Commission on the Status of Women reports on opportunities for women in handicrafts and cottage industries, on equal remuneration for men and women workers, and for work of equal value, on part-time employment and the employment of older women, and, jointly with U.N.E.S.C.O., a report on opportunities for girls in vocational and technical education; it presented to the United Nations Committee on the Status of Women Non-Self-Governing Territories, reports on economic and social aspects of workers' housing, on technical and vocational policies in non-metropolitan territories, and on social conditions in non-self-governing territories; it co-operated in the preparation of the United Nations International Survey of Programmes of Social Development, in the preparation of a preliminary study of the most important factors influencing the success or failure of schemes of land settlement by migrants, and, in the preparation of the report on the world social situation. In addition, the I.L.O. supplied information to the United Nations and specialised agencies in a number of other fields such as labour statistics.


22. Requests made to the I.L.O. for co-operation with other international organisations in the examination of problems of common concern must be examined by the I.L.O. in the light of its resources and priorities, before they can be included in its over-all programme with the assurance that they can be properly implemented.

23. The Governing Body of the I.L.O. therefore attaches particular importance to the earliest possible consultations between the I.L.O. and other organisations concerned with such requests. Unless such consultations are held at a very early stage the I.L.O. must either leave to other organisations work in a field which is none the less within its competence, or else undertake a task which it may be unable to discharge without prejudicial repercussions on the priorities already established under its own programme.

24. For these same reasons the Governing Body of the I.L.O. welcomes the emphasis laid by the Economic and Social Council on the importance of a procedure similar to that which is set forth in Rule 80 of the Council's Rules of Procedure always being followed in respect of functional and regional economic commissions wherever, in meetings of any commissions, programmes, proposals of common interest to the specialised agencies are made.

25. The Governing Body of the I.L.O. also wishes to draw the attention of the Council that the hope expressed by the Council at its 22nd Session, namely, that the principle expressed in Rule 80 of the Council's Procedure concerning the allocation of work to the organs of the specialised agencies, has been fully realised by the I.L.O.

26. At its 115th Session (June 1951) the Governing Body decided in principle to amend its Standing Orders to provide for prior consultation in respect of proposals for new activities to be undertaken by the I.L.O. relating to matters of direct concern to the United Nations or the specialised agencies in a manner analogous to that provided for in Rule 80 of the Council's Rules of Procedure.\(^2\)

27. A similar decision of principle to embody a rule equivalent to Rule 80 of the Council's Rules of Procedure in the Standing Orders of the International Labour Conference (article 17bis) was also taken in June 1951. Furthermore, the Standing Orders of the Conference have been amended to provide as follows:

Where items are placed on the agenda of the Conference with a view to the adoption of a Convention or Recommendation, the Standing Orders of the Conference or of the Governing Body of the I.L.O. for their comments on the proposed Convention or Recommendation, consult the United Nations and other specialised agencies in respect of any provision of the proposed Convention or Recommendation which affects the activities of such organisation or organisations, and the comments of such organisation or organisations shall be brought before the Conference, together with the comments received from governments.\(^3\)

28. Similar decisions of principle were taken at the same time incorporating amendments corresponding to Rule 80 of the Council's Rules of Procedure in the Standing Orders for Industrial Committees (article 14) concerning the Powers, Functions and Procedure of Regional Conferences Convened by the I.L.O. (article 14).

29. The principle embodied in these amendments has been practically and consistently implemented by the I.L.O., notwithstanding the reservation, made at the time of their adoption, that they should come into force as from the date of the adoption of corresponding amendments to their rules of procedure by the Economic and Social Council and by the specialised agencies. At its 134th Session the Governing Body decided that, the Economic and Social Council having adopted an amended

\(^2\) This amendment (article 39bis) corresponds to Rule 81 of the Council's Rules of Procedure.
The tremendous increase in the extent of consultations concerning the Standing Orders of the Governing Body and of the Industrial Committees should become formally effective.

30. The Governing Body also wishes to emphasise that, whenever new proposals are contemplated for the undertaking of I.L.O. activities which are of interest to the specialised agencies, the I.L.O. will continue to give its fullest possible co-operation to the United Nations in connection with such broad programmes, in accordance with the role assigned to it by its Constitution and on the understanding that the grouping together of a wide variety of problems in programmes carried out under the leadership of one organisation neither confers nor curtails the competence of the other organisations to deal with those particular aspects of the programmes which fall within their respective fields of action.

34. The I.L.O. will continue to give its fullest possible co-operation to the United Nations in connection with such broad programmes, in accordance with the role assigned to it by its Constitution and on the understanding that the grouping together of a wide variety of problems in programmes carried out under the leadership of one organisation neither confers nor curtails the competence of the other organisations to deal with those particular aspects of the programmes which fall within their respective fields of action.

35. In the experience of the I.L.O., however, it has often been found that the utility of broad generalisations is doubtful until they have been spelled out in detail as concrete problems, and that in order to achieve practical results it is better to break down the complexity of the problems awaiting attention into well-defined subjects of limited scope.

36. The Secretary-General has already indicated some of the difficulties which these broad programmes have created for the United Nations: the necessity of harmonising the different components of the programmes; the tremendous increase in the extent of consultations with the specialised agencies which the United Nations Secretariat is called upon to undertake; the serious strain placed on existing arrangements for co-ordination; and the invidious choice between full consultations with the specialised agencies and meeting the deadlines with which the Governing Body and the Secretariat of the United Nations is sometimes confronted.

37. Clearly all these difficulties are shared to the same extent also by the specialised agencies which are called upon to deal with particular aspects of these programmes. But, for the specialised agencies, another difficulty of major importance consists in the fact that, in so far as these programmes may absorb a comparatively large share of their limited resources, they may tend to curtail action in regard to other urgent problems.

38. Caution should therefore be exercised in the formulation of too ambitious programmes, lest the international effort lose in depth what it seeks to gain in breadth and the specialised agencies be led to disperse their efforts in a series of activities (preparation of reports, convening of seminars, participation at meetings, etc.) which may disrupt their existing programmes or prevent them from carrying out other constitutional obligations.

39. In this connection the Governing Body has noted with satisfaction that the Administrative Committee on Co-ordination considered the whole matter at its session in October 1956 and observed in its 20th Report (paragraphs 30 and 31): The degree of prior inter-secretariat co-operation in the preparation of programmes has a direct bearing on the practical effectiveness of the various specialised agencies as well as to the technical and financial resources which should be mobilised to carry them out, and to the readjustment of their current activities required by their undertaking full responsibility for that part of the subjects covered by the broad programmes which falls within their respective fields of competence.

40. The Governing Body wishes to emphasise that the organisations concerned should be able to give at an early stage full consideration to the merits of the broad programmes from the earliest planning stages. In addition to such measures, special action may be required to ensure that, before final decisions on a broad programme involving a major new initiative are taken by one organisation, the governing organs of other organisations directly concerned are consulted and afforded due opportunity to express their views. The delay necessarily entailed would, it is believed, be fully compensated in terms of facilitating and promoting concerted international action.

41. To this end, it is essential that consultations between the United Nations and the other organisations concerned should be provided for at the planning stage, and at all appropriate levels—including the respective policy-making bodies—and that the views of the organisations concerning the substantive aspects of these programmes and their detailed implementation should be taken into full consideration before final decisions are reached.

42. The Governing Body therefore keenly welcomes the proposals contained in the 20th Report of the Administrative Committee on Co-ordination and, in particular, in paragraph 31 of that report, and hopes that these proposals will be approved and applied by the Economic and Social Council and the General Assembly. It feels confident that such action would help substantially to the full co-operation between the United Nations and the I.L.O. with a view to the fuller attainment of their common objectives.

APPENDIX XIII

Thirteenth Item on the Agenda: Report of the Technical Assistance Committee

1. The Technical Assistance Committee met on 2 March 1957 under the chairmanship of Mr. Hauck. The Committee considered an agenda comprising three items:

**Progress Report on the Operational Programme (1956) and Operational Programme for 1957**

2. The Committee decided, in view of the close inter-relationship between the first two items on the agenda (Progress Report on the Operational Programme (1956) and Operational Programme for 1957) to consider together the two reports submitted in respect of these two items.

3. The Committee noted that, in accordance with its recommendation and the decision taken by the Governing Body at its 133rd Session, the Office had submitted a general report on implementation of the 1956 programme, including an initial appraisal of 1956 activities. A second report before the Committee outlined the main features of the 1957 programme. It was noted, further, that copies of the more general evaluation report on the technical assistance programme which was to be submitted by the Technical Assistance Board to the Economic and Social Council at its summer session would be made available to the Committee at its next meeting.

4. From the two reports under consideration the Committee noted that actual expenditure on field projects amounted in 1956 to $2,665,287, as against $2,310,072 in 1955, and that expenditure, including operational and administrative costs, amounted in 1956 to $3,045,438, as against $2,632,222 in 1955. The total expenditure for 1956, including utilisation of Contingency Fund allocations made during the year, amounted to $3,374,671, while the 1957 figures corresponded to $3,850,000. It was noted, further, that copies of the more general evaluation report on the technical assistance programme which was to be submitted by the Technical Assistance Board to the Economic and Social Council at its summer session would be made available to the Committee at its next meeting.

5. The Committee reviewed the distribution of field programme resources among the various regions in 1956 and the expected distribution in 1957. The figures were as follows:

<table>
<thead>
<tr>
<th>Region</th>
<th>1956 (Actual)</th>
<th>1957 (Expected)</th>
</tr>
</thead>
<tbody>
<tr>
<td>U.S. dollars</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Asia</td>
<td>719,745</td>
<td>1,047,000</td>
</tr>
<tr>
<td>Latin America</td>
<td>1,020,390</td>
<td>800,000</td>
</tr>
<tr>
<td>Near and Middle East</td>
<td>397,704</td>
<td>497,400</td>
</tr>
<tr>
<td>Europe</td>
<td>274,444</td>
<td>317,600</td>
</tr>
<tr>
<td>Africa</td>
<td>164,058</td>
<td>207,000</td>
</tr>
<tr>
<td>Inter-regional</td>
<td>89,346</td>
<td>95,000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>2,665,287</strong></td>
<td><strong>2,964,000</strong></td>
</tr>
</tbody>
</table>

It was noted that the 1956 figures included Contingency Fund expenditure while the 1957 figures corresponded solely to the estimated cost of implementation of the approved programme and did not include Contingency Fund allocations. The relatively higher figure for Latin America in 1956 reflected large-scale developments under the Andean Indian project (to some extent with Contingency Fund support) and was altogether possible that the actual figure for 1957 expenditure in Latin America, including utilisation of special allocations, might in fact exceed the figure of $800,000 corresponding to the basic approved programme. The variations from 1956 to 1957 were the result of normal fluctuations in the composition of country programme requests and did not on the whole point to significant new trends. In 1957 Asia had resumed its place as the principal beneficiary region and, in the light of a somewhat larger basic programme supplemented by Contingency Fund allocations, it was evident that the programme for Africa would be more substantial than in previous years.

6. In response to a request for an explanation of the slight rise in administrative costs and operational services costs from 1955 to 1956, the Deputy Director-General indicated that these were marginal variations of the kind occurring necessarily from year to year and did not correspond to any continuing upward trend. The position for the I.L.O. over the past five years in regard to the percentage of operational services and administrative costs of the total programme was as follows:

<table>
<thead>
<tr>
<th>Year</th>
<th>Operational services</th>
<th>Administrative costs</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1952</td>
<td>8.46</td>
<td>5.35</td>
<td>13.81</td>
</tr>
<tr>
<td>1953</td>
<td>8.22</td>
<td>5.97</td>
<td>14.19</td>
</tr>
<tr>
<td>1954</td>
<td>6.68</td>
<td>7.07</td>
<td>13.75</td>
</tr>
<tr>
<td>1955</td>
<td>6.72</td>
<td>5.95</td>
<td>12.67</td>
</tr>
<tr>
<td>1956</td>
<td>6.76</td>
<td>6.06</td>
<td>12.82</td>
</tr>
</tbody>
</table>

The comparative position for the main participating organisations in 1955 was as follows:

<table>
<thead>
<tr>
<th>Organisation</th>
<th>Operational services</th>
<th>Administrative costs</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>I.L.O.</td>
<td>6.72</td>
<td>5.95</td>
<td>12.67</td>
</tr>
<tr>
<td>T.A.A.</td>
<td>9.38</td>
<td>5.43</td>
<td>14.81</td>
</tr>
<tr>
<td>F.A.O.</td>
<td>8.39</td>
<td>5.98</td>
<td>14.38</td>
</tr>
<tr>
<td>U.N.E.S.C.O.</td>
<td>4.63</td>
<td>6.35</td>
<td>11.48</td>
</tr>
<tr>
<td>W.H.O.</td>
<td>8.08</td>
<td>4.98</td>
<td>13.06</td>
</tr>
</tbody>
</table>

The I.L.O. remained well within the limits recommended for these categories of costs and every effort was made to hold such costs to a minimum.

7. After reviewing the composition of the programme itself, as implemented in 1956 and approved for 1957 the Committee came to the conclusion that the first years of operation of the new system of country programming had brought about no measurable change in the relative scale of activity in particular technical fields. The main emphasis continued to be placed on vocational training and other manpower activities (which absorbed approximately one-half of the field resources), while the proportion of funds devoted to labour conditions and administration, co-operation and handicrafts, productivity and social security respectively had undergone no significant variations. A broadly satisfactory balance had been maintained by governments between projects of an economic and technical nature and projects having a primarily social character.

8. As to types of technical assistance, it was noted that experts and instructors continued to constitute the spearhead of the programme. Thus, while in 1956 there was a slight decline in the number of fellowship and traineeship awards, the number of experts on assign-
ment rose to 289 from 238 in the preceding year. In reply to a question the Committee was informed that the diminution in the number of fellowships, though not necessarily a permanent trend, had its explanation in several developments, notably the large number of fellows already trained, the amplification of training institutions in certain of the underdeveloped countries concerned and the tendency to have fewer and longer-term projects under which experts remained on assignment for periods permitting more training of counterparts to be done on the spot.

9. The Committee took note of the importance attached by many beneficiary governments to short training courses, seminars and the like at the regional level, and recognised that there appeared to exist a case for some increase in the scale of regional activities as and when additional funds might be made available for this purpose.

10. Two satisfactory trends observed in connection with formulation of country programmes requests for 1957 were a fuller compliance by requesting governments with the established programming procedure and an increasing emphasis on projects related directly to specific development schemes. In reply to a question the Committee was informed that arrangements at the country level for adequate co-ordination of national technical assistance programme requests were significantly improving in the great majority of cases.

11. On the other hand, the Committee noted that the situation with respect to provision of counterparts for experts, though satisfactory in many countries, was not uniformly good. It was also noted that cases existed in which fellows on their return to their respective countries were not given an opportunity, through suitable placement, to apply and extend the special knowledge thus acquired. It was considered by the Committee that remedial action in these two connections was required if maximum benefit were to be derived from the resources available.

12. Several members of the Committee referred to the I.L.O. worker-trainee and foreman-trainee programme and to the importance attaching to an intensified effort of training and education at the foreman level, which was a vital level both for production and for labour-management relations. In reply, the representative of the Director-General outlined the evolution of the Yugoslav project from the worker to the foreman level and the steps taken in selection of foremen for training to ensure that the lessons learned were passed on as widely as possible. He referred, further, to the inherent limitations and the relatively costly nature of foreman-trainee programmes even in favourable circumstances, and to the solution adopted in Yugoslavia, where a large part of the available funds is now being concentrated upon the establishment and operation of a lasting institution for the training of supervisory and managerial personnel in the country. In certain countries, moreover, the training effort deployed with the assistance of the I.L.O. had to begin virtually from nothing and the initial objective was necessarily the formation of a body of skilled and semi-skilled workers rather than improvement of supervisory techniques.

13. The representative of the Director-General replied on a number of detailed questions relating to particular aspects of the programme. He concurred with a member of the Committee who suggested that more copious illustration might in future be given of the scale and impact of activities in particular fields and that in certain social fields, as for instance that of social security to which reference had been made, the report on 1956 activities and the appended financial tables did not give as explicit a picture as might be desired. In point of fact, though the financial implications were often slight as compared with certain major training and productivity projects, no fewer than 25 social security projects had been implemented under the Expanded Programme in 1956. Many of these were of relatively short duration, corresponding as they did to successive steps of evolution of social security schemes, but their value was unquestionable.

14. Several members of the Committee expressed appreciation both of the form of the report submitted on the 1956 programme and of the achievements recorded in the report. It was suggested by one member that more space might in the future be devoted to reporting on the actual difficulties, problems and shortcomings inevitably associated with implementation of a programme of this kind. The Deputy Director-General welcomed this suggestion and promised to keep it in mind in drafting further reports.

15. The Committee agreed that, in conformity with the decision taken by the Governing Body at its 133rd Session, a report on implementation of the 1957 programme on the same general lines as that submitted to the present session on the 1956 programme should be prepared for consideration by the Committee in conjunction with the March 1958 Session of the Governing Body. While a report containing the kinds of information desired, including financial data as of the end of the year, could not be prepared before a certain date, it was understood that the Office would make every effort to circulate the report as far as possible in advance of the meeting of the Committee.

Other Questions

16. No questions were raised under this third item of the Committee's agenda.

Henry HAUCK,
Chairman and Reporter.
APPENDIX XIV

Fourteenth Item on the Agenda: Reports of the Financial and Administrative Committee

The first report of the Financial and Administrative Committee, being of a confidential nature, is printed separately in accordance with the usual practice. The second report and the relevant documents containing the budget estimates for 1958 are, however, published in the report on financial and budgetary questions submitted to the 40th Session of the International Labour Conference.¹

APPENDIX XV

Fifteenth Item on the Agenda: Composition of Committees and of Various Meetings

Committees

**Correspondence Committee on Occupational Safety and Health**
(Present membership: 170)

New Appointment.
1. The Governing Body is invited to appoint, for a period of three years, the following new member:
   - Mr. F. Quinzaños P. (Mexican), Chief of the Industrial Safety Division, Department of Labour and Social Welfare, Mexico City.

**Correspondence Committee on Co-operation**
(Present membership: 46)

Death.
2. The Governing Body is informed of the death of Mr. M. A. Basevi (Italian).

Reappointments.
3. The Governing Body is invited to reappoint, for a period of three years, the following members whose term of appointment has expired:
   - Mr. A. L. Amer (Egyptian).
   - Mr. A. Antoni (French).
   - Mr. C. H. Barrier (Swiss).
   - Mr. Carlos Burr (Chilean).
   - Mr. J. Erdereens (Belgian).
   - Mr. H. J. Frietema (Netherlands).
   - Mr. Leib Garfunkel (Israeli).
   - Mr. E. Hasselmann (German, Federal Republic).
   - Mr. S. A. Husain (Pakistani).
   - Mr. Brian Melvin (Canadian).
   - Mr. Roseli Rahim (Indonesian).
   - Mr. T. Snecx (Australian).
   - Mr. R. Southern (United Kingdom).
   - Mr. J. K. Stern (United States).
   - Mr. B. J. Surridge (United Kingdom).
   - Mr. N. R. Uzgoren (Turkish).
   - Senator C. Vailancourt (Canadian).
   - Mr. V. P. Varde (Indian).
   - Mr. J. Voorhis (United States).
   - Mr. M. Voughtkevitch (Yugoslav).

Various Meetings

**Tripartite Working Party on Wages, Hours of Work and Manning on Board Ship**
(Geneva, 11-19 April 1957)

4. At its 133rd Session (Geneva, November 1956), the Governing Body agreed that the names of the members appointed by the three groups should be submitted directly to the Director-General.

5. On the basis of the nominations submitted by the three groups the composition of the Working Party is as follows:

**Government representatives:**
- Argentina.
- Denmark.
- France.
- India.
- United Kingdom.
- United States.

**Substitutes:**
- Greece.
- Japan.
- Netherlands.

**Shipowners’ representatives:**
- Mr. R. E. Kumana (Indian).
- Captain Odd I. Loennechen (Norwegian).
- Mr. Jacques Marchegay (French).
- Mr. Maitland S. Pennington (United States).
- Sir Richard Sheedden (United Kingdom).
- Mr. W. N. H. van der Vorm (Netherlands).

**Seafarers’ representatives:**
- Mr. O. Becu (Belgian).
- Mr. I. Haugen (Norwegian).
- Mr. J. Hawk (United States).
- Mr. T. Nishimaki (Japanese).
- Mr. P. de Vries (Netherlands).
- Mr. T. Yates (United Kingdom).

**Ninth International Conference of Labour Statisticians**
(Geneva, 24 April-4 May 1957)

Proposed Representation by Observers of the International Statistical Institute, the International Social Security Association and the Inter-American Committee on Social Security.

6. The agenda of the Ninth International Conference of Labour Statisticians being of particular interest to the International Statistical Institute, the International Social Security Association and the Inter-American Committee on Social Security, the Director-General suggests that these three organisations should be invited to be represented at the Conference by observers.

7. The International Statistical Institute is an autonomous non-governmental association with its headquarters at The Hague; it was founded in 1885 for the purpose of developing and improving statistical methods and their application throughout the world. The members of the Institute are drawn from leading governmental and non-governmental statisticians of many countries. The Chief Statistician of the I.L.O. is an ex officio member of the Institute and participates in the biennial sessions of that body. The Institute was invited to be represented by an observer at the Eighth International Conference of Labour Statisticians.

8. It will be recalled that both the International Social Security Association and the Inter-American Committee on Social Security work in close collaboration with the I.L.O. The fifth item on the agenda of the Conference, “Social security statistics: developments and uses”, is of particular interest to these organisations.

9. The Governing Body is accordingly invited to authorise the Director-General to issue invitations to the International Statistical Institute, the International Social Security Association and the Inter-American Committee on Social Security to be represented by observers at the Ninth International Conference of Labour Statisticians.

Meeting of Experts on Fires and Electricity in Coal Mines

10. At its 133rd Session (Geneva, November 1956), the Governing Body authorised the Director-General to convene a meeting of experts to study and make recommendations concerning the prevention of accidents due to fire and electricity underground in coal mines and to submit at its next session the names of the experts to be invited, together with more precise proposals concerning
the place, date and duration of the meeting. The representative of the United Kingdom Government indicated at that time that he wished to make certain observations on the details of the Director-General's proposals.

11. Consultations concerning the nomination of experts are now in progress and the Director-General will submit his further proposals in connection with the meeting as soon as these are completed.

Request of the World Federation of Trade Unions for Representation by an Observer.

12. The Director-General has received a letter from the General Secretary of the World Federation of Trade Unions requesting that, in view of the questions to be considered by the Meeting of Experts on Fires and Electricity in Coal Mines which are of particular interest to the Federation and to the Miners' Trade Union International (set up by the W.F.T.U.), the Federation should be authorised to be represented by an observer at this meeting.

13. The Governing Body is requested to decide what action it wishes to take on this request.

FIRST SUPPLEMENTARY NOTE
Committee of Experts on the Application of Conventions and Recommendations
Resignation.
1. The Governing Body is requested to take note of the resignation of Professor Tomaso Perassi (Italy). Professor Perassi has stated that, in view of his appointment as Judge at the Constitutional Court of Italy, he would no longer be able to attend the meetings of the Committee of Experts.

New Appointment.
2. The Governing Body is invited to appoint, for a period of three years, the following new members:
   - Mr. Choucri Cardahi (Lebanese), former Minister of Justice; former First President of the Supreme Court of Appeal; Professor of Law at the University of Beirut.

Committee of Social Security Experts
Experts Nominated After Consultation of the Employers' Group of the Governing Body.
3. At its 133rd Session (Geneva, November 1956), the Governing Body approved the names of a number of experts for membership of the Committee of Social Security Experts and took note that proposals concerning the nomination of experts to be nominated after consultation with the Employers' group of the Governing Body would be submitted later.

4. The Governing Body is now invited to approve, for a period of three years, the appointment of the following experts:
   - Mr. R. Bellacci (Italian), Chief of the Social Security and Occupational Safety and Health Law Division, Italian General Confederation of Industry.
   - Mr. F. I. C. Honey (United Kingdom), Secretary, British Employers' Confederation.
   - Mr. E. Martínez del Sobral (Mexican), Substitute Member of the Technical Council, Mexican Social Security Institute; Member of the Supervisory Committee, Mexican Social Security Institute.
   - Mr. D. Motte (French), Managing Director of the Social Security Institutions' Fund for Northern France, Lille; Vice-Chairman of the National Federation of Social Security Institutions.

5. The Director-General has received a letter from the Permanent Representative of the International Federation of Christian Trade Unions in Geneva requesting that, in view of the fact that no candidate of the Federation was included in the list of the five experts nominated after consultation with the Workers' group of the Governing Body—submitted to and approved by the Governing Body at its 133rd Session—the Federation should be authorised to nominate an observer to follow the work of the Committee.

6. The observer proposed by the I.F.C.T.U. would be:
   - Mr. Théo Braun, Regional General Secretary for Alsace-Lorraine, French Confederation of Christian Workers; Vice-President of the Confederation and Member of the Executive Committee; Vice-President of the Superior Council of Social Security; Director of the National Social Security Fund; Chairman of the Managing Committee for Social Insurance Funds; Chairman of the Regional Fund, Strasbourg.

7. The Governing Body is requested to decide what action it wishes to take on this request.

SECOND SUPPLEMENTARY NOTE
Asian Regional Conference
1. At its 133rd Session the Governing Body took note that at the request of the Government of India the Asian Regional Conference would be postponed to a date towards the end of 1957, to be fixed later, and deferred to the present session its consideration of the note submitted by the Director-General concerning the composition of the Asian Regional Conference. The proposals presented in the Director-General's note to the 133rd Session are accordingly resubmitted below.

Composition.
2. The following are the countries which have been invited, either directly or through the States responsible for their international relations, to attend previous Asian Regional Conferences and other Asian meetings of the International Labour Organisation:
   - Afghanistan
   - Australia
   - Austria
   - Bangladesh
   - Cambodia
   - Ceylon
   - China
   - Czechoslovakia
   - Dutch East Indies
   - French Union
   - Hong Kong
   - India
   - Indonesia
   - Japan
   - Laos
   - Malaya
   - Nepal
   - Netherlands
   - New Zealand
   - Pakistan
   - Philippines
   - Portugal
   - Singapore
   - Thailand
   - United Kingdom
   - United States
   - Viet-Nam

3. It will no doubt be considered that for the session of the Asian Regional Conference to be held in 1957 precedent should be followed by inviting the countries listed above, with the addition of the Union of Soviet Socialist Republics, which was not a member of the International Labour Organisation on the occasion of the previous Asian Regional Conferences.

4. Likewise, in accordance with the precedents of the previous meetings, invitations would be sent to the United Nations and to those of the specialised agencies intergovernmental organisations and non-governmental organisations having consultative status with the I.L.O for which the items on the agenda would have a special interest.
5. The Governing Body is invited to approve the above arrangements for the issue of invitations to the Asian Regional Conference to be held in 1957.

Place and Date.

6. After further consultation with the Government of India, it is proposed that the Conference, which is scheduled to meet for two weeks, should be held in New Delhi and should open on Wednesday, 13 November, and continue until Tuesday, 26 November 1957. The Governing Body will be invited to approve these dates in connection with the general programme of meetings (seventeenth item on the agenda).¹

¹ See below, Appendix XVII, p. 123.
Sixteenth Item on the Agenda: Report of the Director-General

I. Obituary

Mr. Justin Godart.

1. The Director-General regrets to inform the Governing Body of the death of Mr. Justin Godart, at the age of 85, of Mr. Justin Godart, former Minister of Labour of France and for many years French Government representative on the Governing Body and delegate to the International Labour Conference.

2. Justin Godart was born in Lyons in 1871. A Doctor of Laws and barrister, he was elected to the Chamber of Deputies in 1906 and held his seat for 20 years, after which he was elected to the Senate. On several occasions he was called to government office; he was Minister of Labour in 1924 and Minister of Public Health in 1934.

3. From the beginning of his career Justin Godart showed a keen interest in labour questions. In 1912 he prevailed on the French Parliament to adopt an Act governing the minimum age of admission of children to employment, and in 1914 the Labour Committee chose him to report on a Bill to prohibit the night work of women and young persons in industrial establishments. He was also responsible for the adoption in 1919 of an Act prohibiting night work in bakeries.

4. In the international field he may be justly regarded as one of the pioneers of international labour legislation. As early as 1897 he was among the members of the International Congress of Civil Social Reformers held in Brussels, and in 1900 he attended the Paris Congress which founded the International Association for Labour Legislation. In October 1918 he was entrusted by a parliamentary committee with the preparation of a report on principles of international labour legislation suitable for inclusion in the Peace Treaties; the French Government was guided by this document in the discussion which led up to the adoption of Part XIII of the Treaty of Versailles which established the International Labour Organisation.

5. Justin Godart attended a session of the International Labour Conference for the first time in 1921. He came back in 1924 as Minister of Labour and, with very few exceptions, attended subsequent sessions as French Government delegate up to the outbreak of the Second World War and again from 1945 to 1948. He was twice elected President of the Conference—in 1934 (18th Session, Geneva) and in 1948 (31st Session, San Francisco). From 1937 to 1940 he represented the French Government on the Governing Body. He returned to the Governing Body in June 1945 and continued to act as French Government representative until 1948.

6. In Justin Godart the International Labour Organisation has lost a true and trusty friend who took a leading part in its activities over a long period of years. The Governing Body will no doubt wish the Director-General to convey its condolences to the French Government and to the late Justin Godart's family.

II. Composition of the Governing Body

Government Group.

7. The Government of Argentina has appointed as its regular representative on the Governing Body His Excellency Raúl C. Migone, Ambassador, Permanent Representative of Argentina to the European Office of the United Nations and the International Organisations in Geneva, and as its substitute representative His Excellency Andreas Lessure, Minister.

8. The Government of India has appointed as its regular representative on the Governing Body Mr. S. T. Merani, Labour Attaché, Consulate General of India in Geneva.

Employers' Group.

9. In a letter of 16 January 1957 Mr. Julio Pons informed the Chairman of his resignation from his position as Employers' representative on the Governing Body.

10. Under article 5, paragraph 5, of the Standing Orders of the Governing Body, it is for the Employers' group to fill a vacancy occurring in an interval between sessions of the Conference pending the meeting of the Employers' electoral college at the next session of the International Labour Conference.

III. Progress of International Labour Legislation

11-14. [Paragraphs 11-14 of the Report of the Director-General are not reproduced in this appendix. These paragraphs contain information relating to the following questions: ratifications of Conventions; denunciation of Convention; and declarations concerning the application of Conventions to non-metropolitan territories (article 35 of the Constitution). This information will be published forthwith in the Official Bulletin of the International Labour Office.]

Ratifications Authorised.

15. The competent authorities of the following countries (article 19 of the Constitution) have authorised the ratification of the international labour Convention enumerated below:

Dominican Republic: Underground Work (Women Persons (Industry) Convention (Revised), 1949 (No. 90).

Ecuador: Penal Sanctions (Indigenous Workers) Convention, 1939 (No. 65); Freedom of Association Protection of the Right to Organise Convention, 1949 (No. 98); Equal Remuneration Convention, 1951 (No. 100); and Abolition of Penal Sanctions (Indigenous Workers) Convention, 1959 (No. 104).


IV. Publications

16. The reports on the five technical items of the agenda of the 40th Session of the Conference have all been published in the five languages well within the time limits fixed by the Standing Orders. At that session the Conference will have the complete series of reports (except those on the application of Conventions and Recommendations) in German and Russian as well as in English.
French and Spanish. Simultaneous publication of reports in five languages is something which no other international organisation has so far attempted.

17. The Report of the Director-General, which will be published in the five languages towards the end of March, is this year, as an experiment, being issued in two parts. Increase of demand for the work and social implications of automation and other technological developments; Part II will cover the activities of the Organisation and will also constitute the Eleventh Report of the International Labour Organisation to the United Nations.

18. The third handbook in the series entitled “Social Security Systems”, dealing with Great Britain, has now appeared. The Office has also published a first textbook for workers’ education courses, consisting of 14 lessons in five languages, and an inter-service discussion document with suggestions for further reading; in addition to English, French and Spanish, this manual has been printed in Arabic, Hindi, Japanese and Urdu. The Year Book of Labour Statistics for 1956 appeared in December.

19. Among the items in course of publication are an Introduction to Work Study—a text-book illustrated with many charts and diagrams—and a handbook on Belgium which will be the fourth in the National Employment Services series.

20. The Governing Body will be glad to know that the net sales receipts for 1956—$67,112.18—show an increase of more than 15 per cent over the figure for 1955 and are the highest ever recorded.

V. Communications to the Governing Body

Resolutions concerning the International Labour Organisation
Adopted by the Council of the International Federation of Christian Trade Unions at its 24th Session (Cologne, 6 and 7 December 1956).

21. The text of a resolution concerning the relations of the I.F.C.T.U. with the International Labour Organisa- tion and passages of particular interest to the I.L.O. extracted from the I.F.C.T.U. Council’s resolutions on the automation, peace, the events in Hungary, and European integration, are circulated for the information of the Permanent Committee on relations with I.L.O., and has examined the report of the Officers of the Governing Body:

The Council has inquired into the work of the I.F.C.T.U. and the International Labour Organisation for the defence of trade union freedom which is an integral part of the programme of the I.F.C.T.U. and with the agreement of the Officers of the Governing Body:

1. Resolution concerning relations with the International Labour Organisation

1. Topical Problems

The Council has inquired into the work of the I.F.C.T.U. Permanent Committee on relations with I.L.O., and has examined the results of the 13th Session of the I.L.O. Governing Body, which was to discuss the conclusions of the McNair report on the freedom and independence of trade union organisations and the violation of trade union freedom in various countries where dictatorial regimes prevail.

The Council welcomes the Governing Body’s condemnation of those countries which have adopted an anti-trade union attitude in that they do not recognise the workers’ right to unite in associations of their own choice, e.g. the U.S.S.R., Hungary, Poland and Venezuela. Once more, however, the Council has felt itself bound to express its anxiety concerning the fragility and insufficiency of the means placed at the disposal of the International Labour Organisation for the defence of trade union freedom which is one of its fundamental principles and purposes. The Council would very much appreciate the cases submitted to the Conciliation and Arbitration Committee to be dealt with without delay in an expeditious and efficient manner, and on the basis of an adequate legal status.

More than ever, the Council is concerned about the working and structure of I.L.O., especially at a time when a vigilant international institution, suited to present needs, is required to provide a solution for the labour problem. The Council demands that questions of a general nature be included in the agenda of the industrial committees as far as their specific features are concerned, and that I.L.O. activities on the industrial plane be co-ordinated in view of the interest of economic life in general.

The Role of Non-Autonomous Areas within the Framework of I.L.O.

The Council deems that at present it is impossible to extend the right of representation of workers to the Committee of I.L.O. regions and to avoid the very important question of the need for regional conferences.

Furthermore, the Council urges I.L.O. to setup, in the near future, regional advisory committees for Africa, Latin America and Europe.

The Committees of Experts.

The Council states there is no reason whatever to abandon the tripartite principle in connection with the composition of these committees, which must be really representative. The trade union movement has skilled experts at its disposal for the different fields of I.L.O. activity.

The Industrial Committees.

The Council stresses the necessity of extending and increasing the competences and regionalisation of the work of the I.L.O. industrial committees in order to promote international progress in different industries.

The Council regrets that the numerous requests from Christian organisations asking for the establishment of permanent industrial committees have not yet been complied with in a satisfactory manner and that the structure of the advisory committee for salaried employees and professional workers has not yet been reformed.

The Council demands that questions of a general nature be included in the agenda of the industrial committees as far as their specific features are concerned, and that I.L.O. activities on the industrial plane be co-ordinated in view of the interest of economic life in general.

2. Resolution on Automation

[The Council emphasises that]

it seems indispensable to prepare and control the development of automation within the framework of planned action, both at national and international level, in agreement with trade union organisation, in order to ensure the implementation of a democratic regime. This principle must be respected in all I.L.O. bodies. The complement to the McNair report on the actual position of trade unions in the different countries must be based on inquiries and information directly derived from trade union organisations.
In all countries of international labour conventions providing minimum standards in working conditions, and to that the drawing up of such conventions may be pursued with due regard to new working conditions as resulting from automation;

And decides:

1. To instruct the I.F.C.T.U. Executive Committee, to take steps with the different economic and social organisations interested in automation problems at government, employer and worker level, with a view to promoting the working out, in co-operation with the workers, of automation schemes in the different countries and to ensure co-ordination of these schemes at international level;

2. To urge the International Labour Organisation to pursue and intensify its work in relation to the problems set by automation and to convene, on a strictly tripartite basis, all meetings that might be deemed useful for the study of measures to be adopted at international level as well as for their implementation;

3. To instruct the I.F.C.T.U. Executive Committee:

(a) to confirm the position of the I.F.C.T.U. in favour of European integration;

(b) to launch an appeal to all free governments in Europe, that they may understand the lesson of present developments and resolutely go in for real integration;

FIRST SUPPLEMENTARY REPORT Participation of Non-Metropolitan Territories as Observers at the 40th (1957) Session of the International Labour Conference

1. It will be recalled that at its 144th Session (Geneva, March 1954) the Governing Body, being desirous of bringing non-metropolitan territories into closer association with the I.L.O., agreed that, "on the recommendation of the responsible member State, where the latter considers that this would be appropriate having regard to the constitutional, political, economic, and social development of any non-metropolitan territory for which that member State is responsible, such non-metropolitan territory may be invited, through the metropolitan State concerned, to participate by means of a tripartite observer delegation in sessions of the General Conference with the rights and status accorded to observers under the present Standing Orders of the Conference."

2. At its 125th Session (Geneva, May 1954) the Governing Body, in accordance with this decision and on the recommendation of the United Kingdom Government, agreed that the Gold Coast should be invited to send a tripartite observer delegation to the 37th Session of the International Labour Conference and that Nigeria should similarly be invited to send such a delegation to the 38th (1955) Session of the Conference.

3. Similar decisions were taken by the Governing Body at its 128th and 129th Sessions (Geneva, March and May 1955) on the basis of recommendations of the United Kingdom Government, in respect of the 38th (1955) Session of the Conference, for the territories of the Gold Coast, Jamaica, Sierra Leone, Lagos, the Federation of Malaya, Malta, and at its 131st Session (Geneva, March 1956) in respect of the 39th (1956) Session of the Conference, for the Gold Coast, Jamaica, the Federation of Malaya and Trinidad, together with Sierra Leone and the Federation of Rhodesia and Nyasaland in the event of supplementary requests being received from the United Kingdom in respect of those territories.

4. The Director-General has now received the following letter from the United Kingdom Government:

In all countries of international labour conventions providing minimum standards in working conditions, and to that the drawing up of such conventions may be pursued with due regard to new working conditions as resulting from automation;

And decides:

1. To instruct the I.F.C.T.U. Executive Committee, to take steps with the different economic and social organisations interested in automation problems at government, employer and worker level, with a view to promoting the working out, in co-operation with the workers, of automation schemes in the different countries and to ensure co-ordination of these schemes at international level;

2. To urge the International Labour Organisation to pursue and intensify its work in relation to the problems set by automation and to convene, on a strictly tripartite basis, all meetings that might be deemed useful for the study of measures to be adopted at international level as well as for their implementation;

5. RESOLUTION ON EUROPEAN INTEGRATION

The Council, Noting that the recent development in the international situation has clearly shown the menace which is threatening the free countries and Europe and other continents; that the effort towards unifying Europe has not yet acquired the vitality necessary to cope with this menace; confirms the position of the I.F.C.T.U. in favour of European integration;

Launches an appeal to all free governments in Europe, that they may understand the lesson of present developments and resolutely go in for real integration;

FIRST SUPPLEMENTARY REPORT Participation of Non-Metropolitan Territories as Observers at the 40th (1957) Session of the International Labour Conference

1. It will be recalled that at its 144th Session (Geneva, March 1954) the Governing Body, being desirous of bringing non-metropolitan territories into closer association with the I.L.O., agreed that, "on the recommendation of the responsible member State, where the latter considers that this would be appropriate having regard to the constitutional, political, economic, and social development of any non-metropolitan territory for which that member State is responsible, such non-metropolitan territory may be invited, through the metropolitan State concerned, to participate by means of a tripartite observer delegation in sessions of the General Conference with the rights and status accorded to observers under the present Standing Orders of the Conference."

2. At its 125th Session (Geneva, May 1954) the Governing Body, in accordance with this decision and on the recommendation of the United Kingdom Government, agreed that the Gold Coast should be invited to send a tripartite observer delegation to the 37th Session of the International Labour Conference and that Nigeria should similarly be invited to send such a delegation to the 38th (1955) Session of the Conference.

3. Similar decisions were taken by the Governing Body at its 128th and 129th Sessions (Geneva, March and May 1955) on the basis of recommendations of the United Kingdom Government, in respect of the 38th (1955) Session of the Conference, for the territories of the Gold Coast, Jamaica, Sierra Leone, Barbados and Malaya, and at its 131st Session (Geneva, March 1956) in respect of the 39th (1956) Session of the Conference, for the Gold Coast, Jamaica, the Federation of Malaya, Malta, the Federation of Nigeria, Singapore, and Trinidad, together with Sierra Leone and the Federation of Rhodesia and Nyasaland in the event of supplementary requests being received from the United Kingdom in respect of those territories.

4. The Director-General has now received the following letter from the United Kingdom Government:

In all countries of international labour conventions providing minimum standards in working conditions, and to that the drawing up of such conventions may be pursued with due regard to new working conditions as resulting from automation;

And decides:

1. To instruct the I.F.C.T.U. Executive Committee, to take steps with the different economic and social organisations interested in automation problems at government, employer and worker level, with a view to promoting the working out, in co-operation with the workers, of automation schemes in the different countries and to ensure co-ordination of these schemes at international level;

2. To urge the International Labour Organisation to pursue and intensify its work in relation to the problems set by automation and to convene, on a strictly tripartite basis, all meetings that might be deemed useful for the study of measures to be adopted at international level as well as for their implementation;
Sir,

I am directed by the Minister of Labour and National Service to refer to the decision taken by the Governing Body at its 124th Session that, on the recommendation of the responsible number State, non-metropolitan territories may be invited to participate by means of tripartite observer delegations in sessions of the International Labour Conference. In response to previous requests by the United Kingdom Government the Governing Body agreed that invitations should be issued to certain non-metropolitan territories to be represented in this way at the 38th and 39th Sessions of the Conference.

I am now to ask you to request the Governing Body to agree that the following territories should be invited to send tripartite observer delegations to the 40th Session of the International Labour Conference:

Barbados
Jamaica
Malta
Federation of Rhodesia and Nyasaland
Singapore
Trinidad
Federation of Rhodesia
Federation of Nyasaland

I am to add that the possibility of making supplementary requests on behalf of Sierra Leone and the Federation of Malaya remains a matter for the Conference itself.

I am, Sir, etc.,

(Signed) G. C. VEYSEY.

5. The Governing Body may accordingly wish to agree that Barbados, Jamaica, Malta, the Federation of Rhodesia, the Federation of Nyasaland, Singapore and Trinidad should be invited to send tripartite observer delegations to the 40th Session of the International Labour Conference.

6. The Governing Body may further wish to agree that, in the case of supplementary requests being received from the United Kingdom Government in respect of the territories of Sierra Leone and the Federation of Malaya, those territories should likewise be invited to send tripartite observer delegations to the 40th Session of the International Labour Conference.

7. The Director-General has received from the International Landworkers' Federation a request to be represented by observers at the 40th Session of the International Labour Conference. While the Federation does not name the item on the agenda in which it has an interest, it may be presumed that this is the question of conditions of employment of plantation workers; the Federation will be asked by the Director-General to confirm this.

8. A similar request from the International Landworkers' Federation was granted last year by the Governing Body and by the Conference, which, on the recommendation of its Selection Committee, added a representative of the Federation as a technical expert without mendation of its Selection Committee, added a representative of the Federation as a technical expert without mendation of its Selection Committee, added a representative of the Federation as a technical expert without mendation of its Selection Committee, added a representative of the Federation as a technical expert without mendation of its Selection Committee, added a representative of the Federation as a technical expert without mendation of its Selection Committee, added a representative of the Federation as a technical expert without mendation of its Selection Committee, added a representative of the Federation as a technical expert without mendation of its Selection Committee, added a representative of the Federation as a 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5. The recommendations contained in the Model Code do not go beyond establishing certain standards in general terms, and give no indication of the practical measures by which these standards may be attained. It is therefore considered to be of the greatest importance to put at the disposal of governments and industry and all other interested circles illustrated codes of practice which would provide the indispensable explanatory data needed for a solution of the main problems arising in the protection against radiation. The codes envisaged would be three in number: the first would deal with those basic principles of protection against radiation which are common to all applications of nuclear techniques; the other two would deal with two relatively common uses of radiations—radiography by the use of X-rays and gamma rays, and the treatment of biological compounds. In view of the extensive nature of the preparatory work the Director-General has already entrusted the preparation of drafts of these codes to Mr. C. B. Braestrup, a well-known American specialist in protection against radiation in industry.

6. It is also considered that advantage should be taken of the presence of the experts at the proposed meeting to make some review of the work already undertaken by the Office in the field of protection of workers against radiation and the programme of future action which has been drawn up by the Office.

Composition.

7. It is proposed to invite to the meeting seven or eight experts from the following countries: France, the Federal Republic of Germany, the U.S.S.R., the United Kingdom and the United States. If this geographical distribution is not as wide as usual it is because the proposed meeting will be called upon to deal not with atomic energy at the scientific level but solely with the health and safety measures which should be observed in the main industrial uses of ionising radiations—uses which have so far reached a noteworthy stage of development only in a limited number of highly industrialised countries. Furthermore, the questions on the proposed agenda can be dealt with by the experts in a truly constructive and comprehensive manner only if they possess not only the highly specialised scientific knowledge called for in this subject, but, in addition, extensive practical experience of these uses of ionising radiations: such experience is still rare. These are the main reasons why the Director-General has suggested a limited number of experts from a few selected countries. It would, in addition, be desirable to invite representatives of other international organisations engaged in the field of protection against radiation. The names of the experts and the organisations which it would be proposed to invite to this meeting would be submitted to the Governing Body at its next session.

Duration, Date and Place.

8. In the budgetary proposals for 1957 it was suggested that the meeting should last two weeks. Preliminary consultations indicate that this period might be insufficient, and the Director-General would wish to be free to extend the duration of the meeting to two-and-a-half weeks if that should prove necessary. The meeting would be held at the end of 1957, and the Governing Body would be invited to fix the date and place of the meeting when it considers the programme of meetings in general.

Financial Implications.

9. The credit provided for this meeting in the 1957 budgetary proposals is $5,420.

10. The Governing Body is invited—

(a) to approve the convening towards the end of 1957 and for a duration of two-and-a-half weeks of a meeting of experts on radiation protection;

(b) to decide that the agenda of the meeting should be as follows:

I. Revision of the provisions concerning ionising radiations forming the subject of section 2 of Chapter XI of the Model Code of Safety Regulations for Industrial Establishments for the Guidance of Governments and Industry;

II. Study and adoption of three illustrated codes of practice on protection against radiation;

III. Review of the work undertaken by the I.L.O. in the field of the protection of workers against radiation, and recommendations on its future activities;

(c) to authorise the Director-General to submit to the next session of the Governing Body the names of the experts and international organisations who are to be invited.

THIRD SUPPLEMENTARY REPORT

Communications to the Governing Body


At the request of the International Confederation of Free Trade Unions, and with the agreement of the Officers of the Governing Body, the following resolutions and statements are circulated to the Governing Body for information:

RESOLUTION ON THE ROLE OF THE I.L.O. AND OF THE UNITED NATIONS ECONOMIC AND SOCIAL COUNCIL IN ECONOMIC AND SOCIAL DEVELOPMENT IN AFRICA

Whereas the International Labour Organisation was set up and exists to promote social progress the world over and has achieved remarkable success in carrying out this task;

Whereas the Regional Economic Commissions set up by the United Nations Economic and Social Council for Europe, Latin America and Asia provide forums for extremely useful exchange of information and experience as well as for the co-ordination of economic policies of the different countries on a regional level;

Whereas the workers and the peoples of Africa have the right to benefit from the work of the I.L.O. and the United Nations in the same way and to the same extent as other regions;


Appeals to the I.L.O. to establish a regional office in Africa and to convene regular Regional African Conferences of the I.L.O.;

Urges the I.L.O. to hold the next meeting of the Experts' Committee on Social Policies in Non-Self-Governing Territories in Africa—with the participation of the representatives of the free trade unions;

Expresses its appreciation for the work of the I.L.O. in Africa and in particular for the admission of tripartite delegations from colonial territories to the I.L.O. and for the decision to accord the I.L.O. the right of representation, of the right of a seat in the Permanent Committee of the I.L.O. and of an observer on the Economic and Social Council of the United Nations;

Recalls that the African Regional Office of the I.L.O. has been established in Accra, and that it has already started its work;

Unsatisfactory as the works of the I.L.O. in Africa may be, it is urgent that the I.L.O. should take up the problems of African workers directly in the same way as other regions;

Aspirations of the workers and peoples of Africa for social rights and economic development as enshrined in the Declaration of Human Rights;

Whereas the Regional Economic Commissions set up by the United Nations Economic and Social Council for Europe, Latin America and Asia provide forums for extremely useful exchange of information and experience as well as for the co-ordination of economic policies of the different countries on a regional level;


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Aspirations of the workers and peoples of Africa for social rights and economic development as enshrined in the Declaration of Human Rights;
1. The right to organise free trade unions
(a) without interference with their structure by their governments and employers;
(b) without restriction on their freedom of choice and their collective bargaining rights;
(c) without any imposition either directly or indirectly on the political activities of organised workers;
(d) without any restriction whatsoever on strike action as a last resort.

2. We are opposed to the arbitrary use of power by the governments and the employers in
(a) forming "company unions";
(b) evicting, dismissing and victimising any worker because of his trade union activities.

3. We are vehemently opposed to labour legislation without prior consultation with the workers.

4. We uphold the right of African workers to aspire to all-including the highest, posts in the Administration, the Legislative and Executive organs in their own countries.

5. We believe in equal pay for equal work irrespective of sex, colour or creed.

6. We believe in the right of the workers to social security and good working conditions including
(a) progressive reduction of hours of work with a view to the introduction of a maximum working week of 40 hours;
(b) legislation fixing minimum wages sufficient to ensure for every worker and his family a decent standard of living;
(c) free medical facilities for all workers;
(d) sick leave with pay for all workers;
(e) free compulsory primary education and the furtherance of technical, professional and higher education on the basis of merit and the guarantee for the workers' right of choice;
(f) old-age pension for all workers, including casual labour;
(g) guarantee for full employment;
(h) security of employment;
(i) payment of unemployment benefits;
(j) legislation compelling employers to recognise bona fide trade unions as representatives of the workers;
(k) the right to insurance benefits and compensation against industrial accidents and occupational diseases;
(l) the provision of health safeguards, safety measures and welfare services in all factories, industries and works;
(m) the right of the workers to seek redress through permanent Arbitration Tribunals.

III. Conclusion:
In conclusion, we declare that it will be the duty of the new African Regional Organisation to work and struggle for application of the aforementioned workers' rights and the ratification and implementation of Conventions Nos. 87, 98 and any other relevant (L.O. Conventions by all Governments and employers in Africa.

STATEMENT ON THE ECONOMIC DEVELOPMENT OF AFRICA
The salient feature of the present situation in Africa is still the preponderance of colonial rule. But the powerful current of history, which leads dependent peoples to seek home rule and to want to decide their destiny themselves, is spreading like wildfire over Africa. The supremacy of European settlers in certain parts of the continent is being challenged and, despite the rearguard action of the power of the population and make possible the establishment and expansion of independent countries.

The free trade unions have pronounced themselves clearly in favour of the right to self-government and self-determination and will continue their efforts to ensure the application of this right.

Self-government and independence open great possibilities of development in Africa. Home rule permits the people of Africa to embark on development programmes serving purposefully the needs of the country concerned, to establish relations with other countries on the basis of equality, to co-ordinate the economies of African countries and to integrate them progressively. Above all, independence may release the forces of the people and generate its energy for the arduous tasks of economic and social development.

The free trade unions are fully aware that political emancipation does not by itself ensure economic and social emancipation. They are determined to pursue the struggle for economic development and social progress, and to fight any forces opposed to these objectives.

The free trade unions will be resolute in pressing for the adoption and vigorous application of programmes and plans for the mobilisation of the resources of the community for the achievement of economic development and social progress. They will insist on the necessity of democratic planning with full participation of the workers' representatives.

The contribution made by metropolitan countries to the development of Africa's resources, especially in recent times, is acknowledged. The role played by European capital and European settlers is also noted, although it must be pointed out that a number of concessions for the benefit of the exploitation of natural resources has accrued only in a relatively small measure to the African population. It must also be recognised that a great deal of the development achieved under colonial rule serves in the first place the needs of the metropolitan rather than of the dependent countries.

Africa is far from being an economic entity, but this is in large measure the result of colonial policies. The need for a modern united approach to Africa's economic problems and for greater economic co-operation is undeniable. The economies of the different African countries and territories should, as far as possible, be made complementary to one another.


Adequate health, education and security standards are not only among primary social objectives, but are also essential to economic development and poverty and ignorance. The development requires healthy and vigorous people. The building of schools and hospitals, improvements in sanitary and housing conditions, the battle against diseases, expansion of social security and other social programmes should be accorded high priority in development plans.

Africa still lacks firm foundations for economic expansion. The establishment of these foundations is an imperative task.

While the expansion of transport facilities will greatly contribute to turning subsistence agriculture to production for markets, other efforts should be made for the African farmer to accomplish this change and to improve his methods of cultivation. Through education and provision of technical advice he should be introduced to better techniques. Changes in land tenure systems, establishment of production, marketing and credit co-operatives, creation of marketing boards and financial assistance to re-equip the farms will enable the African farmer to raise the productivity of his land and labour, defend him against undue fluctuations in the price of his produce, and protect him against exploitation by middlemen.

Progressive industrialisation will raise the living standards of the African continent's greatest single source of wealth, water power, should be vigorously exploited for the production of electric power.

Agricultural development will raise the living, and especially nutritional, standards of the people. It will raise the purchasing power of the population and make possible the establishment and expansion of industrial development.

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Private capital investments can make an important contribution to Africa's development, especially in the field of manufacturing industries. The free trade unions will, however, oppose the establishment of foreign companies based on exploitation of African labour and aimed at making huge profits for foreign shareholders. In the case of such companies, we shall take advantage of the various conventions on the protection of investors to stop exporters of financial capital from returning any claim on profits over and above a reasonable limit and of obliging the companies to invest a certain part of their profits in the country in which they have been made.

It is certain the foreign capital will be used to build up enterprises that will only be easily attracted to Africa if the rate of returns on capital are reasonable rates of return if these investments form part of a planned comprehensive development. While the free trade unions admit the need for foreign private capital in Africa, they prefer, in all suitable cases, the establishment of producers' co-operatives, with the possible backing of co-operative movements in industrial countries. There can be no doubt that the co-operative movement should play a great role in Africa's development, the development of the producers' unions will make every effort to sponsor its development, and that governments should encourage and facilitate its growth.

Capital provided by metropolitan countries, foreign private capital, loans granted by the International Bank for Reconstruction and Development, and funds which may in future be invested through the International Finance Corporation, will not themselves be sufficient to ensure that Africa will attain its economic and social aspirations. Local capital resources will have to be fully mobilised for development purposes. A high proportion of the capital required should be used to finance basic development which will yield but small immediate returns on capital, but which is essential to general economic development. The only source of funds for such investments is the public capital. African Governments should direct an adequate part of their revenue to this end. In view of the tremendous responsibilities which United Nations should embark on a programme of technical and financial assistance on a scale by far surpassing its present efforts. The creation of a Special United Nations Fund for Economic Development should be a high priority point for the work.

Africans will for some time depend to a very large extent on production and export of a limited number of primary commodities. To ensure stable income of producers and regular supplies to consumers the free trade unions urge the conclusion of international commodity agreements on prices and sales.

Far-reaching changes have occurred in Africa in the last few decades, but poverty still reigns over huge areas of the continent. The African workers still live near or below the standard of decent existence and so do millions of peasants. The free trade unions are determined to play their part in lifting Africa out of its poverty. They offer their co-operation to those governments and international organisations which work for the achievement of this objective.

The free trade unions are conscious of the fact that their struggle for the political, economic and social emancipation of the working class is essentially part of the general economic development of Africa and to social progress.

The free trade unions will remain in the vanguard of the progressive forces struggling for a planned, comprehensive and balanced development of Africans' resources, for the benefit of its peoples, for the raising of their living standards and for the establishment of a just, prosperous and progressive community.

To be able to play the vital role incumbent upon them the trade unions will have to be strong, and united in their purpose and organisation, under the banner of the democratic workers' movement—the I.C.F.T.U. Thus will they banish from Africa poverty and injustice and secure freedom from want for everyone.

STATEMENT ON RACIAL DISCRIMINATION

The attitude of the free trade unions towards racial discrimination and colour bar is one of complete rejection and determined opposition. It is based on the fundamental belief that all men are born equal and that the rights and duties they have in the community must not be founded on the irrelevant, humiliating and degrading idea of race or sex. Certainly the exercise of many rights has to be defined, but it should be defined on the basis of considerations strictly and impartially relevant to each right. While it is necessary not to allow children to drive automobiles, it is unreasonable and humiliating to prohibit this to adult people because their skin is of a certain colour or because they profess a certain creed.

Racial discrimination and some colour bar practices harm those children and adults who wish to revolt against the mental tyranny of those who define the whole value of human abilities and talents which are at the disposal of the community. Racial discrimination is unjust, offensive and contrary to the dignity of man.

The free trade unions oppose to the utmost possible the imposition of racial discrimination in trade union legislation. They reject the statement sometimes made that the African is not ready for trade unionism and that African trade union freedom should be extended to everyone.

The free trade unions claim in all cases that international organisations should judge the existence of racial discrimination in trade union legislation by the same standards that they apply to international organisations. Abolition of racial discrimination in education is a necessity. Educational facilities should be extended to all citizens, in accordance with their needs and the needs of the community as a whole.

The abolition of racial discrimination and of colour bar practices is the responsibility and the task of all concerned. However, there are certain definite duties which it should not shirk and which it cannot perform. Abolition of racial discrimination in trade union legislation, in government employment, in education, in government offices and government-controlled public services as well as the adoption of measures aimed at ending racial discrimination and colour bar as well as other forms of discrimination in trade union activity, is a necessity. The free trade unions urge the conclusion of international agreements aimed at the eradication of racial discrimination and colour bar.

PLEDGE OF SUPPORT FOR EFFORTS TO BUILD FREE TRADE UNIONS, FOR DEMOCRACY AND SELF-DETERMINATION

The I.C.F.T.U. African Trade Union Conference believes in the free democratic way of life; asserts that the plights of workers are universal, and realises that poverty among a part of the workers of the world is a threat to the prosperity of any other section.

Therefore the Conference pledges itself anew to support every legitimate effort of the workers towards the building of free democratic trade unions and towards the emancipation of their countries.

RESOLUTION ON TRADE UNION LEGISLATION

The I.C.F.T.U. African Trade Union Conference protests against the existence in certain African countries of laws and regulations which restrict trade union freedom and give the governments unduly wide powers, and calls for an immediate revision of such laws and regulations.

RESOLUTION ON VICTIMISATION

The I.C.F.T.U. African Trade Union Conference declares that the victimisation of employees who join in free labour movements is an act of sheer selfishness and is a direct exploitation of the indigenous people who are still struggling for their existence and political and economic progress, and that governments should outlaw victimisation in any form of trade union members taking part in legitimate union activities.

RESOLUTION ON IMMIGRATION OF LABOUR

The I.C.F.T.U. African Trade Union Conference declares that immigration of labour should be a matter for discussion between the governments, employers and workers' organisations of both the country of emigration and immigration.

RESOLUTION ON THE IMPLEMENTATION OF THE RIGHT TO ORGANISE

The I.C.F.T.U. African Trade Union Conference asserts that in any country of African trade union leaders should have the freedom, which at the moment is only extended to labour officers of those countries, to visit the whole country, to attend meetings, and to inspect places of employment and work, for the purpose of spreading trade union propaganda and for the purpose of organising labour.
Seventeenth Item on the Agenda: Programme of Meetings

Iron and Steel Committee (Sixth Session)
1. It is proposed that the Sixth Session of the Iron and Steel Committee should be held in Geneva from 7 to 19 October 1957. Provision for this meeting is included in the 1957 budget.

Asian Advisory Committee (Eighth Session)
2. It is proposed that the Eighth Session of the Asian Advisory Committee should be held in New Delhi on Monday, 12 and Tuesday, 13 November 1957, immediately before the Asian Regional Conference.

Fourth Asian Regional Conference
3. In agreement with the Government of India, it is proposed that the Fourth Asian Regional Conference should be held in New Delhi from Wednesday, 13 to Tuesday, 26 November 1957. Provision for this Conference is included in the 1957 budget.

Tripartite Meeting on Mines Other Than Coal Mines
4. It is proposed that the Tripartite Meeting on Mines Other Than Coal Mines should be held in Geneva from 25 November to 7 December 1957. Provision for this meeting is included in the 1957 budget.
Eighteenth Item on the Agenda: Appointment of Governing Body Representatives on Various Bodies

No document was submitted to the Governing Body concerning this item on its agenda.
APPENDIX XIX

Nineteenth Item on the Agenda: Date and Place of the 135th Session of the Governing Body

1. At its 133rd Session the Governing Body provisionally agreed that the 135th Session of the Governing Body and its Committees should be held in Geneva from Monday, 27 May to Saturday, 1 June 1957. It is proposed that the meetings of the Governing Body committees in connection with this session should be held from Monday, 27 to Wednesday, 29 May, with group meetings on Thursday, 30 May, and that the Governing Body should meet on Friday, 31 May and Saturday, 1 June.

Provisional Dates for the 136th and 137th Sessions

2. In view of the fact that the Governing Body elections will be held during the coming 40th Session of the International Labour Conference, the short meeting of the Governing Body to be held at the close of the Conference will constitute the 136th Session.

3. At its 133rd Session the Governing Body provisionally fixed Monday, 11 to Saturday, 23 November 1957 as the dates for the autumn session. It is, however, now suggested, as the result of further negotiations with the Government of India, that the Asian Advisory Committee and the Asian Regional Conference should meet at an earlier date than had been contemplated at that time, i.e. from 11 to 26 November 1957. It is therefore now proposed that the dates of the autumn session of the Governing Body should be advanced and, in order to leave a sufficient margin of time between the Governing Body session and the Asian meetings, that they should be provisionally set at 21 October to 2 November 1957. The Governing Body is invited to approve the above provisional dates, subject to their confirmation in the usual way at the 136th Session.
APPENDIX XX

Alphabetical List of Persons Attending the Session

AGO, Roberto (Italian), Government representative; Professor of International Law, University of Milan; representative of the Government of Italy on the Governing Body.

D'Alessio, Joaquín (Uruguayan), Workers' substitute deputy member; President of the Association of Bank Employees of Uruguay.

Ali, Aftab (Pakistani), Workers' representative; Vice-President, All-Pakistan Confederation of Labour.

Arena, Romolo (Italian), Chief of the International Relations Service, Italian Confederation of Trade Unions, accompanying Mr. Pastore, Workers' deputy member.

Arutunian, Amazasp Avakimovich (U.S.S.R.), Government representative; Professor of Economics, Moscow National University; Head of Department, Ministry of Foreign Affairs; representative of the Government of the U.S.S.R. on the Governing Body.

Asfahany, Hussein Mohamed (Egyptian), Government representative; Under-Secretary of State, Ministry of Social Affairs; President of the Vocational Training and Productivity Council; representative of the Government of Egypt on the Governing Body.

Azak, Necdet (Turkish), Government representative; Senior Legal Adviser, Ministry of Labour; representative of the Government of Turkey on the Governing Body.

Barboza Carneiro, Julio Augusto (Brazilian), Government observer; Ambassador; Head of the Permanent Delegation of Brazil in Geneva.

Bayerstock, Sylvia, Liaison Officer, Department of Plans and Liaison, Intergovernmental Committee for European Migration, accompanying Mr. Rossi Longhi.

Becker, Aron (Israeli), Workers' deputy member; Member of the Executive Committee, General Federation of Labour.

Bellingham-Smith, Christopher (United Kingdom), Principal Assistant (International), British Employers' Confederation; substitute for Sir Richard Snedden, Employers' representative.

Beltramino, Juan Carlos (Argentine), Secretary, Permanent Delegation of Argentina to the European Office of the United Nations and specialised agencies in Geneva, accompanying Mr. Migone, Government representative.

Bensis, G. (Greek), Government observer; Permanent Delegate of Greece to the international organisations in Geneva.

Bergenström, Gullmar (Swedish), Employers' representative; Director, Swedish Employers' Confederation.

Bertrand, Pierre, representative of the World Health Organisation (Division of External Relations and Technical Assistance).

Bessling, Ignace (Luxembourg), Government observer; Permanent Delegate of Luxembourg to the European Office of the United Nations.

Boglietti, Giuseppe, Permanent Representative of the World Federation of Trade Unions accredited to the I.L.O., accompanying Mr. Kabourek.

Boson, Marcel, observer representing the International Co-operative Alliance.

Bothereau, Robert (French), Workers' representative; General Secretary, General Confederation of Labour (Force ouvrière).

Bowers, D. T. (United Kingdom), Secretary of International Department, British Trades Union Congress accompanying Sir Alfred Roberts, Workers' representative.

Bowie, Thomas D. (United States), Office of Economic and Social Affairs, Bureau of International Organisations, Department of State, accompanying Mr. Wilkins, Government representative.

Calderón Pug, Emilio (Mexican), Government deputy member; Minister Plenipotentiary; Delegate of Mexico accredited to the international organisations in Geneva representative of the Government of Mexico on the Governing Body.

Camejo Argüdín, José Enrique (Cuban), Government representative; Minister Plenipotentiary; Permanent Delegate of Cuba to the European Office of the United Nations; substitute representative of the Government of Cuba on the Governing Body.

Campanella, Pietro (Italian), Employers' representative; Member of the Board of the General Confederation o Italian Industry.

Capellen, Johan (Norwegian), Counsellor of Legation Permanent Representative of Norway to the European Office of the United Nations and other international organisations at Geneva, accompanying Mr. Öksnes, Government representative.

Clark, Robert N., Division of Environmental Sanitation World Health Organisation, accompanying Mr. Bertrand and Dr. Hafezi.

Coïdan, Paul, Chief of the Administrative and Financia Services, United Nations, accompanying Mr. Pelt.

Currie, Neil Smith (Australian), Permanent Mission of Australia to the European Office of the United Nation and specialised agencies; substitute for Mr. Shaw, Government representative.

David, Adrian, European Office of the United Nations accompanying Mr. Pelt.

De Bock, Nathalis (Belgian), Workers' deputy member National Secretary of the Belgian General Confederation of Labour.

Delaney, George Philip (United States), Workers representative; International Representative, American Federation of Labor and Congress of Industrial Organizations.

Diaz Salas, J. (Chilean), Employers' substitute deputy member; Secretary-General, Confederation of Production and Commerce.
DONADIEU, Aristide P. (Costa Rican), Government observer; Consul-General in Geneva; Permanent Delegate of the Republic of Costa Rica to the international organisations in Geneva.

DONOSO SILVA, Fernando (Chilean), Government deputy member; Minister Plenipotentiary; Permanent Delegate of Chile to the European Office of the United Nations and the international organisations in Geneva.

DRINKWATER, Thomas Leonard, Permanent Representative of the World Federation of Trade Unions accredited to the I.L.O., accompanying Mr. Kabourek.

DUDLEY-MARTIN, William, Assistant to the Secretary-General of the International Organisation of Employers, accompanying Mr. Emery.

EGGERMANN, Georges, observer representing the International Federation of Christian Trade Unions to the I.L.O., accompanying Mr. Kabourek.

ECKERBERG, Per (Swedish), Government deputy member; Governor of Province; former Under-Secretary of State, Ministry of Social Affairs, Labour and Housing; representative of the Government of Sweden on the Governing Body.

ECKERBERG, Per (Swedish), Government deputy member; Governor of Province; former Under-Secretary of State, Ministry of Social Affairs, Labour and Housing; representative of the Government of Sweden on the Governing Body.

ECKERBERG, Per (Swedish), Government deputy member; Governor of Province; former Under-Secretary of State, Ministry of Social Affairs, Labour and Housing; representative of the Government of Sweden on the Governing Body.

EMERY, Georges, observer representing the International Organisation of Employers; Secretary-General of the I.O.E.; Secretary of the Employers' group.

ERDMANN, Ernst-Gerhard (German, Federal Republic), Adviser on International Affairs, Confederation of German Employers' Associations, accompanying Mr. Faubel, Employers' deputy member.

FAUSSEL, Fritz (German, Federal Republic), Employers' deputy member; Member of the Executive Committee, Confederation of German Employers' Associations.

FAUSSEL, Fritz (German, Federal Republic), Employers' deputy member; Member of the Executive Committee, Confederation of German Employers' Associations.

FENNEMA, Antony Gerardus (Netherlands), Employers' deputy member; Director, Employers' Federation for International Social Affairs.

FERNANDES, Manuel A. (Portuguese), Government deputy member; Director-General in the Ministry of Justice; representative of the Government of Portugal on the Governing Body.

DE LA FUENTE LOCKER, Max (Peruvian), Government observer; Minister; Permanent Representative of Peru to the international organisations in Geneva.

GALBRAITH, James Hunter (United Kingdom), Ministry of Labour and National Service, accompanying Sir Guildhaume Myrddin-Evans, Government representative.

GARCÍA, John Lucius Bräuio (United Kingdom), Ministry of Labour and National Service, accompanying Sir Guildhaume Myrddin-Evans, Government representative.

GARCÍA, John Lucius Bräuio (United Kingdom), Ministry of Labour and National Service, accompanying Sir Guildhaume Myrddin-Evans, Government representative.

GELLER, Gregor (German, Federal Republic), Director, Ministry of Labour; substitute representative of the Government of the Federal Republic of Germany on the Governing Body.

GEMMILL, William (Union of South Africa), Employers' representative; General Manager, Witwatersrand Native Labour Association.

GHAYOUR, Massoud (Iranian), Employers' deputy member; Vice-President of the Executive Committee, Industrial Employers' Association of Iran.

González, Vicente (Colombian), Government representative; Colombian Consul in Geneva.

JOULET, Paul (Canadian), Assistant to the Deputy Minister of Labour; Director of the I.L.O. Branch, Department of Labour, Ottawa; accompanying Mr. Haythorne, Government representative.

HAEZEH, Dr. H., representative of the World Health Organisation (Division of External Relations and Technical Assistance).

HAIGHT, F. A., Head of the Operations Unit; substitute for Mr. Royer, representative of the Contracting Parties to the General Agreement on Tariffs and Trade.

HAAK, Henry (French), Government representative (substitute for Mr. Ramadier); Minister Plenipotentiary, Labour Attaché in the French Embassy, London; substitute representative of the Government of France on the Governing Body.

HAYTHORNE, George V. (Canadian), Government representative; Assistant Deputy Minister of Labour; representative of the Government of Canada on the Governing Body.

HEINRICI, Sten-Eric (Swedish), Chief of Section, Ministry of Social Affairs, Labour and Housing; substitute for Mr. Eckberg, Government deputy member.

HELDAL, Halldor (Norwegian), Principal, Ministry of Social Affairs; substitute representative of the Government of Norway on the Governing Body.


JAWAD, M. A. (Pakistani), Employers' representative (substitute for Mr. Allana).

JAY, R. Harry (Canadian), Canadian Permanent Mission to the European Office of the United Nations; substitute for Mr. Haythorne, Government representative.

KABOUREK, J., observer representing the World Federation of Trade Unions (Deputy Chief of the Economic and Social Service).

KACHICHO, Antoine (Syrian), Workers' substitute deputy member; International Representative of the General Confederation of Labour.


KAUFMANN, Max (Swiss), Government deputy member; Federal Office of Industry, Arts and Crafts, and Labour; representative of the Government of Switzerland on the Governing Body.

KHAFIF, Sayed Hassan (Egyptian), Workers' substitute deputy member; Head of the Federation of Commerce Employees' Unions in Egypt; Workers' delegate to the Superior Advisory Labour Council.

KRACHT, Leonora (Chilean), Permanent Delegation of Chile to the European Office of the United Nations and the international organisations in Geneva; substitute for Mr. Donoso Silva, Government deputy member.

KUNTSCHEN, Charles (Swiss), Employers' deputy member; Secretary, Central Federation of Swiss Employers' Associations.

LAGASSE, Raphaël, Assistant Secretary-General of the International Organisation of Employers, accompanying Mr. Emery.

LAMBERT, Lamberto, representative of the World Federation of Trade Unions accredited to the I.L.O., accompanying Mr. Kabourek.

LAMBERT, Lamberto, representative of the Organisation for European Economic Co-operation (Head of the Manpower Division).

LIANG, Yung-chang (Chinese), Workers' substitute deputy member; Member of the Board of Directors, Chinese Federation of Labour.

LINDBLOM, O. (Finnish), Workers' substitute deputy member; Vice-President, Confederation of Finnish Trade Unions.

LOTFY, Mo'n (Egyptian), Labour Attaché, Egyptian Embassy, Paris, accompanying Mr. Asfahan, Government representative.

LYSSIKOV, Vladimir Alexandrovich (U.S.S.R.), Attaché, accompanying Mr. Arutiunian, Government representative.

MACEDO, D. A. (Indonesian), Chief, Foreign Relations Division, Ministry of Labour; substitute for Mr. Soepomo, Government representative.


MAKEEV, Eugene Nicolaevich (U.S.S.R.), Attaché, accompanying Mr. Arutiunian, Government representative.

MELLAH, Maurice, Technical Assistance Administration, Division, Ministry of Labour; substitute for Mr. Soepond, Government representative.


MÉRIGÓ, Juan Antonio (Mexican), Secretary of Embassy, Permanent Delegation of Mexico accredited to the international organisations in Geneva, accompanying Mr. Calderón Puig, Government deputy member.

MERMILLOD, Louis (French), National Council of French Employers; accompanying Mr. Waline, Employers' representative.


MILHAUD, Maurice, Technical Assistance Administration, accompanying Mr. Pelt.

MISHIRO, Akio (Japanese), Employers' deputy member; Chairman of the I.L.O. Committee, Japanese Federation of Employers' Associations.

MOCHI-ONORI, Manuzio (Italian), General Confederation of Manufacturers of Italy; substitute for Mr. Campanella, Employers' representative.

MÖRÎ, Jean (Swiss), Workers' deputy member; Secretary, Swiss Federation of Trade Unions.

MORIEL, Shlomo (Israeli), Employers' substitute deputy member; Director, Information and International Relations Department, Manufacturers' Association of Israel.

MURO DE NADAL, Francisco Antonio Pedro (Argentine), Employers' deputy member.

MYRIDDIN-EVANS, Sir Guildhaume, C.B. (United Kingdom), Government representative; Deputy Secretary, Ministry of Labour and National Service; representative of the Government of the United Kingdom on the Governing Body; Chairman of the Governing Body.


NIELSEN, Einar (Danish), Workers' representative; Vice-President, Federation of Danish Trade Unions.

O'BRIEN, John (Irish), Employers' deputy member; Director-General, Federated Union of Employers.

ÖKKNES, Kalmar J. (Norwegian), Government representative; Permanent Secretary, Ministry of Social Affairs; representative of the Government of Norway on the Governing Body.

OLLENBAUER, Mr., representative of the High Authority of the European Coal and Steel Community (Division of Labour Problems).

PALKHE, Georges, Deputy Director of the European Office of the United Nations, accompanying Mr. Pelt.

PASTORE, Giuli (Italian), Workers' deputy member; General Secretary, Italian Confederation of Trade Unions.

PATTEET, Herman, observer representing the International Confederation of Free Trade Unions; representative of the I.C.F.T.U. in Geneva; Secretary of the Workers' group.


PELT, Adrian, representative of the United Nations (Director of the European Office).

PEQUENO, Syndulpho de Azevedo (Brazilian), Workers' representative; President, Brazilian Federation of Land Transport Workers.


PÍREZ COELHO, Ramón (Uruguayan), Government representative; Ambassador Extraordinary and Minister Plenipotentiary of Uruguay in Switzerland.

POPPER, David H. (United States), United States Deputy Representative to International Organisations, accompanying Mr. Wilkins, Government representative.

POSNER, Irving L., representative of the Food and Agriculture Organisation (Chief, Administrative Planning Branch).

POSTERARO, Gabriele (Italian), International Affairs Division, Ministry of Labour and Social Welfare; accompanying Mr. Ago, Government representative.

PÓRPURA, Rosario (Italian), Director-General of Labour Ministry of Labour and Social Welfare; substitute representative of the Government of Italy on the Governing Body.

RAHARDT, E. K., Deputy Chief, Department of Plans and Industrial Liaison, Intergovernmental Committee for European Migration, accompanying Mr. Rossi Longhi.

REHLING, Clinton, European Office of the United Nations, accompanying Mr. Pelt.

VAN RHYN, Arie Adriaan (Netherlands), Government representative; Secretary of State for Social Affairs Ministry of Social Affairs and Public Health; Representative of the Government of the Netherlands on the Governing Body.

RIAZANTZHEVA, Nathalia S. (U.S.S.R.), Secretary, accompanying Mr. Arutinian, Government representative.

RIEGIO DA CUNHA, Alexandre (Portuguese), Acting Secretary-General, Ministry of Corporations and Social Welfare; substitute representative of the Government of Portugal on the Governing Body.
RIECHEN, Willi (German, Federal Republic), Workers' representative; President, German Confederation of Trade Unions.

ROBERTS, Sir Alfred, C.B.E., J.P. (United Kingdom), Workers' representative; Member of the General Council, British Trades Union Congress; Vice-Chairman of the Governing Body.

ROBERTSON, James Geddes (United Kingdom), Assistant Secretary, Ministry of Labour and National Service, accompanying Sir Guildhaume Myrddin-Evans, Government representative.

ROSSI LONGHI, R., representative of the Intergovernmental Committee for European Migration (Chief, Department of Plans and Liaison).

ROSY, Jean, representative of the Contracting Parties accompanying Sir Guildhaume Myrddin-Evans, Government representative.

SAOUTIN, Ivan Vasilievich (U.S.S.R.), Member of the International Labour Office, Observer to the International Labour Conference.

SAID SALAMA, Abdel Moghni (Egyptian), Director of the General Agreement on Tariffs and Trade Department of Plans and Liaison.

SÁD SALAMA, Abdel Moghni (Egyptian), Director of Research and International Relations, Ministry of Social Affairs; substitute for Mr. Asfahany, Government representative.

SÁNCHEZ MADARIAGA, Alonso (Mexican), Workers' deputy member; Secretary, Federal District Workers' Federation.

SAUTIN, Ivan Vasiliyevich (U.S.S.R.), Member of the Committee on Labour and Wages of the Council of Ministers of the U.S.S.R.; substitute for Mr. Arutjunian, Government representative.

SAUERBORN, Maximilian (German, Federal Republic), Government representative; Secretary of State, Ministry of Labour; representative of the Government of the Federal Republic of Germany on the Governing Body.

SAVÍN, José Ángel (Dominican Republic), Government observer; Minister Plenipotentiary; Permanent Delegate of the Dominican Republic to the United Nations and the I.L.O.

SEIN MYINT (Burmese), Government representative; Secretary of State, Ministry of Labour; representative of the Government of the Union of Burma on the Governing Body.


SHERIF, Mohamed (Libyan), Workers' substitute deputy member; Chairman, Libyan General Federation of Labour.


SNEDDEN, Sir Richard, C.B.E., LL.D. (United Kingdom), Employers' representative; Chairman of the International Standing Committee and Member of the General Purposes Committee and Council of the British Employers' Confederation.

SOEPOMO, Iman (Indonesian), Government deputy member; Secretary-General, Ministry of Labour; representative of the Government of Indonesia on the Governing Body.

SOHNS, E. C. (Netherlands), International Affairs Division, Ministry of Social Affairs and Public Health, accompanying Mr. van Rhijn, Government representative.


STREND, Jaromír (Czechoslovak), Government observer; Permanent Czechoslovak Mission to the European Office of the United Nations.

SZÉ, Dr. T. S., Social and Occupational Health Section, World Health Organisation, accompanying Mr. Bertrand and Dr. Hafezi.


TATA, Naval H. (Indian), Employers' representative; Director, Tata Industries Ltd., Bombay.

TATSUKE, Keichi (Japanese), Government representative; Minister; Permanent Delegate of Japan to the international organisations in Geneva; representative of the Government of Japan on the Governing Body.

TENNEFJORD, Finn, representative of the Council of Europe (Chief of the Social Division).

TERSMIDEN, Carl Reinhold (Swedish), Secretary, Swedish Employers' Confederation, accompanying Mr. Bergström, Employers' representative.

THOMAS, Fritz (German, Federal Republic), Counsellor, Ministry of Labour, accompanying Mr. Sauerborn, Government representative.

THONDAMAN, S. (Ceylones), Workers' deputy member; Member, Executive Council, Ceylon Workers' Congress.

THURSTON, A. Henry (United States), Director, Textiles and Clothing Division, Business and Defense Administration, Department of Commerce, accompanying Mr. Wilkins, Government representative.

TOBIAS, George (United States), Labor Attaché, United States Delegation and Consulate General in Geneva, accompanying Mr. Wilkins, Government representative.

VANEK, Joseph, representative in Geneva of the International Organisation of Employers, accompanying Mr. Emery.

VAN LINT, Paul (Belgian), Employers' substitute deputy member; Director-General of the Federation of Belgian Industries.

VAN METER, William G. (United States), Employers' representative (substitute for Mr. McGrath); Attorney, Labor Relations Department, Chamber of Commerce.

VLAHOV, Gustav (Yugoslav), Government observer; Ambassador Extraordinary and Plenipotentiary; Permanent Delegate of Yugoslavia to the European Office of the United Nations and the specialised agencies in Geneva.

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 Service, Ministry of Labour and Social Welfare of Belgium, accompanying Mr. van Rhijn, Government representative.

WEDEL, Mr. (German, Federal Republic), Secretary of the International Department, German Confederation of Trade Unions.

WIJERATNE, M. St. Quentin (Ceylones), Government deputy member; Assistant Commissioner of Labour.

WILKINS, J. Ernest (United States), Government representative; Assistant Secretary of Labor; representative of the Government of the United States on the Governing Body.
Wright, J. W., Division of Environmental Sanitation, World Health Organisation, accompanying Mr. Bertrand and Dr. Hafezi.

Yllanes Ramos, Fernando (Mexican), Employers' deputy member; Member of the Board of Directors and Executive Committee of the Confederation of Chambers of Industry.


Zempel, Arnold L. (United States), Executive Director, Office of International Labor Affairs, Department of Labor; substitute representative of the United States Government on the Governing Body.
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